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Henry H. Kellam III  
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The views and recommendations within this Report do not necessarily reflect the views and opinions of IFES, the US Embassy and USAID/Djibouti or the Republic of Djibouti.



## Acronyms

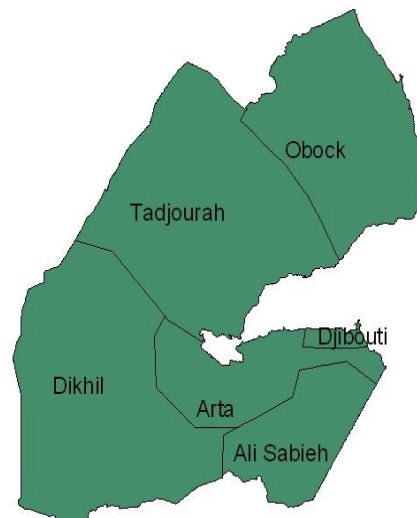
ADETIP	Agency Djiboutienne Execution for Travaux d'interet Public
AMDA	Association of Medical Doctors of Asia (Supported by Japan)
CERD	Center for Studies in Research in Djibouti
CBLG	Capacity Building for Local Governments
CSO	Civil Society Organization
CCLGP	Community Councils Local Government Program, or (CAP21)
DALGA	Djibouti Association of Local Government Authorities
DG	Director General
DISED	Direction of Statistics and Cartographic Studies (under the MEFP)
DRC	District Rehabilitation Committees
DU	Decentralization Unit (under the MI&D)
EU	European Union
FEWS-NET	Famine Early Warning System Network (Supported by USAID in Djibouti)
GIS	Geographic Information Systems
JICA	Japan International Cooperation Abroad
JOCV	Japan Overseas Cooperation Volunteers
LCC	Local Census Committees
LG	Local Government
LGRP	Local Government Rehabilitation Project
MIS	Management Information System
MCD	Ministerial Committee for Decentralization
MEFP	Ministry of Economy, Finance and Planning
MI&D	Ministry of Interior and Decentralization
MOU	Memorandum of Understanding
MPA	Ministry of Presidential Affairs
MTIH	Ministry of Trade, Industry and Handcraft
NCD	National Committee for Decentralization
NCR	National Commission for Rehabilitation
NPC	National Population Council
NGO	Non-Governmental Organization
O&M	Operation & Maintenance
PRSP	Poverty Reduction Strategy Paper (WB)
PMES	Project Monitoring and Evaluation System
RTD	Radio and Television of Djibouti
ROD	Republic of Djibouti
TA	Technical Assistance
TCC	Technical Census Committees
TRB	Technical Rehabilitation Bureau
TOT	Trainer of Trainers
UNDP	United Nations Development Program
UNFD	Union National for Females in Djibouti
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development
WB	World Bank

## Decentralization & Capacity Building in Djibouti

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### The Context of Decentralization in Djibouti

The decentralization implementation process is a challenging task. The President of Djibouti supports decentralization and stakeholder expectations are high. Significant resources are required to strengthen the process. The first small steps will be the most important. Phasing activities appropriately should be a priority in order to realize any success and establish sound precedence from the beginning. This could be Donor driven in the beginning as long as “exit strategies” are clearly defined. If failures are experienced in the early stages, the decentralization process in Djibouti could be set back indefinitely and/or have negative implications long-term. However, decentralization activities should begin immediately since government timetables are behind schedule.



Political “will” needs to be adapted to the changing environment. The legal and institutional framework requires streamlining for better harmonization. New stakeholders have emerged since the 2001 Peace Agreement and some Government priorities have changed and are presently influenced by the need to have local governments progress towards autonomy.

There needs to be a consolidation period so that the identified concerns, weaknesses and shortcomings in the decentralization process can be addressed and provide opportunity for all interventions to be aligned with decentralization.

One of the main tasks of decentralization is to devolve service delivery responsibilities to levels where beneficiaries can best access them closer to where they live. Therefore strategic sectoral decentralization is critical in the decentralization process. The progress in sectoral decentralization is measured by the extent to which local governments take over the responsibilities and the means for delivering the social and economic services - which will be transferred, in due course, from line ministries, but also the extent to which local communities are satisfied and hold their leaders accountable.

An integrated and comprehensive approach is essential to bring consistency to the process since weak coordination is one of the major constraints to decentralization. It is also important to develop the decentralization process in a ‘home grown’ manner, which realizes and incorporates structures and regulations that are not only unique, to the country, but that can reflect the uniqueness of each and every local government.



During the early implementation stages of decentralization, it is important to avoid interventions that are conducted in an ‘ad-hoc’ or fragmented manner. The process should evolve to be all-inclusive so that all stakeholders can be encouraged and facilitated to contribute optimally.

On the 4<sup>th</sup> of December, IFES, in coordination with the Ministry of Interior and Decentralization (MI&D), organized a meeting with donors and the key government stakeholders in decentralization. The capacity building program strategy, found in Annexes 3 (English) and 4 (French), was the topic of discussion. The IFES Decentralization Expert worked closely with the MI&D’s decentralization unit to come up with this realistic 3-year program for capacity building. The various sub-program costing were elaborated for the program at a total of around \$5 million (exclusive of salary and purchase of vehicles cost – see Annex 4).<sup>1</sup> The Minister for MI&D opened this meeting and indorsed this capacity building program as the basis for the government’s future strategy. It is important to note that the representative for the Ministry of Finance, Economy and Planning (MFE&P) stated that the required capacity and training needs for decentralization should have already begun based on decentralization laws and the upcoming regional elections. Therefore, all agreed that capacity building activities must begin immediately in order to accommodate and reinforce the training requirements prior to the regional elections. The highest priority would be to begin the Training of Trainers (TOTs) program component coupled with developing a training ‘toolkit’.

USAID should consider what entry points can best be linked to the decentralization processes, structures and networks where they have complementary sector program objectives. The donor community at large must continue to encourage both the national and the local level to establish clear guidelines that provide a formal structure for the strategic consultation processes.

The Government should move slowly at first when integrating decentralization mechanisms. The foundation for the integration should be based on performance information that enables management to focus better on serving stakeholders and to measure the extent to which expected results have been achieved. Performance feedback should be presented in parallel to funding proposals.

New or improved models to combine training with planning should be integrated at all stages of programming and monitoring as well as within overall management systems and the management culture.

The Ministry of Interior and Decentralization (MI&D) should assume a proactive role in the consultation process with donors and should take the lead in defining and developing opportunities for “synergy” in order to lay the blueprint for program integration under decentralization. The MI&D should reassess the decentralization unit’s structure and composition to ensure that this unit includes representation from key sector programs and organizations as well as ‘high-level’ involvement from stakeholders that can function as a ‘steering committee’ for the long-term in-sink with the Ministerial Committee for Decentralization (MCD) and the Nation Committee for Decentralization (NCD).

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<sup>1</sup> A broader long-term decentralization program can be found in Annex 2



## Evaluation Scope and Objectives

The IFES mission's scope of work (SOW) was originally intended to focus on election law reform pertaining to electoral commissions, voter registration, anti-corruption, media, voter-candidate fairness, civil society, modernizing the administration of election and harmonizing it with the decentralization program. However, with further input from (MI&D), the mission's SOW was revised mid-point to focus primarily on the Decentralization Program with special emphasis on capacity building as follows:

1. Evaluate the necessary conditions for proceeding with decentralization;
2. Advise on best practices and approaches to ensure successful decentralization programs;
3. Identify immediate needs for capacity building of future local authorities;
4. Recommend long-term support strategies to promote good governance at the local level;
5. Provide, as necessary, technical assistance to meet immediate needs in planning and capacity building.

### **This report will look at the following issues with regards to decentralization:**

1. Achievements attained;
2. Constraints and challenges identified;
3. Proposals for focus areas, both short and long-term;
4. Proposals for a framework for stakeholder interventions in decentralization; and
5. Proposals for monitoring the process, linking decentralization to existing reforms and good governance programs.

### **The priority actions for decentralization in Djibouti cover five main areas:**

1. Strengthening institutional capacities;
2. Improving coordination & establishing a strategy for sustainable civic awareness;
3. Developing a strategy for strengthening local revenue capacities & financial management; and
4. Developing an appropriate and sustainable monitoring & evaluation framework.

### **Specific objectives to assess decentralization in Djibouti:**

1. Assessing adherence of decentralization interventions to the guiding principles of the decentralization process and the national poverty reduction strategy;
2. Assessing the relevance of the decentralization interventions to the needs of the local governments and the Djiboutiane population and assess the level of participation of the population in decentralization interventions;
3. Assess the potential contributions of the decentralization process to the democratization process in Djibouti;
4. Analyze the strengths, weaknesses, opportunities and threats to the decentralization implementation process in Djibouti;
5. Identify current and future key challenges in policy design and implementation in local community development and in mainstreaming crosscutting issues.
6. Make proposals for a realistic framework for the decentralization process - including indicators for measuring progress; and
7. Propose checks and balances including the institutional structures for strengthening accountability.



### Challenges to be addressed:

1. Mapping of potential target groups Local Government (LG). At present - inadequate/non-existing. Who does what, when, where, how...
2. Data-base development for key indicators.
3. Capabilities of LG and willingness to change and 'political will'.
4. Legal framework (Decentralization Law) and traditional community/cultural structures, and
5. Collaboration with international and national agencies on LG participatory performance, budgeting and planning.

## Background to Decentralization in Djibouti

Djibouti has actually undergone various forms of decentralization for more than 100 years. The following summarizes the stages: <sup>2</sup>

In 1888, the French Government funded 22,000 Fr to set up an indirect administration in Obock, which was ruled by the 1<sup>st</sup> 'Bey' - named Borhane Boukeker. In 1888, there was a population of 1,000 in Obock and 1,200 in Djibouti-City. The region (then difference geographic boundaries) was referred to as the French Somali Coast. A French Governor saw to the administration of public services, taxes, etc.

From 1895 – 1945, the French began the transfer of colonial powers. This was the period of rapid development of the ports and increased transfer of port development away from Obock to Djibouti-City.

There was a rapid urbanization of Djibouti-City from 1945-56, which quickly established the territory as a city-state. There was also pressure for greater local management, and as a result, Representative Councils of the territory was established. On November 9<sup>th</sup> 1945, the Representative Councils were elected for a four-year term. There were ten members of the Councils split into two groups - one being the French Citizens and the other indigenous people. The French Government stated the purpose was to "help lead the people towards freedom and liberty so they could handle their own affairs in a democratic way". The role of the Council was to vote on local budgets and taxes, commerce development and manage basic public services, etc.

From 1957-67, the legal framework for local governance began to develop. A law and decrees on June 23, 1957 provided for the establishment of territorial Assemblies. These Assemblies were established in 8 Council territorial administrations.

1967-77 was an important time for Djibouti-City as the center of power. Djibouti-City became the District of Djibouti and the territory was renamed the 'French Territory of the Afares and Issas'. An elected High Commissioner and a Chamber of Deputies also replaced the French Colonial Governor in 1967 for a five-year term. This essentially replaced the territorial Assemblies. This was a strong move to facilitate greater autonomy of the government and an attempt to define local districts.

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<sup>2</sup> This section is based on in-dept discussions with Kadar Ismael Guelleh, Director of ADITIP. More details can be obtained from a paper Mr. Guelleh wrote on decentralization in April 1997.





In December 1967, a re-organization law was passed to create a Chief of Djibouti-City with a number of sub-district Chiefs for its numerous communities. In June 1977, (the year of independence), constitutional law #2 created 20 municipalities, 12 of which were in Djibouti-City and the other 8 in the rural areas. Constitutional Committees were also created to assist the Municipalities. More decrees were passed in 1979 to develop municipalities, but did not involve local elections.

Since independence, very little has changed regarding the transfer of power for greater autonomy for localities. The reasons why decentralization did not progress are important in terms of 'lessons learned'. Primarily, the Councils and Assemblies established over time were perceived by the communities as being only delegates of the central government. They were not seen as being part of their community. The 'legal text' for these authorities was not specifically written to permit local involvement and did not take into account the reality of city-state. This gave way to emphasis on building and consolidating the central government. As a result, there was less and less 'political will' to transfer powers under a perceived decentralization process.

When taking into account 'lessons learned', one can see the importance of promoting participation, involving the population in government affairs and placing priority on information channels to the public. Central government authorities (Ministries) and politicians must be persuaded that decentralization does not take power away from them so much as strengthen the entire government structure to operate in a more functional manner – increasing productivity and stability that will create a critical mass for local economic development and a magnet for potential foreign investment. The bottom line has to do with appropriate-realistic laws, information flows, consistent education and training at all levels of the population and government.

Based on the 2001 peace agreement, the country now has well-established laws for decentralization and, in recent months, has made refinements to these laws and decrees that better refine the structures, roles and responsibilities of local authorities. Although the regional elections have been postponed until at least February 2006, special attention must be paid to harmonizing the election laws within decentralization structures and equally important, to educate and prepare the population both in election and decentralization laws. This Report primarily deals with decentralization. The mission, specifically Election Expert Lazhar Aloui, has prepared a complementary Report on all electoral issues.

## **LG Structures Based on Recent Decentralization Laws**

The National Assembly has recently approved a number of laws and decrees that mandate decentralization and transfer of powers to localities. The structures allow for five District authorities outside of Djibouti. Djibouti-City will have three Communes with one elected Mayor. There will be a total of 204 Assembly members for the entire country elected to the regional local authorities based primarily on population.

The Regional Assemblies will have Special Commissions that will act as a technical backstops in various sector related issues and priorities. At these regional authorities, there will be an Executive Branch that will essentially manage the day-to-day affairs for

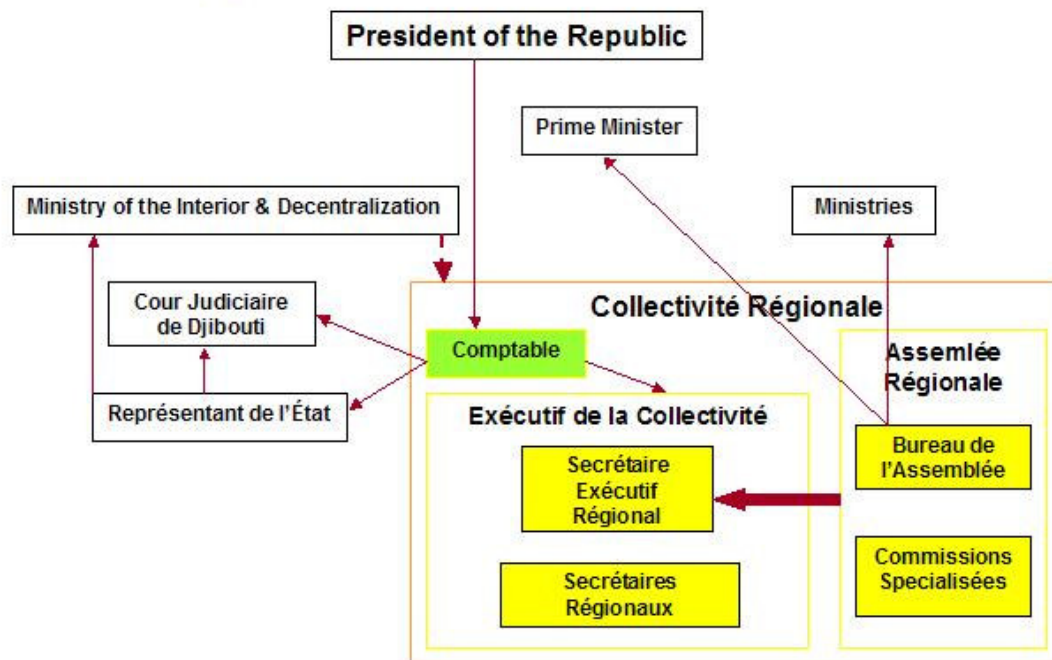


the Authorities. It is foreseen that a Planning Units will be put in place under the Executive's management to carry out all development-planning activities of the localities.

The Decentralization Unit (DU) under the MI&D should assume a proactive role in the planning consultation process and should take the lead in defining and developing opportunities for "synergy" in order to lay the blueprint for program integration under the decentralization program. However, at present the DU operates with only one Director and requires greater resource and staff development. At the very least, the DU should add the following qualified personnel: economist/statistician, lawyer, spatial planner, urban & regional planner, engineer, gender expert, field officers and secretaries.

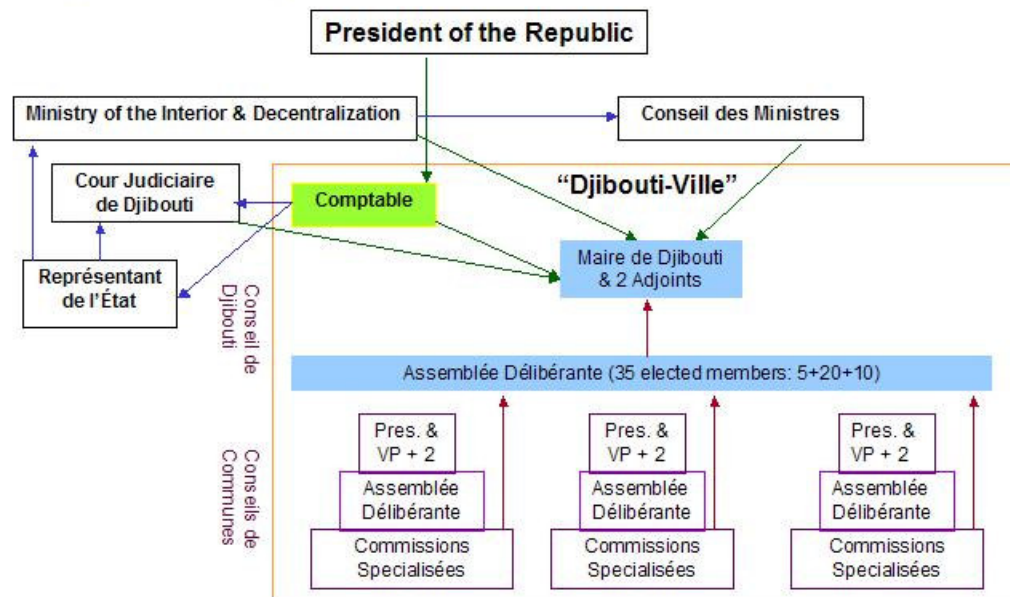
There will be two Committees at the national level to coordinate and monitor the decentralization program. The Ministerial Committee for Decentralization (MCD) will make policy decisions based upon the more technical analysis and recommendations of the National Committee for Decentralization (NCD), which coordinates with the DU. *The following illustrates how these structures operate both in rural (Districts) and Urban (Djibouti-City, Communes) levels*<sup>3</sup>:

## Regional Government Structure



<sup>3</sup> Charts by L. Aloui prepared for a presentation IFES mission gave to donors/stakeholders 10/13/05.

## Djibouti City Local Government Structure



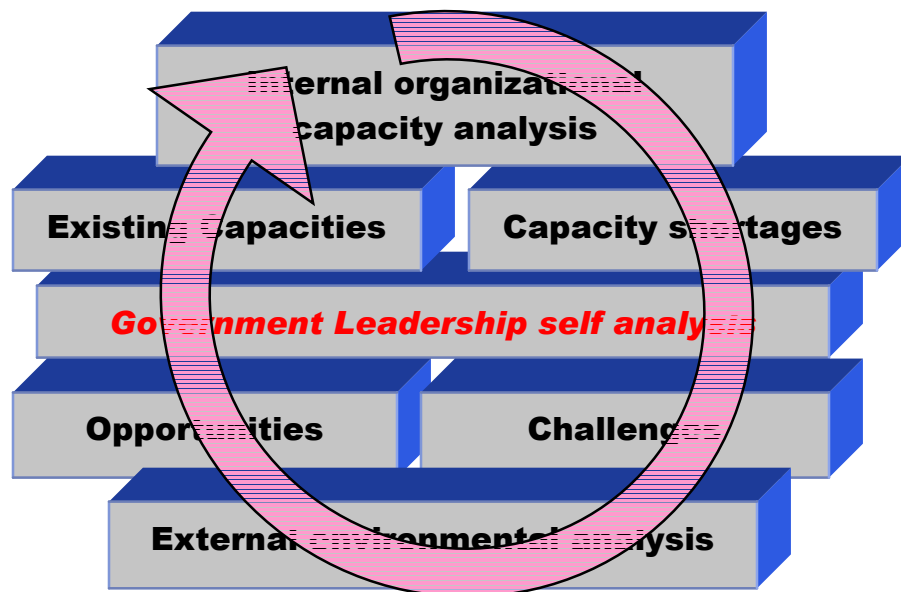
### Enabling factors for decentralization:

- Creating the policy and legal framework, as well putting in place appropriate institutions for democratic local governance;
- Mainstreaming gender in governance and poverty reduction activities;
- Transferring fiscal responsibilities and financial resources to decentralized units; and
- Building local administrative capacity of communities and elected leaders through sensitization activities.

### Disabling factors affecting the decentralization process:

- Limited human resources;
- Logistics (transport, office equipment);
- Operation & maintenance;
- Procedures, systems, rules
- Inadequate utilities & economic infrastructures in decentralized units
- Limited funding;
- Low financial management among local government staff; and
- Weak institutional coordination (linkages, approaches.)

## Building Blocks for Organizational and Environmental Analysis



## Observations and Key Issues Regarding Decentralization in Djibouti

**Development of the institutional capacity for the coordination and implementation of decentralization:** A number of institutional structures have been established under decentralization laws. Mechanisms are not very well defined for effective coordination of stakeholder activities in decentralization at national and local levels. Institutional coordination was observed to be one of the weak areas in the decentralization implementation process. The core of an integrated approach will be the establishment of adequate institutional coordination frameworks at all levels to facilitate optimal stakeholders' participation in the process. Efficient and effective coordination of such a complex process as decentralization requires a well-conceived steering and coordination system. A Ministerial Committee for Decentralization (MCD), backstopped by a technical or working committee, the National Committee for Decentralization (NCD) has been established by a decree, but has yet to be formed. These two committees should be designed to be at the center of all the coordination and monitoring initiatives (*not implementers*) at the National level down to the localities, which would be necessary for steering the decentralization process. The MCD might follow a model composed of Secretary Generals of the concerned line Ministries and representatives from different stakeholder groups, chaired by a member of cabinet. A well-conceived steering system needs a very strong body - therefore, it is of utmost importance that the legal framework of the MCD should be put in place. This will give it the needed mandate to facilitate swift decision-making in the different coordinating forums and create confidence among the stakeholders. The NCD will be the technical backstop for the MCD and should develop task committees on various strategic and integrated sector issues. The Ministry of Interior and Decentralization is mandated to spearhead all coordination and monitoring



activities at the local government level on a day-to-day basis to carry out decisions approved by the MCD. It will be very important to develop/increase the resources and capacities of the Decentralization Unit (DU) presently operating as a 'one man show'.

**Reviewing the administrative and organization structures, to design and train local government personnel to operate decentralization, administrative and financial management systems:** This mainly concerns the restructuring of central and local organizational structures, reviewing systems and procedures to make them appropriate for their new tasks in decentralization. This has to do with the roles and responsibilities of the Assembly and Executive and the appropriateness of the existing structure, the creation of administrative units as well as the personnel in local administrations. At present, they are yet to be tested in practice and may require greater attention towards technical capacities, i.e. LG planning units. There are some 'lessons learned' from the UNDP Capacity 21 project detailed in the next Section. There is also a wealth of experiences to learn and adapt from other African countries that have an implementation track record in decentralization for some time.

**Creating enabling environment for the development and continual review of the legal frameworks:** A lot has been done in reviewing and enacting laws to facilitate implementation of decentralization. This Report focuses on the dissemination of these laws, public awareness and how the decentralization laws might impact key sectors such as health and education as well as stakeholder perceptions and involvement in these laws. Consolidation and dissemination of the decentralization laws, especially at local level, and sensitization of actors on their application is a priority. ***Most of the communities, local leaders and key stakeholders are not aware of the laws, and have no 'user-friendly' guidelines to follow.*** A well conceived awareness campaign, coupled with training and the use of the media, is a priority. *(See Lazhar Aloui's IFES/Report on the electoral process & decentralization laws).*

**Ensuring an operational and functional program related to information, education and communication in order to provide circulation of information and promote responsive leadership:** Since decentralization is mainly about people's empowerment, the focus should be on the channels and actions undertaken to ensure that civic education and sensitization activities are undertaken in such a way that effectively ensures access to information. This is to say - to enable the population to make good choices of leaders, to follow up and demand accountability from leaders and to actively participate in community development programs. With regards to elected leaders and administrators, the focus should be on ensuring that they appreciate their roles and responsibilities - and have the information and skills to effectively undertake them.

**Establishing effective and coordinated community development initiatives:** This concerns the coordination of interventions in the areas related to community development, good governance and poverty reduction at various levels, i.e. donor, central government, local government and community implementation levels. The coordination frameworks for financing, planning, implementation and monitoring, should be analyzed, as well as the role of different actors such as civil society.

**Capacity building for local authorities and other actors:** This was one of the main tasks of the UNDP Program starting in 1997. The main issues faced by UNDP were - how capacity building needs are identified, planned and executed, which actors are involved, what resources are available and how the process can be sustained. The response to and impact of capacity building are of key concern. It was observed that some efforts and resources have been directed towards building the capacities of local authorities to function through the UNDP “Community Councils Local Government Program (CCLGP)”, or Capacity 21 (CAP 21). However, the capacity building activities appeared to be planned and executed within a broad vision and standardized framework and not adequately covering all stakeholders. Moreover, although CAP 21 was developed in response to the turmoil created during the war conflict via rehabilitation measures, it operated very much in a *vacuum*, and in the end, was not able to deliver on many of the promises made; this in turn **disappointed expectations**. This is discussed in greater detail in the next Section. It is also notable to point out that the French Embassy funded a successful two-day workshop in 2002 on decentralization and local government capacity-building. The ‘lessons learned’ from these initiatives must be taken into account.

The biggest and most immediate challenge is to strengthen the LG structures so that they can appreciate, own and manage the planning process. These structures must be in line with approved decrees and laws and avoid any replication of any parallel structures. Strengthening local planning structures for the Assembly Members, the Executive and technical staff, will lead to a greater appreciation of their important roles, particularly in owning and sustaining the process. The first task would be to prepare standard capacity building guidelines, following the planning guidelines prepared by the MCD, NCD and MI&D and possible ADETIP on training in planning. It is also important to develop a sustainable training program so that Local Assembly Members can be regularly trained in new ideas at the start of their term. This would require creating a ‘pool’ of reliable and competent trainers and establishing a mechanism to continuously evaluate the training activities. *(A detailed Work Plan Program on capacity building can be found in Annex 3 & 4).*

**Strengthening political participation by holding general elections at local level:** Elections were scheduled for December 2005, but have now been postponed to February 2006. There is little evidence the government has, or will, undergo the necessary preparations required for elections and may simply go through the motions. These elections should lay the foundation for community responsiveness and participation. Poorly carried out elections may jeopardize the democratization of local leadership that should result in transparency and accountability. *(The electoral issues are addressed in detail in the electoral process sector of the Report, L. Aloui, IFES).*

**Fostering local management responsibility and capacity to ensure resources for equitable development across local governments and to build an efficient resource base for local governments:** Fiscal and financial decentralization is at the ‘core’ in order to sustain decentralized activities. All other aspects of decentralization depend on how the fiscal decentralization component is managed. For instance, efficient and effective delivery of services depends on adequate and timely allocation of resources to decentralized authorities, as well as on the management and utilization of disbursed resources. The process of determining and disbursing funds and the





management and allocation of such funds to planned activities, local revenue generation initiatives and the commitment of actors to continue support of the fiscal and financial decentralization process is critical. The actual amounts of funds to transfer to local authorities should be based on an 'equalization formula' that takes into account population, poverty levels, remoteness, potentials for resource development – among other factors.

**Integration of Crosscutting Issues Gender Mainstreaming:** Gender equality is one of the policies pursued by the World Bank Poverty Reduction Strategy Paper (PRSP) in governance and development activities. At the national level, a gender strategy has been embraced, which provide a framework for gender programming and action at all levels. Integrating gender issues into the decentralization process is another matter, and faces many roadblocks based on culture and mindsets. Care should be given to insure gender receives a 'fair shake' and avoid 'tokenism'.

**Need for an adequate involvement of the civil society in the decentralization process:** In a number of other countries in Sub-Sahara Africa, the contribution of civil society as a strong development partner is increasingly being recognized. It is in this connection, that civil society in Djibouti should be facilitated, in every way possible, to play an effective role in the decentralization and good governance process.

The mission found some positive signs regarding civil society in Djibouti - such as the Union Nationale des Femmes de Djibouti (UNFD), Fonds Social de Developpement, CARITAS and the Fonds de Developpement Economique. There are also some positive signs of Donor coordination to support these processes. USAID has a number of local and international partners, primarily in their health and education sector programs - such as FEWS-NET, UNICEF, Save the Children (USA), AIDE, IFESH, WHO and WFP. The USAID sector programs of Health & Education operate closely with locally registered NGO's via grants to Save the Children, UNICEF, WHO, and WFP to name a few. Other Donors fund a range of public and civil society actors that are active in trying to address a variety of community concerns at the local level. There are more than 50 registered local NGOs/CSOs operating in Djibouti - eligible for direct support by donors (*See Annex: 8 for a list of local registered NGO's*). This system is often highly dependent on personal networks and contacts. Longer-term strategies for civil society building require a much more structural approach resulting in sustainable products and services.

A long-term vision of civil society in Djibouti should embrace a broad-based and diverse civil society that evolves out of a variety of different forms of collective action. This vision needs a transition from a set of individual relationships - to more 'institutionalized' relationships governed by predictable and transparent rules. This process has already begun by citizens organizing at very low levels, initially around livelihood interests. There is an opportunity to create new incentives for poor people that cut across the existing social structure, are more predictable and less individual-based to improve equal access to government and donor resources. Direct action to support civil society should be a priority. It should be less supply-driven, work to longer timescales, and focused on building capacity of CSO partners or local communities. The long-term vision of civil society in Djibouti should be more ambitious and donor needs to be predictable, pooled and locally initiated/accountable.



Predictable and long-term funding through decentralized structures is essential to meet the enormous needs for investment in productive infrastructure and services in rural areas. There are some positive signs in this area. Eg: The EU has 600,000 Euro for decentralization activities, \$2M for social development and some \$160M for water/sanitation, roads & railways. The World Bank has provided soft loans for ADETIP to build Local Government buildings in all districts/communes that include furniture's and another \$20M for public works and social development. USAID is channeling a lot of funds, resources and technical assistance through its sector programs and grants to local partners. From the perspective of civil society strengthening, predictability of funding is as important as the actual funds that are made available. Confidence that money will be available strengthens the incentives, particularly at the very low levels and helps to 'institutionalize' the process to acquire experience in collective action and the local level democratization process. At present, donors experience long delays in programming funds at the Ministry level – for example, the EU earmarked some \$730,000 for decentralization some years back and the request deadline is nearing. Although the EU has lobbied the government to make use of these funds, it has yet to receive a realistic program request. The implementation of decentralization should ease this quite a bit since donors will be able to go directly to Local Government authorities to fund programs and visa versa.

The willingness of donors to pool their funds and channel them in an equitable manner to decentralized structures is critical. In the past, some LGs might receive more support than neighboring ones for the simple reason that they were lucky enough to be contacted by an international NGO or bilateral agency. In this way the international community is reinforcing the kind of client list system, which they object to when the National Government commits the same error. As a consequence, pooling challenges the whole set of client list relationships induced by direct donor or NGO funding of a particular area or set of partners.

Pooled and predictable funding should reinforce common audit arrangements at the LG level and below. Better public expenditure management is an essential building block for enhancing mutual confidence between civil society and government and providing entry points for civil society to challenge misuse or perceived misunderstanding.

The local structures need to be supported in order to increase their management capacity. This support should be adapted to local needs and given both to decentralized structures, CSOs, and people's representatives.

On the surface, the role of civil society in Djibouti does not appear as effective as it could be, although, there is great potential to strengthen the formal and informal civil society networks that exist, and that often go unnoticed. The Consultant was repeatedly told or read various reports that local NGOs/CSOs barely existed, but upon visiting the communities and spending time with them, one can identify existing community organizational mechanisms that are fully functional and able to mobilize at a moments notice.





## **Initiatives in LG Capacity Building & Governance**

### **Local Government Rehabilitation Project, 1997-2002**

The UNDP Local Government Rehabilitation Project (LGRP) ran from 1997-2002. The institutional capacity of the District Rehabilitation Committee (DRC) was reinforced with the creation of a Planning Unit (PU) in each district, where experts in planning members of the Technical Rehabilitation Bureau (TRB) contribute with their know how to the elaboration of development plans. This program was commonly known as CAP 21.

#### **At the Central Level**

On the 15<sup>th</sup> of February 1996, a decree was adopted, by virtue of which a high ranking executive (“Chargé de mission”) accountable to the President of the Republic, was put in charge of the reconstruction of the regions affected by the conflict and of the relocation process, as well as of the reintegration of the displaced and the refugees. Furthermore, the decree stipulating the creation of the National Commission for Rehabilitation (NCR) provides the necessary legal and institutional framework.

In 1997, a Technical Rehabilitation Bureau (TRB) was created, serving as a technical secretariat to the National Commission for rehabilitation. It is mainly in charge of:

1. Implementing the rehabilitation and coordination strategy in the districts;
2. Providing guidelines and technical analyses to the National Commission; and
3. Providing technical expertise to the national and local institutions and groups, while facilitating their contact with the public authorities and the District Rehabilitation Committees (DRC).

#### **At the District Level**

A District Rehabilitation Committee (DRC) was established in each of the three districts; these committees bring together around the same table the local authorities, the representatives of the deconcentrated technical services and the representatives of the civil society's organizations. Besides promoting dialogue among the concerned partners, this committee, presided by the District Commissioner, (“Commissaire de la République”) aims more specifically at fostering consensus as to the priority actions and investments to be undertaken.

#### **The DRCs are in charge of:**

1. Setting the strategic guidelines and the priorities of their district;
2. Promoting the institutionalization process and the participation of the representatives of sectorial ministries and the civil society in the district rehabilitation and development process;
3. Providing the NCR, in collaboration with the PU, with the technical assistance as well as coordinating the implementation of the district rehabilitation program; and
4. Integrating other actions in the rehabilitation activities, with the aim of further developing their district.

Elaborating a local development plan requires in the first place an accurate assessment of the situation. Such an assessment being currently carried by the TRB, there was no possibility of submitting it to the meeting of the development partners. Indeed, information are being collected on the field as well as in Djibouti, and a first result was the maps integrated into the document “cartographic analysis of the Districts of Dikhil, Obock and Tadjourah” distributed to the development partners.

## **The Objectives and Strategies set in 1997**

### **The Objectives**

The objective is “the social and economic rehabilitation of the regions seriously affected by the conflict, and a permanent reintegration of the vulnerable people, in a framework that promotes decentralization, citizens participation, as well as combating poverty and reinforcing democracy and peace”. This would entail:

1. Rehabilitating and reinforcing the production potentials in the local communities;
2. Rehabilitating and developing the social infrastructures;
3. Reinforcing the local capacities (local administrations and civil society) as to regional planning and management.

### **The Strategies**

The adopted strategy is based upon the sustainable human development perspective, and does not only aim at addressing urgent needs. It takes care of the whole population living in the three districts, without any discrimination as to their social or economic status. It gives however the priority to the most vulnerable groups and to the reintegration of repatriated, displaced or demobilized people. This strategy aims mainly at:

1. Facilitating and accelerating the implementation of the activities leading to a reconciliation and to a participation at the local level;
2. Promoting and encouraging decentralization and local development;
3. Reinforcing peace and democracy through the promotion of dialogue between the local administration and the citizens;
4. Combating poverty through projects and initiatives contributing to the reduction of social exclusion;
5. Encouraging the establishment of micro enterprises oriented toward production, while granting them access to credits, inputs and technical services;
6. Ensuring sustainability -as well as the adequate mechanisms- in the development of each activity, this being a sine qua non condition to guarantee their impact;
7. Coordinating with the other programs, projects and initiatives in the frame of bilateral or multilateral cooperation or of the government actions, and creating synergies among the different sources of public or private financing; and
8. Protecting and regenerating the environment, and promoting the role of women, these two objectives being horizontal axes taken into consideration in all the activities.



## Evaluation of the Project:

From September – October 2005, an evaluation report was written for all UNDP's Programs<sup>4</sup>. This Report concluded the Local Government Project failed in achieving most of their objectives under Capacity 21. Firstly, the government never provided the \$200,000 pledged to coordinate & strengthen structures & systems for implementation of the Project at the National level. At the same time, UNDP failed to implement prioritized development projects identified through local action plans because funds ran out. Each of the pilot local governments had been trained and prepared priority project proposals for 5 projects in each locality, which are waiting funding.

Although most objectives were not achieved, the evaluation did conclude CAP 21 make contributions to the concept of decentralization at the local level; they built working relationships between CSOs, youth, women and other stakeholders. The evaluation stated this "institutional memory" must be preserved. This reinforces the notion of the priority to consider "lessons learned". An interesting bi-note stated that all the documents and files for the LGRP have disappeared.... However, the ISEF mission did find the District Reports prepared by CAP 21 that inventoried and analyzed the potentialities in each District. These were very well prepared and can be easily updated to form the bases for future District Development Plans.

The evaluation report recommended that the newly proposed PADL project (see below) should essentially pick up on the objectives not achieved and follow them through. However, one can only conclude the said evaluation mission was not privy to the scope or strategies of the new PADL. PADL is only piloting 2 districts (Dikhil and Arta) at a total cost of \$900,000. Only Dikhil was covered under the previous project. It also when on to recommend that USAID provide funds to complete the priority projects promised. USAID would be in no position to comment such funds without a carefully thought out program strategy. It is also interesting to note, while the said evaluation stressed the importance of incorporating 'lessons learned' from CAP 21 to PADL, the actual project document for PADL made no mention of CAP 21 or how to build on it's experiences.

The evaluation report also recommended UNDP should continue to cultivate relationships with the Ministry of Interior & Decentralization – giving them a critical role in PADL. However, the PADL proposal actually targets AIDTIP in this role. Again, this is not sustainable since AIDTIP is basically a quasar government/donor driver organization supported by the World Bank. Lastly, the evaluation Report stated UNDP Micro-Credit Program also experienced many implementation problems. It stated that only 10% of the Micro-Credit projects developed at the community level were actually funded.<sup>5</sup>

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<sup>4</sup> Dr. Koffi Adorgloh, International Consultant, Ali Daoud, National Consultant.

<sup>5</sup> UNIDO is presently working with the Ministry of Trade, Industry and Handcraft (MTIH) to identify, fund and implement a number of Micro-Credit, as well as larger income generating projects in Djibouti. The contact person at the MITH is Ahmed Abdillahi Ahmed, 81 01 93. It is also noteworthy to mention that the Fund for Economic Development is working through the Kuwait Foundation to provide Micro-Credit loans, contact person, Mr. Abdoulaziz Bock, 84 16 16. The Fund for Social Development is also doing an excellent job in networking with communities and local NGOs/CSOs through participatory methods to identify and fund worthwhile micro-credit projects, contact person, Melle Hawa Idleh, Director, 35 82 82.



## **The UNDP Proposed Project (2005-08) for Local Development in Dikhil (PADEL)**

UNDP is proposing and seeking co-funding for 3-year Project to pilot the District of Dikhil and Arta to promote Local Governance at a cost of \$900,000. The evaluation for PADEL was completed in October 2005.

### **The objectives for PADEL are:**

1. Reinforce the capacities for local level development;
2. Promotion of systems that provide collective local infrastructure & services; and
3. Enhancing local development practices to allow the consolidation and strengthening of local governments and regional development.

PADEL seeks to work through local units and a local development fund provided to local development committees to implement participatory local development priorities.

### **The impacts are foreseen to:**

1. Improve conditions of local populations and energize the local economy through participatory methods;
2. Improve capacity building of populations and management of local affairs; and
3. Strengthen the roles and responsibilities of the local development actors/players in their management of local affairs and create synergies and/or linkages for the actions of Regional Councils to be elected.

In a nutshell, PADEL proposes to create a number of Local Development Committees (CLD) – based on population, villages, etc. The CLDs would receive capacity building to prepare local development plans on various development proposals for the population. Regional Development Committees (CDR) would oversee the CLDs and provide TA. A Fund for Local Development Fund (FDL) would be put in place as seed money (total \$300,000) for local development projects that would be reviewed and approved by a Committee for Attribution of Finance (CAF). The monitoring, capacity building and technical assistance would be jointly implemented by ADTIP and UNDP.

### **There are many drawbacks to the PADL program proposal:**

1. There is no mention or analysis of the previous UNDP Capacity 21 program in terms of “lessons learned” or “institutional memory”;
2. The PADL Program is basically a ‘re-hash’ of CAP 21, but renames the various local and regional level administrative and political structures;
3. The local level government structures of both programs (CAP 21 & PADL) run **‘parallel’** to the structures established and passed by law under the recently approved decentralization law; and
4. Both Programs are/were designed to be implemented in a **‘vacuum’**. They are not structured so as to be imbedded into the government long-term legal structures under decentralization laws, and therefore cannot be sustainable, i.e. there are no well-defined ‘exited strategies’ for the programs sustainability.

## Djibouti Census

A properly carried out and accurate Census is the Foundation for identifying all Key Indicators required. Therefore, this Report must pay close attention to future plans to prepare and carry out a National Census. The following are the findings of the government's plans and activities regarding the next Census.

The 1<sup>st</sup> Census in Djibouti was carried out in 1981. The 2<sup>nd</sup> Census (2<sup>nd</sup> General Census of the Population and Habitat of Djibouti) is mandated under 'Special Decree' #20051068/PR/MEFPCP. The Council of Ministries signed this Decree on 11<sup>th</sup> August 2005. This Decree became law on 25<sup>th</sup> September 2005. A summary of the Articles under this degree is as follows:

**Article 1:** Contains a general description of the Decree.

**Article 2:** General objectives of the Census.

1. Undertake an extensive inventory of all human resources and habitat in Djibouti.
2. Localize administrative units according to population.
3. Determine structure of population in terms of sex, age, nationality and socio-economic characterizes.
4. Map out migration movements of population.
5. Develop the database necessary for future research and planning.
6. Create inventory of localities (dwellings and urban centers)

**Article 3:** Operations of the Census.

1. Establish GIS (cartography) of Djibouti with inventory of villages and other dwellings.
2. Mapping of clusters/zones for various sector grid surveys.
3. Training of personnel to carry out Census and awareness campaign for the general public.
4. Pilot the Census.
5. Carry out the actual Census.
6. Execution on research on covering the Census.
7. Using the data and analysis.
8. Analysis and publication of the Census results.

**Article 4:** Issues regarding 'exclusions to the Census, i.e. Military, Ex-Patriot Donor staff, etc.

**Article 5:** Defining the organizational structure responsible for the Census.

- National Population Council (NPC)
- Technical Census Committees TCC)
- Local Census Committees (LCC)



**Article 6:** Defines the roles and responsibilities of the Committees contained in Article 5.

**Article 7:** Based on Article 6, the Committees are charged with the following:

1. Detailed description of the objectives.
2. Orientation and direction for the Technical & Local Census Committees.
3. Examine the cost/budget for the Census.
4. The rules for publishing the final Census results.
5. The structure the Census consults the following Ministries:
  - Min. of Economy, Finance & Planning.
  - Min. of Interior & Decentralization.
  - Min. of Presidential Affairs.
  - Min. of Social Affairs.
  - Min. of Education.
  - Min. of Defense.
  - Min. of Culture.
  - Min. of Employment.
  - Min. of Health.
  - Min. of Management of Territories and Urban Habitat.
  - Min. of Agriculture & Livestock.
  - Min. of Constitutional Court.
  - Secretary General of the President.

**Article 8:** Council of Ministries meets the President to discuss the Census findings.

**Article 9:** Scope of Work of the Technical Census Committee defined by the National Population Committee.

**Article 10:** Regarding the financial arrangements for the Census.

### **Implementation and Financing:**

Under the Ministry of Economy, Finance and Planning (MEFP), an agency was put in place to carry out the 2<sup>nd</sup> National Census. The agency is the Direction for Statistics and Studies in Demographics (DISED).<sup>6</sup> DISED is presently being assisted by UNDP and FEWS-NET. DISED has prepared a comprehensive program, budget and timetable to implement the 2<sup>nd</sup> National Census based on the above decree. They are hoping to begin immediately in terms of recourse and capacity building development in preparation for the Census. After the necessary preparations, DISED has targeted January 2007 to begin the actual census registration and tabulation, which should be completed and published by December 2007.

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<sup>6</sup> Taken from the World Bank PSRP: "An important challenge will be to implement a sustainable monitoring and evaluation system that promotes public accountability and provides useful information for policy and budget decision-making. In particular, central data collection and analysis by DISED will need to be reconciled to effectively monitor inputs, outputs, and outcomes at the local level".





The estimated cost for the entire Census is \$900,000. However, the government has not sourced all the funding and the MEFP is discussing funding options from the donor community.

In the meantime, it is important for other relevant programs to begin assisting in this vital exercise. The USAID supported FEWS-NET is assisting DISED with GIS data and mapping applications. As mentioned, UNDP is offering some technical support by placing a technical person within DISED and a UNDP Economist is assisting part-time on the database and statistics required.

## Knowledge Management & Institutional Memory

One of the key building blocks for decentralization is in the development of good data and maintaining/managing this information in order to prioritize and plan sound development priorities and strategies. The Decentralization Program should consider **developing a Management Information System** (MIS) that produces a Project Monitoring and Evaluation System (PMES) to assess performance activities. This system should be able to compile, publish and replicate “best tools and practices” for a broad audience. This system is a kind of ‘clearinghouse’ for information on all ‘institutional memory’ on sector statistics to encourage better participatory methods at the local level.

There are some comparative advantages in developing the ‘information clearing house’ at CERD. The USAID sponsored FEWS-NET is already assisting CERD in the database management of all GIS applications as well as developing a database for sector information and statistics, i.e. water point data, health, education locations and coverage, livestock & agriculture, etc. However, the DISED under the MEFP was established, not only to prepare, conduct and maintain the next Census, but should also develop and maintain a database system for all Ministries on sector statistics. There is a UNDP Associate Expert Economist assigned to assist in this for the next 2-years. The problem is that DISED has a long way to go in terms of resources and capacities in order to perform such function for the long-term, while CERD is well on its way to reaching the required potential capacities.

The ‘clearing-house’<sup>7</sup> should be a comprehensive one-stop data bank - ready to deliver Census, national sector statistics and local development planning capacity-building information to relevant stakeholders, as part of the implementation of a decentralization program. An Intra-web microwave network might be developed to access to the rural Districts outside Djibouti-City.<sup>8</sup> This information might also be maintained on a government Web Site.

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<sup>7</sup> *The Clearing-house, data bank for knowledge management and institutional memory should be maintained by one government agency. There are comparable advantages for either CERD or DISED. Also, through Chinese Funding, Djibouti Internet is to be upgraded to fiber-optics (2MB). This will make a huge difference for information flow, uploading and downloading documents.*

<sup>8</sup> *Comparable examples of such ‘knowledge management’ web sites can be found at: [www.peoplefirst.net.sb](http://www.peoplefirst.net.sb) and [www.clqi.or.id](http://www.clqi.or.id).*





## The Media and Decentralization

Radio and Television of Djibouti (RTD) and *La Nation* are the only media in Djibouti. The government finances the Media and their staff are essentially civil servants, which does not promote the freedom to report information they choose. However, private sector Media is not forbidden by law. Radio FM coverage is available in several languages (French, Arabic, Somali and Afar) but television access is not as widespread because of the cost to purchase TV sets and electricity to run them.

An environment for independent media needs to be encouraged and the development of community-based radio stations should be a priority. The cost to set up the equipment and training for community-based operations (approx five square mile radio listening area) is comparatively low and can be solar operated to save on running cost.

There should be a broader listening public through the provision of radios. “Many residents in Djibouti cannot afford radios, or the batteries to use them, since access to electricity is not guaranteed throughout the country. The international community should consider providing wind-up or solar-powered radios for Djiboutians so they can have access to radio broadcasts”<sup>9</sup>.

There are other types of informal Media that aim at raising awareness and educating communities on various issues. In July 2004, the International Republican Institution (IRI) in cooperation with the MI&D held a civic educational campaign in Djibouti on decentralization through a theatre group operated by LDDH and the Volunteer Group for Local Development (VADEL). Over a month period, the Theatre Group delivered performances in Obock, Tadjourah, Dickill, Arta and Djibouti-City. This was and is a very effective use of oral tradition in the medium of street theater as a means of raising awareness. It should be developed to provide messages in both urban and outlying communities and integrated in ways to convey a variety of civic and social messages and education.

The Decentralization Unit (DU) under MI&D must develop a strategy to educate the media about the decentralization process. A comprehensive media strategy is needed to promote public awareness of the local governance processes and to monitor local level service delivery once the Authorities come into power. The DU should work with local media groups to develop a cost-effective media strategy and campaign. Messages should be tailored for specific target audiences and objectives, e.g. encouraging citizens to lobby for their needs through participation in local governance. Local organizations might be contracted to conduct pre-test and post-buy market surveys for use in measuring impact and tweaking strategies.<sup>10</sup> In addition to dissemination of print and audio-visual materials in communities, the strategy should include funding for the development of community radio broadcasts that are designed to educate the public on

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<sup>9</sup> *DJIBOUTI: 2005 PRE-ELECTION ASSESSMENT REPORT*, Ambassador Lange Schermerhorn (ret.), IRI, Stanley Lucas, IRI, Gisele Poirier, IFES, Ann Wang, IRI.

<sup>10</sup> Media/advertising agencies typically conduct surveys to test the market prior to placing an advertisement (pre-test) and to gauge the effectiveness of the advertisement once placed (post-buy).



sector issues in health, education, public works, etc. Costs could be shared with the relevant ongoing Donor sector programs.

In general, the decentralization program should support the local media in communicating the principles of good governance and other issues in the public interest. The media strategy should also involve local civil society organizations in “deconstructing” the myth of government control, and “reconstructing” public education on anti-corruption and community participation in local government through informal channels.

Finally, the DU should consider recruiting a fulltime Media Specialist to promote the aforementioned strategies.

## **Djibouti Association of LG Authorities (DALGA)**

During numerous meetings with the MI&D and other key Ministries, the issue of establishing an Association for Local Government Authorities was discussed. The Consultant explained in detail the value added in having such an association to assist Local Authorities during the long-term process to institutionalize decentralization in Djibouti. A number of other African countries have realized the positive benefits of having a lobbying association to advocate directly for the needs of local authorities. It is recommended that such an association be put in place at the very early stages of decentralization so as to be embedded in the process in the beginning. Below outlines the benefits, objectives and activities of such an association:

### **Preamble:**

- Districts of Djibouti and Communes of Djibouti-City are represented by their respective delegates;
- Convinced that the principles of solidarity and cooperation between administrative entities enhances their viability;
- Considering that decentralisation law requires that they assume entirely their responsibilities;
- Considering the fact that the Decentralisation Policy values highly concepts of “best service” and “sustainable development”.
- Have decided to create an association aimed at being for them a development catalyst.

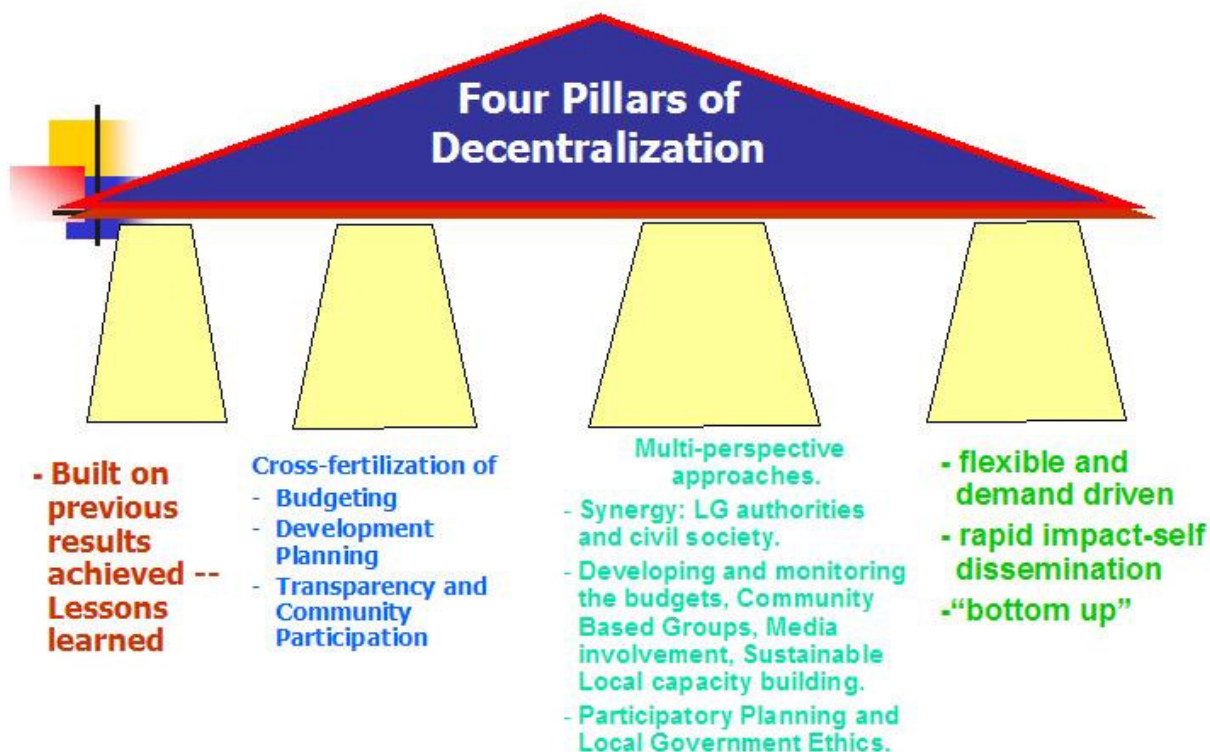
### **Objectives of the Association:**

1. To establish and promote solidarity bonds between Djibouti-City and Districts of Djibouti;
2. To contribute to the improvement of local administration;
3. To promote socio-economic development of the Djibouti population;
4. To keep the population informed about Decentralisation related decisions taken by Central Government, Djibouti-City and Districts;
5. To develop relations of cooperation with Donors, Districts, Communes and their Associations;

6. To provide opinions on Decentralisation Policy and to advocate for it before competent Institutions;
7. To advise Central Government on Decentralisation related Programmes and Policies.

**Activities of the Association are:**

1. To set up services responsible of research, technical and judicial assistance, to create a data center, and any other service, useful for Districts and Djibouti-City.
2. To release documents, books and Periodicals;
3. To organise Study Tours, conferences, seminars and to take part in similar activities organized either on national or international level;
4. To cooperate with other national and international level Governmental and non-Governmental counterpart organisations in the areas of each one's interests, in accordance with the Law;
5. To carry out any other legal activity likely to help the association achieve its objectives.



## Key Recommendations

**Needs Determination.** A medium-term local government capacity building framework should be a focal point for planning activities for decentralization (See Annex 2). Needs assessments should be built into the decentralization process (See Annex 1), and the assessment findings should be used both to evaluate capacities to plan, budget, implement, and monitor performance, and to determine resources, problems/issues, and the current status of all levels of stakeholder involvement. The decentralization program should move slowly at first when integrating capacity building mechanisms. The foundation for the integration should be based on performance information that enables management structures to focus better on serving stakeholders and to measure the extent to which expected results have been achieved.

**Citizen Participation.** Assumptions about the psychology that motivates citizen and public/private sector participation ('will') should be a priority, in conjunction with media strategies and to undertake attitude studies and surveys. In addition, an Association for Local Government Authorities should be established to monitor and assist the development of proposed new strategies to encourage citizens to lobby for improved public performance.

**Synergies with Sector Programs.** Djibouti's Decentralization program should have a proactive role in coordinating inputs from other donor sector programs to collaborative efforts, given the proposed program's integrated design. Such inputs can also serve to improve the strategic content of Local Government plans and establish sector specific priorities "service standards" that provide clear indicators for integrating performance-based planning and budgeting strategies. The government must begin immediately to meet the donor community (roundtable) collectively in order to develop a 'package' for decentralization based on their realistic pipeline funds and sector programming.

**Media Strategy.** In general, the decentralization process should support the local media in communicating the principles of good governance and other issues in the public interest. The media strategy should also involve local NGOs and CSOs in "deconstructing" the myth of government control, and "reconstructing" public education on accountability and community participation in local government through informal channels. The Decentralization Unit under the MI&D should consider recruiting a fulltime media specialist.

**The Census.** The 2<sup>nd</sup> Djibouti Census is due to begin early 2007 and be completed/published the same year. The Laws and Decrees have mandated DISED to prepare and carry out the Census. One year to train, prepare and develop systems (2006) and one year to carry out/publish the Census (2007) is not a long time. Although UNDP is providing technical assistance to DISED, there does not seem to be enough priority and resource support from the government to fully implement the various stages involved in a country wide Census. Special attention should be paid by the government and Donor community to see that this Census is implemented as scheduled with all necessary resources made available.



**Information Management.** The government must decide who will ultimately manage long-term information and statistics as well as to provide support in such areas as qualitative assessment, use of e-government systems to promote transparency, civil service restructuring, revenue generation, and development of public-private alliances. Both DISED and CERD are a possible long-term home for Government Data Bank, building on the organization's existing role and responsibilities in data management.

**University Linkages.** As the universities are key to seeding and institutionalizing decentralized participatory planning, their roles and responsibilities should increase under decentralization. POLE and LEAK are the only existing learning institutes beyond public high school in Djibouti and does a good job by gearing studies for Djibouti-based fields, but are rather weak in terms of resources. With respect to the role of POLE and LEAK in training activities, care should be taken to identify and work exclusively with POLE and LEAK staff who are familiar with adult learning techniques and are open to providing training in an interactive manner. Moreover, both institutes require a significant amount of resource and capacity development to take on the above task. In addition, POLE and LEAK should be integrated into strategies involving the media.

**Replicability and Scalability.** A decentralization approach should be both replicable and scalable in the sense that it can add new procedures to accommodate expected new legal regulations on bookkeeping and accrual accounting. Empowering local governments by giving them a framework for basic decision-making and priority setting is a basic principle to be applied in local government assistance at this stage.

**Sustainability of Training Efforts:**

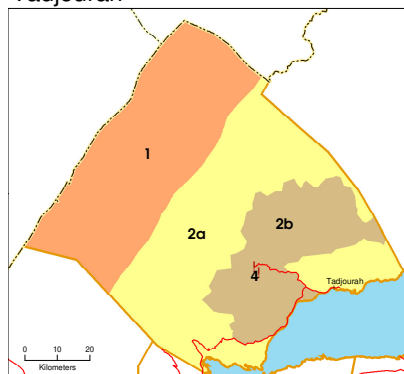
1. Any assistance in capacity building must be mindful to work within the government structures established under the decentralization laws and decrees in order to be sustainable. Any Donor initiatives attempting to support local government capacity building and development through '**parallel**' structures must be avoided.
2. Ensure that training materials are archived, accessible, and presented in standard, user-friendly formats. A facility should be developed to include a reference library and computerized access to all source files, and a well designed and maintained website.
3. Give priority to rapid establishment, even as an interim solution, so that training materials can be updated and there is a budget for copying and distributing them.
4. Develop a media strategy that increases citizen involvement in decision-making and that integrates NGOs/CSOs and the media into the process.

## ANNEX 1: Location Maps of the Districts in Djibouti

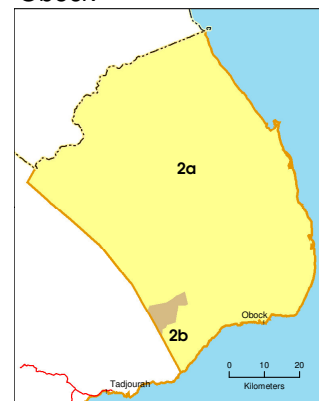
### Food economy zones

- 1** Northwest Pastoral
  - 2a** Central Pastoral - Lowlands
  - 2b** Central Pastoral - Highlands
  - 3a** Southeast Pastoral - Roadside
  - 3b** Southeast Pastoral - Border
  - 4** Market Gardening
- Djibouti
  - Chefs Lieux
  - Roads
  - Rail
  - International
  - Limite d'Arrondissement

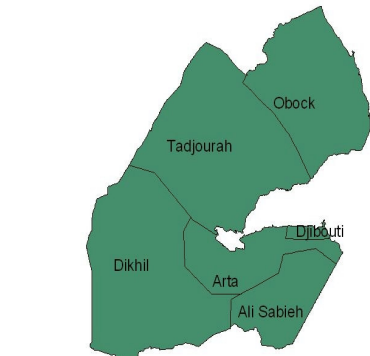
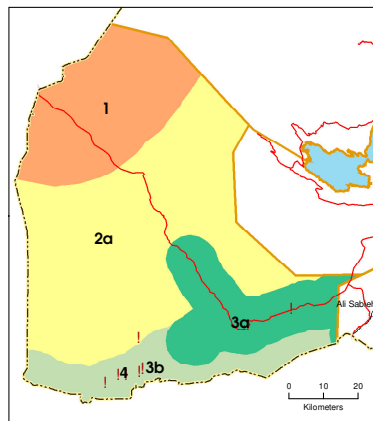
Tadjourah



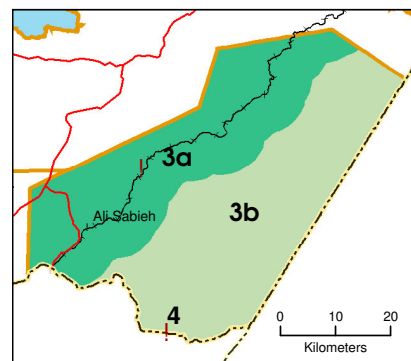
Obock



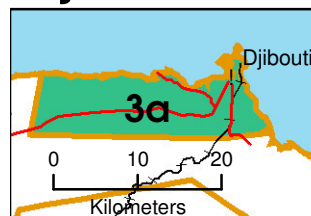
Dikhil



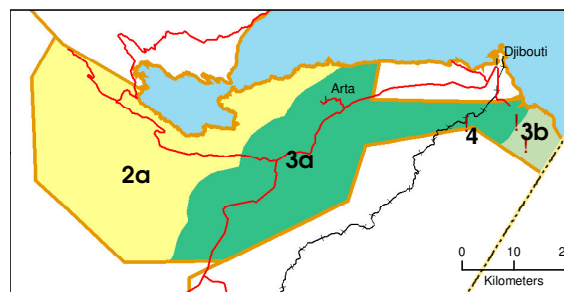
Ali Sabieh



Djibouti



Arta



All maps courtesy of Rachid Hersi,  
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## ANNEX 2: Djibouti Decentralization Main Activities and Indicators

Program Component	Desired Results	Activities to be Undertaken	Indicators for Measuring Progress
<b>1. Institutional Development and Capacity Building.</b>  <b>NOTE:</b> A 3-Yr Work Plan for Capacity Building for Local Govt (CBLG) is detailed in Annex 3 & 4 (French translated).	1. Roles, responsibilities and mandates of each institution in decentralization clarified and functional linkages elaborated and strengthened. <i>(See Pages 8-9 on the decentralized structure).</i>	1.1. Organize sensitization seminars/ workshops. 1.2. Develop appropriate capacity building training materials 1.3. Develop 'pool' of Trainer of Trainers (ToTs). 1.4. Develop, produce & disseminate brochures & guidelines spelling each task under decentralization & what is expected of each institution/stakeholder	<ul style="list-style-type: none"> <li>Number of seminars &amp; Workshops;</li> <li>Number of participants;</li> <li>Brochures &amp; guidelines;</li> <li>Effective Service delivery.</li> </ul>
	2. District/Commune roles & responsibilities elaborated. Adopt uniform job and task description, job profiles, decision-making procedures, and clear civil service structure.	2.1 Elaborate on organization structures & linkages of the Districts and Commune authorities <i>(in-line with decentralization laws &amp; policies)</i> . 2.2 Elaborate standard guidelines & manuals (job description, procedures, organizational structure, financial and accounting manual.) 2.3 Distribution of standards and manuals (also integrated in capacity building programs)	<ul style="list-style-type: none"> <li>Harmonized salary structures;</li> <li>Manuals;</li> <li>All vacancies filled.</li> </ul>
	3. A comprehensive capacity building program (Action Planning for Local Governments as well as sub-LGs)  <i>Possible Donor Capacity Building for Local Govt. (CBLG) Program est: @ \$4.8M.</i>	3.1 Undertake a comprehensive capacity needs assessment to identify human & institutional capacity gaps & needs (at all levels). Evaluation of methodologies & approaches. 3.2 Prioritize capacity building needs & identify appropriate resources; 3.3 Identify capacity building service providers (e.g. trainers, suppliers) educational actors that are/or can be involved in capacity building programs. 3.4 Elaborate standards, criteria, procedures for the implementation of capacity building programs (standard benchmarks and content); 3.5 Put in place a coordinating mechanism for capacity building activities create coordinating procedures and organize coordinating meetings	<ul style="list-style-type: none"> <li>Number &amp; categories of trainees;</li> <li>Use of appropriate approaches &amp; methodologies.</li> <li>Reports produced by technical staff at all levels.</li> <li>Minutes of various committees at all levels;</li> <li>Appreciation by stakeholders of the program.</li> </ul>
	4. Creation of a stimulating human resources environment at all levels	4.1 Design an attractive package for different stakeholders in the local government service within a national human resource development strategy. 4.2 Put in place a National Commission to motivate & manage the welfare of all stakeholders of civil servants. 4.3 The Commission would also advise on appropriate incentive packages to attract & retain competent staff in local government service. 4.4 Quickly devolve functions, human & other resources to decentralized LGs.	<ul style="list-style-type: none"> <li>Reduced turnover of staff</li> <li>Effective &amp; essential staff in place</li> </ul>
	5. Basic infrastructures, logistics and other facilities in decentralized units are available & adequate.	5.1. ADETIP with World Bank financial support have taken into consideration critical infrastructure needs of the districts & sectors. 5.2 Create linkage with other national programs (e.g. Electrification, Water/Sanitation Systems, Roads & Railways); 5.3 Strategies for resource mobilization- strategic partnership with private sector groups & donors, i.e. EU pipeline funding for Road to Ethiopia (\$32M), Renovate Railroad (\$100M), Water (\$30M), Water/Sanitation Djibouti-City (\$7M), Water/Sanitation Rural Areas (\$9M) 5.4 Develop Operation & Maintenance (O&M) mechanisms for local government assets (vehicles, buildings, office equipments).	<ul style="list-style-type: none"> <li>LG Buildings (approx \$150,000 per district/Commune. To be completed by June 2006;</li> <li>Offices and office furniture. Additional funds available by ADETIP/WB.</li> <li>Telephone lines, internet, electricity;</li> <li>Number of cars/motorcycles;</li> <li>O&amp;M budgets in Local Governments.</li> </ul>





Program Component	Desired Results	Activities to be Undertaken	Indicators for Measuring Progress
	6. Communications infrastructures extended to & utilized by all districts' authorities.	6.1 Elaborate a strategic action plan to develop communications capacities; 6.2 Expand the rural electrification program to cover all districts; 6.3 Extend the telecommunication infrastructures to all districts; 6.4 Identify reliable Internet service providers; 6.5 Develop a training strategy for Internet professionals;	<ul style="list-style-type: none"> <li>• Communications plan for all districts in place;</li> <li>• Districts have automated information systems;</li> <li>• Adequate communications infrastructures in place;</li> <li>• Internet facilities in districts and communes –</li> <li>• Adequate qualified staff.</li> </ul>
	7. Positive leadership able to generate & sustain confidence & credibility among communities and development stakeholders.	7.1 Develop & execute information and awareness campaign on decentralization activities, especially directed towards sectors, i.e. health, education, gender, etc. 7.2 Elaborate information strategies for local level to promote effective feedback mechanisms (consultative governance and participatory planning) and train Assembly Members/Executive on information capacities. 7.3 Strengthen civil society and media (see Page 20)	<ul style="list-style-type: none"> <li>• Increased confidence in local governance &amp; decentralized system;</li> <li>• Active media &amp; civil society at local level</li> </ul>
Note: Local Govt Authorities are widely used in many African countries...	8. The creation of an Independent "Djibouti Association of Local Government Authorities" (DALGA) that can represent and respond to Local Government needs and issues. I.e. lobby for local governments.	8.1 Strengthen DALGA Secretariat 8.2 Create functions in the Secretariat for advisory services to their members in essential fields especially legal, financial & personnel issues; 8.3 Decentralize their functions by creating provincial commissions for mobilization, information exchange & learning; 8.4 Launch sensitization programs to popularize DALGA among all local administration authorities and particularly for all the elected leadership.	<ul style="list-style-type: none"> <li>• Satisfaction &amp; responsiveness of DALGA's membership;</li> <li>• Effective Secretariat in place;</li> <li>• Commissions in place &amp; have knowledge of programs;</li> <li>• Appreciation of other stakeholders of DALGA's work;</li> <li>• Diverse representation of Local Authorities on the board.</li> </ul>
	9. Youth & Women Councils/ Structures functionally active at all levels	9.1. Sensitization of women and youth structures on legal framework. 9.2 Design & execute a comprehensive skills & capacity building program for Women & Youth Councils at all levels; 9.3 Make adequate provisions for Women & Youth structures at province, district/Commune sector levels. 9.4 Strengthening civil society.	<ul style="list-style-type: none"> <li>• Civic education programs for Youth &amp; Women in place;</li> <li>• Budgetary provisions for Youth &amp; Women skills enhancements;</li> <li>• Active involvement of Youth &amp; Women organizations in Planning processes.</li> </ul>
	10. Appropriate legal frame-work.	10.1 Develop legal frameworks (on duties and functions of the mayor; Assembly, local revenue sources, tender regulations.) 10.2 Create laws (membership of district/commune tender boards, local accounts and audits. 10.3. Train local authorities in resolving conflicts and legal issues.	<ul style="list-style-type: none"> <li>• Relevant Acts &amp; Statutes passed by National Assembly;</li> <li>• Laws adapted &amp; implemented by local governments;</li> <li>• Awareness of new laws by local authorities;</li> <li>• Publication &amp; distribution of legal documents</li> </ul>
	11. Clear role and task division between Ministries, Districts and Communes.	11.1. Identify bottlenecks in the coordination and cooperation between the different policy levels and their consequences on the service delivery 11.2 Organize discussion groups	<ul style="list-style-type: none"> <li>• Efficiency of local governments in relationship with other organizations in Djibouti;</li> <li>• Reduced administrative conflicts in local administration &amp; governance;</li> </ul>



Program Component	Desired Results	Activities to be Undertaken	Indicators for Measuring Progress
<b>2. Fiscal and Financial Decentralization</b>	1. Improved Budgeting, Budget administration and Audit functions in Local Governments	1.1 Training elaborated under capacity building above; 1.2. Elaborate & review Standard guidelines & tools for financial management; 1.3. Put in place mechanisms to eliminate overlaps between National and District Budgeting; 1.4. Create legal Frameworks to protect Internal Auditors.	<ul style="list-style-type: none"> <li>All inclusive budget procedures in place;</li> <li>Effectively delineated responsibilities of budgetary process throughout the local government system.</li> <li>Visible accountability &amp; responsibility of local government fiscal &amp; financial management;</li> <li>Regular Internal Audit reports</li> </ul>
	2. Enhanced Transparency & Accountability in local government financial management.	2.1 Disseminate & operationalize Standard Local Government Finance & Accounting Regulations/Guidelines; 2.2 Put in place mechanisms for public information on regular disbursement of funds to local authorities; 2.3. Reinforce the local government audit; 2.4 Create information networks/ strategies for information flow between district/commune authorities & population level; 2.5 Strengthen the National Tender Board (NTB) activities to improve the supervision of tender transactions in local governments; 2.6 Strengthen Civil Society and media.	<ul style="list-style-type: none"> <li>National tendering procedures adapted to suit local conditions.</li> <li>Information on local government financial activities widely shared;</li> </ul>
	3. An Efficient & Effective Fiscal transfer system.	3.1 Develop a streamlined financial transfer system & procedures to ensure timely disbursements to Local Governments; 3.2 Provide legal procedures on the local government bank transactions (e.g. accounts in which banks); 3.3 Ensure timely disbursement of grants/ loans.	<ul style="list-style-type: none"> <li>Timely disbursements appreciated by local governments;</li> <li>Effective financial transfers;</li> <li>Simplify disbursement documentation;</li> <li>Regular payment of salaries.</li> </ul>
	4. Development transfers and budget support to Local Governments.	4.1 Elaborate criteria for budget support to districts/communes; 4.2 Sensitize & train LG officials on budget support criteria; 4.3 Monitoring the status of LGs' qualification for budget support.	<ul style="list-style-type: none"> <li>Coverage of districts/communes in budget support system;</li> <li>Guidelines published on budget support criteria;</li> <li>Effective budget support monitoring system in place;</li> <li>Significant involvement of development partners in budget support for local governance;</li> <li>Increased number of Investment interventions in local governments.</li> </ul>
	5. Local authorities' capacity to generate & properly utilize local revenue improved.	5.1 Undertake baseline study on actual and potential revenue sources in all districts/communes; 5.2 Develop strategies to improve local revenue, i.e. widening tax base; 5.3 Design & Implement local tax education & sensitization campaigns.	<ul style="list-style-type: none"> <li>Improved local revenue mobilization;</li> <li>Expansion of local revenue base;</li> <li>Local revenue deepened;</li> <li>Local revenue studies &amp; tax education programs in place.</li> </ul>



Program Component	Desired Results	Activities to be Undertaken	Indicators for Measuring Progress
<b>3. Local Government Planning</b>	1. Improvement of the way the poor can influence government policies and strategies and reduce their exclusion from decision making	1.1 Develop popular education campaigns, involving civil society organizations and/or local associations (income generating activities); 1.2 Organize a nation wide literacy campaign linked to popular education; 1.3 Train technical staff and community leaders in participatory techniques (see also capacity building); 1.4 Take enough time for participatory learning and action (in all sectors); 1.5 Ensure information dissemination to sector level (on priorities, projects, budget, etc.) 1.6 Develop a culture of consultation and feedback (see also capacity building)	<ul style="list-style-type: none"> <li>• Different campaign programs implemented;</li> <li>• Campaign &amp; training guidelines and manuals produced;</li> <li>• Public response to community &amp; local government planning;</li> <li>• Good practices appreciated in consultation &amp; feedback.</li> </ul>
	2. Integration or harmonization between Local Action Plans, and other poverty reduction programs and integration of cross cutting issues	2.1 Ministry of Interior & Decentralization (MI&D) via the Decentralization Unit - assumes leading role in the integration & harmonization process. 2.2 Districts & Communes prioritize the integration and harmonization.	<ul style="list-style-type: none"> <li>• Validation of all LG Plans by MI&amp;D;</li> <li>• Crosscutting issues accommodated in district/commune budgets;</li> <li>• Knowledge system in local governments enhanced (databases, documentation; achieves);</li> <li>• Appropriate procedures in place</li> </ul>
	3. Strengthening Assembly Members, Executive and their Sector Commissions.	3.1 Development of comprehensive training & sensitization programs; 3.2 DLGA & Civil Society Organizations implement training & sensitization activities for local authorities; 3.3 Exchange on best practices & "learning by doing"	<ul style="list-style-type: none"> <li>• Positive response from beneficiaries;</li> <li>• Increased involvement &amp; ownership of Local Authorities;</li> <li>• Publication of training modules &amp; sensitization brochures &amp; leaflets.</li> </ul>
	4. Role of Local Authorities concerning sectoral decentralization is clear.	4.1 Consultations with and sensitization of staff at all levels (and NGOs/CSOs) about the implications of the process, to reduce fears; 4.2 Create political commitment; 4.3 Consultations between and among local governments and ministries to ensure that respective views and concerns are factored into sectoral decentralization plans and process; 4.4 Clarify the role of provinces/districts in service delivery	<ul style="list-style-type: none"> <li>• Appreciation of the LG leadership with respect to good relationship &amp; frequent dialogue;</li> <li>• Frequent contact of political leadership with local communities;</li> <li>• Effective &amp; efficient service delivery at local levels.</li> </ul>
	5. A coherent sectoral decentralization policy and financing strategy for each sector.	5.1 Elaborate a strategic plan for Sectoral decentralization; 5.2 Implementation of Sectoral Ministries responsible for education, health and infrastructure. 5.3 Integration of USAID Health & Education Partner Programs, ie. Save the Children, AIDE, UNICEF, WFP, WHO, etc.	<ul style="list-style-type: none"> <li>• Timetable on sectoral decentralization available in each ministry;</li> <li>• Monitoring system for implementation of sectoral decentralization in place;</li> <li>• Responsiveness of LGs regarding implementation of sectoral decentralization.</li> </ul>
	6. Ensure the operationalization of decentralized services at the Local Government level	6.1 Clear task division concerning recruitment, supervision & training of staff in local governments; 6.2 Develop a streamlined financial management framework in LGs to give sectoral departments more autonomy in the management and utilization of funds; 6.3 Clarify the relationship between technical staff and elected leaders at different levels.	<ul style="list-style-type: none"> <li>• Effectiveness in the recruitment &amp; supervision of technical &amp; administrative staff in LGs;</li> <li>• Effectiveness in disbursements for sectoral activities at LG level;</li> <li>• Effective control &amp; management of sectoral expenditures;</li> <li>• Appreciation of the beneficiaries;</li> <li>• Harmonious relationship between local staff &amp; sectoral staff.</li> </ul>



Program Component	Desired Results	Activities to be Undertaken	Indicators for Measuring Progress
<b>4. Coordination and Harmonisation of Interventions</b>	1. Appropriate mechanisms (guidelines, standards, forums) for coordination of the planning, implementation and monitoring of decentralization activities, especially in capacity building and service delivery	1.1 Put in place a well conceived coordination system; 1.2 Put in place a well conceived monitoring system (see component 6 below); 1.3 MI&D assumes active and visible leadership of the decentralization process; 1.4 Promotion of an integrated process based on active participation of all stakeholders.	<ul style="list-style-type: none"> <li>• Commitment of all stakeholders in the decentralization coordination process;</li> <li>• Effectiveness of MI&amp;D;</li> <li>• Appreciation of stakeholders on the coordination framework;</li> <li>• Sustainable good governance in place at all levels.</li> </ul>
	2. Clear procedures for registration and regulation of NGOs/CSOs to ensure their greater involvement in decentralization	2.1 Elaborate procedures on registration and regulation of NGO's & CSOs to stimulate joint action (see local government planning); 2.2 Create a decentralization database of donor interventions outlining all interventions, coordinating framework and reporting mechanisms (Donor Mapping).	<ul style="list-style-type: none"> <li>• Increased responsiveness of NGOs &amp; CSOs;</li> <li>• Public-private partnerships intensified;</li> <li>• Accessibility of database on decentralization activities</li> </ul>
<b>5. Monitoring and Evaluation</b>	1. A functional Monitoring and Evaluation (M&E) Secretariat established	1.1 Set up an independent & semi-autonomous M&E Secretariat; 1.2 Design TOR for the personnel within the unit; 1.3 Recruit and train staff; 1.4 Design feedback and information dissemination mechanisms.	<ul style="list-style-type: none"> <li>• Effective M&amp;E Secretariat in place.</li> </ul>
	2. Monitoring and evaluation instrument developed & agreed up on by all stakeholders	2.1 Develop an appropriate set of criteria and indicators for monitoring and measuring performance of decentralization activities; 2.2 Link the M&E framework for decentralization to the national M&E for poverty reduction.	<ul style="list-style-type: none"> <li>• Credible &amp; effective procedures and criteria.</li> </ul>
	3. Local Governments have developed appropriate Information Systems to facilitate collection, storage, processing of data & information for monitoring poverty reduction & other activities	3.1 Elaborate standard guidelines and frameworks; 3.2 Train local government staff; 3.3 Provide means for execution of the activities.	<ul style="list-style-type: none"> <li>• Enhanced data &amp; information facilities available at district level;</li> <li>• Number of trained Local Government staff.</li> </ul>

### ANNEX 3: Program Strategy for Capacity-Building for Local Governments (CBLG)

Objectives	Indicators	Activities	Responsibility	Dates
<b>1. Capacity building for Central Government structures to coordinate, monitor and assist Local Government structures and authorities.</b>	<ol style="list-style-type: none"> <li>1. Capacity building and resource development of key Central government structures are developed.</li> <li>2. Roles, responsibilities and coordination mechanisms are established at the Central government level.</li> </ol>	<ol style="list-style-type: none"> <li>1. Establish concise terms of reference (TOR) for the steering central government bodies and/or committees charged with coordination and monitoring decentralization activities, re: Inter-Ministerial Committee on Decentralization (MCD) and the National Committee for Decentralization (NCD).<sup>11</sup></li> <li>2. Provide training and adequate resources for the MCD and NCD.</li> <li>3. Provide TOR, adequate office space, resources/equipment, training of addition staff for the Decentralization Unit (DU) under the Ministry of Interior and Decentralization (MI&amp;D).<sup>12</sup></li> </ol>	MI&D, Ministry of Presidential Affairs (MPF) and the Ministry of Economy, Finance and Planning (MEFP) in a coordinating role with Donors to identify funding, capacity and resource development support.	March 2005
<b>2. Capacity Building for Local Governments (CBLG) rollout plans to be agreed with relevant National Ministries in Djibouti.</b>	<ol style="list-style-type: none"> <li>1. Local governments have been informed.</li> <li>2. Plan for CBLG rollout has been drafted and submitted for approval to relevant ministries.</li> </ol>	<ol style="list-style-type: none"> <li>1. Socialize CBLG in all Local Authorities, and survey local government interest &amp; special needs for direct Technical Assistance (TA).</li> <li>2. Process and approve selection of local governments for direct TA, indirect TA, and limited TA.</li> <li>3. Prepare plan to introduce CBLG to additional Republic of Djibouti (ROD) ministries, and all local governments.</li> </ol>	MCD, NCD and the DU under the MI&D and a coordinating role.	April 2006
<b>3. CBLG rollout plan has been agreed on with relevant Ministries.</b>	<ol style="list-style-type: none"> <li>1. Training materials developed and approved for CBLG by relevant Ministries.</li> </ol>	<ol style="list-style-type: none"> <li>1. Compile applicable "best practices" and "lessons learned", i.e. CAP-21/UNDP.<sup>13</sup></li> <li>2. Prepare training materials.</li> <li>3. Obtain approval for production and dissemination of training materials.</li> </ol>	Decentralization Unit (DU) under the MI&D and the NCD/MCD.	May 2006

<sup>11</sup> Note: both the MCD & NCD have received decrees with general TORs, but are yet to be formed.

<sup>12</sup> The DU under the MI&D is presently supported by one Director General (DG) who splits his time with other duties. A DG for the DU must be devoted full-time and is the key contract person for the MCD and NCD. The DU is presently supported by one Director full time, but does not have support staff. The DU should be staff with a technical team in the areas of statistics, economics, engineering, public works, spatial planning and integrated strategic sector planning and development.

<sup>13</sup> CAP 21 was part of a 5-yr UNDP Program (1997-2002) that piloted 5 rural Districts in Local Government capacity building & governance.



Objectives	Indicators	Activities	Responsibility	Dates
<b>4. Establish national pool of 12 accredited Capacity Building CBLG trainers/ consultants.</b>	<ol style="list-style-type: none"> <li>1. CBLG training-of-trainers (TOTs) materials have been developed and distributed to all local governments.</li> <li>2. CBLG trainer/ consultant accreditation system has been created.</li> <li>3. Training and accreditation of 12 CBLG consultants and trainers has begun.</li> <li>4. CBLG trainer/consultant performance monitoring and evaluation has begun.</li> </ol>	<ol style="list-style-type: none"> <li>1. Develop CBLG training-of-trainers materials.</li> <li>2. Produce CBLG trainer's handbook.</li> <li>3. Disseminate CBLG trainer's handbook to local governments.</li> <li>4. Identify suitable accreditation system for CBLG consultants and trainers.</li> <li>5. Execute technical cooperation agreements with selected parties providing accreditation.</li> <li>6. Conduct training-of-trainers workshops and international study tour.</li> <li>7. Develop and pilot-test CBLG trainer/consultant performance monitoring and evaluation system.</li> </ol>	MI&DU, MCD, NCD, CERD, POLE in coordination with local governments.	February 2007
<b>5. Begin developing framework for development planning.</b>	<ol style="list-style-type: none"> <li>1. NCD and the DU have provided input for preparation of CBLG framework.</li> </ol>	<ol style="list-style-type: none"> <li>1. Provide input for preparation in preparing a development-planning framework.</li> </ol>	MCD, NCD and MI&D in coordinating role (subject to Cabinet approval).	May 2006
<b>6. Local capacity-building for has started formulating needs for implementing CBLG in a majority of LGs.</b>	<ol style="list-style-type: none"> <li>1. NCD has provided inputs to inter-ministerial group for preparation of CBLG local capacity- building framework.</li> </ol>	<ol style="list-style-type: none"> <li>1. Provide inputs for preparation of CBLG local capacity- building framework.</li> </ol>	MCD, NCD and the MI&D in coordinating role (subject to approval by inter-ministerial Committee).	June 2006
<b>7. Donors have begun to matched with LGs for support in capacity-building implementation for the CBLG</b>	<ol style="list-style-type: none"> <li>1. NCD/MCD &amp; MI&amp;D has assisted in matching donors with local governments for support in capacity building for, and application of CBLG.<sup>14</sup></li> </ol>	<ol style="list-style-type: none"> <li>1. Roundtable Conference in Djibouti-City for ROD representatives and donors on support for CBLG technical assistance.</li> <li>2. Roundtable Conference in Djibouti-City for ROD representatives and donors on support for CBLG capacity building.</li> </ol>	Donors in coordination with MI&D/DU, MCD and NCD	July 2006
<b>8. Adequate buildings, office space, furniture's, office equipment and computers are available to accommodate Local Governments.</b>	<ol style="list-style-type: none"> <li>1. World Bank Funds available @ 1.7M.</li> <li>2. Matching funds by other Donors for Computer equipment and training.</li> </ol>	<ol style="list-style-type: none"> <li>1. Appropriate sites identified for LG buildings.</li> <li>2. Buildings/offices completed.</li> <li>3. Furniture, office equipment procured.</li> </ol>	World Bank and Agency Djiboutienne Execution for Travaux d'interet Public (ADETIP) for completion of LG buildings. Other Donors for Computer equipment and training.	August 2006

<sup>14</sup> The Consultant estimates the CBLG Program to be approximately: \$4.981 Million for a 3-year period. The EU presently has approx \$730,000 for decentralization as well as additional \$2M for rural development and approx \$176M for roads, railroads and rural/urban water supply infrastructure. UNDP is proposing \$900,000 for piloting a local government capacity building project (PADL) as a follow-up to the 1997-2002 CAP 21 program. The World Bank is interested in funding decentralization activities under their Poverty Reduction Strategy Paper (PRSP), Report #28922-Dji, May 12<sup>th</sup> 2004.

Objectives	Indicators	Activities	Responsibility	Dates
<b>9. Censes preparation, training and government/public awareness.</b>	Donor basket funds of approx. \$900,000.	<ol style="list-style-type: none"> <li>Hiring &amp; Training in censes taking, control and data entry.</li> <li>Training in CPro 2.3 from US Censes Bureau.</li> <li>Census carried out in country.</li> <li>Publication of Censes.</li> </ol>	MI&D/DU, Direction of Statistics and Cartographic Studies (DISED) under the Ministry of Economy, Finance & Planning (MEFP), FEWS-NET & Center for Studies in Research in Djibouti (CERD). <sup>15</sup>	Feb 2006 – Dec 2008
<b>10. Create “Djibouti Association of LG Authorities” (DALGA) that can represent and respond to Local Government needs and issues. I.e. lobby for local governments.</b>	<ol style="list-style-type: none"> <li>Satisfaction &amp; responsiveness of DALGA's membership;</li> <li>Effective Secretariat in place;</li> <li>Commissions in place &amp; have knowledge of programs;</li> <li>Appreciation of other stakeholders of DALGA's work;</li> <li>Diverse representation of Local Authorities on the board.</li> </ol>	<ol style="list-style-type: none"> <li>Strengthen DALGA Secretariat</li> <li>Create functions in the Secretariat for advisory services to their members in essential fields especially legal, financial &amp; personnel issues;</li> <li>Launch sensitization programs to popularize DALGA among all local administration authorities and particularly for all the elected leadership.</li> </ol>	LG Authorities in coordination with Donor community.	
<b>11. CBLG general and technical guidelines, manual, and computer application disseminated and socialized to relevant Ministries and to all Local Authorities.</b>	<ol style="list-style-type: none"> <li>ROD has approved, published, disseminated and socialized: <ol style="list-style-type: none"> <li>CBLG technical guidelines;</li> <li>CBLG community participation manual</li> <li>CBLG computer application, including project database and model for financial analysis, projection and project prioritization.</li> </ol> </li> <li>CBLG's prepared by all local authorities have been reviewed as part of a CBLG performance monitoring and evaluation system.</li> <li>New local government budgeting system has been integrated with CBLG planning and budgeting process.</li> </ol>	<ol style="list-style-type: none"> <li>Prepare simple ‘user-friendly’ technical guideline, manual on community participation for CBLG, and computer application.</li> <li>Circulate and discuss the final drafts of the materials.</li> <li>Process approval of the materials.</li> <li>Publish, disseminate and socialize the materials.</li> <li>Monitor impact of dissemination and socialization of the materials.</li> <li>Develop system for LG-CBLG performance monitoring and evaluation.</li> <li>Evaluate CBLG's prepared by all local governments.</li> <li>Provide feedback to local governments to improve CBLG preparation and implementation.</li> <li>Integrate new local government budgeting system with CBLG computer application.</li> </ol>	MI&D/DU, MCD, NCD, DISED, CERD.	August - November 2006

<sup>15</sup> The 2<sup>nd</sup> Census (2<sup>nd</sup> General Census of the Population and Habitat of Djibouti) is mandated under ‘Special Decree’ #20051068/PR/MEFPCP. This Decree was signed by the Council of Ministries on 11<sup>th</sup> August 2005. This Decree became law on 25<sup>th</sup> September 2005. DISED is mandated to carry out the Census in 2007.



Objectives	Indicators	Activities	Responsibility	Dates
<b>12. Sustainable 'clearing-house' for institutional memory and knowledge management (comprehensive one-stop data bank) ready to deliver local development planning capacity-building information to relevant stakeholders, as part of implementation of CBLG.</b>	<ol style="list-style-type: none"> <li>1. CBLG 'Clearing-House' has been developed to deliver CBLG information and receive user feedback and input.</li> <li>2. CBLG capacity-building products are being prepared for dissemination through the clearing-house 'Intra-web site'.</li> <li>3. Intra-web microwave system accessed to the rural Districts outside Djibouti-City.</li> <li>4. Appropriate institution to develop and maintain CBLG web site and sustainable source(s) of funding have been identified.</li> </ol>	<ol style="list-style-type: none"> <li>1. Develop and field-test simple CBLG web site.</li> <li>2. Compile 'data-base' &amp; GIS training materials, case studies, "best practices", and "lessons learned".</li> <li>3. Prepare materials for dissemination through the website.</li> <li>4. Determine the institutional home for the website and establish regular source of funding.</li> <li>5. Start operating and administering the Clearing-House intra-web site.<sup>16</sup></li> </ol>	MI&D/DU in coordination with CERD, FEWS-NET and DISED. <sup>17</sup>	December. 2006
<b>13. Local governments have begun to apply local economic development analysis and planning as part of the CBLG process preparation</b>	<ol style="list-style-type: none"> <li>1. Simple and practical 'tool-kit' for local economic development analysis and planning methodology developed as part of CBLG Program.</li> <li>2. Initial support in applying local economic development analysis for CBLG preparation will have been provided to all local governments.</li> <li>3. Additional area(s) of critical need for increased local development planning capacity have been identified for future development as part of CBLG methodology (e.g., environmental management).</li> </ol>	<ol style="list-style-type: none"> <li>1. Review international &amp; national "best practices" in local economic development analysis and planning.</li> <li>2. Workshop(s) for relevant stakeholders to discuss and agree on simple and practical local economic development analysis and planning methodology to become part of CBLG.</li> <li>3. Assist all local governments in applying local economic development analysis and planning methodology as part of CBLG preparation.</li> <li>4. Identify other areas of critical need for increased local development planning capacity and future development as part of CBLG methodology.</li> </ol>	MI&D/DU, MCD, NCD coordinating role with local governments.	January 2007
<b>14. Selected national and regional training and education institutions are ready to provide CBLG training.</b>	<ol style="list-style-type: none"> <li>1. One national and two regional institutions to provide CBLG training have been identified.</li> <li>2. One national and three regional institutions have signed MOUs with CBLG project and/or with local government associations to provide on-going CBLG training.</li> <li>3. One national and two regional institutions have signed MOUs with CBLG project and/or with local government associations to provide on-going CBLG training.</li> </ol>	<ol style="list-style-type: none"> <li>1. Identify possible CBLG training institutions.</li> <li>2. Select CBLG training institutions</li> <li>3. Execute MOUs with selected CBLG training institutions for project support in providing on-going CBLG training.</li> <li>4. Assist CBLG training institutions in with internal capacity building for on-going CBLG training.</li> <li>5. Develop and apply a system for monitoring and evaluating performance of the partner institutions.</li> </ol>	MI&D/DU, MCD, NCD, POLE, new University (Long-Term) CERD, FEWS-NET in coordinating role with the local authorities.  Note: Consideration must be given to the new University under construction for long-term curriculum development in the appropriate fields, skills & disciplines.	March 2007

<sup>16</sup> Comparable examples of such 'knowledge management' web sites can be found at: [www.peoplefirst.net.sb](http://www.peoplefirst.net.sb) and [www.clgi.or.id](http://www.clgi.or.id).

<sup>17</sup> The Clearing-house, data bank for knowledge management and institutional memory should be maintained by one government agency. There are comparable advantages for either CERD or DISED. Also, through Chinese Funding, Djibouti internet is to be upgraded to fiber-optics (2MB). This will make a huge difference for information flow.

Objectives	Indicators	Activities	Responsibility	Dates
<b>15. CBLG approach being regularly publicized to local governments and stakeholders through local government associations, NGOs and CSOs.</b>	<ol style="list-style-type: none"> <li>1. CBLG presentations made in workshops organized by LG associations, articles published in association newsletters and use of local media.</li> <li>2. Local government associations have identified their internal CBLG capacity-building needs.</li> <li>3. Local government associations have identified partner institutions for CBLG training and consulting.</li> </ol>	<ol style="list-style-type: none"> <li>1. Socialize CBLG to local government associations, NGOs &amp; CSOs.</li> <li>2. Make presentations and prepare articles on CBLG and use of local media.</li> <li>3. Assist local government associations in identifying internal capacity-building needs and mobilize support.</li> <li>4. Assist local government associations in identifying partner institutions to CBLG training and consulting.</li> </ol>	MI&D/DU, MCD, NCD, local NGOs and CSOs in coordination with local authorities.	April 2007
<b>16. CBLG approach ready to be publicized to local governments and other stakeholders through public media.</b>	<ol style="list-style-type: none"> <li>1. Articles on CBLG and related issues have been published in national and/or local media.</li> <li>2. Radio and TV discussion programs on CBLG have been broadcast.</li> </ol>	<ol style="list-style-type: none"> <li>1. Prepare articles on CBLG and related issues and publish in national and/or local print media.</li> <li>2. Establish contacts with national and local radio and TV stations in Djibouti.</li> <li>3. Prepare and broadcast television and/or radio discussion panels on national and local media.</li> </ol>	MI&D/DU, MCD, NCD, National & Local Media, Ministry of Presidential Affairs in coordinating role with the local authorities.	May 2007
<b>17. Local governments are preparing action plans at the local &amp; sub-local levels for CBLG's.</b>	<ol style="list-style-type: none"> <li>1. Local governments have signed MOUs for CBLG technical cooperation.</li> <li>2. Local governments are preparing CBLG's.</li> <li>3. Local governments have prepared draft or final CBLG's.</li> <li>4. Local governments have included community-initiated priority projects in draft or final CBLG's.</li> <li>5. Local governments have provided FY07 funding for CBLG preparation.</li> <li>6. Local governments have provided FY07 funding for implementing CBLG institutional development and capacity building plans.</li> </ol>	<ol style="list-style-type: none"> <li>1. Prepare and execute MOUs with local governments for CBLG technical cooperation.</li> <li>2. Assist local government technical teams in preparing and rolling over CBLG's.</li> <li>3. Assist local government technical teams in soliciting community participation in CBLG preparation.</li> <li>4. Assist target local government local technical teams in preparing budgets for CBLG.</li> <li>5. Assist target local government technical teams in formulating CBLG institutional and capacity building plans.</li> </ol>	All local authorities in coordination role with MI&D/DU, MCD, NCD.	June 2007
<b>18. LGs have adopted CBLG guidelines, with or without local modifications, as local decrees and/or regulations.</b>	<ol style="list-style-type: none"> <li>1. Local governments and local legislatures Assemblies have drafted, approved and applied a local legal authorization, a local general guideline, and a local technical guideline on CBLG.</li> </ol>	<ol style="list-style-type: none"> <li>1. Assist local governments and local Assemblies in drafting, approving and applying a local legal authorization, a local general guideline, and a local technical guideline on CBLG.</li> </ol>	Local governments; Donors, MI&D, MCD, NCD in coordinating role and the Djibouti Association of Local Government Authorities (DALGA). <sup>18</sup>	July 2007

<sup>18</sup> The creation of an Independent "Djibouti Association of Local Government Authorities" (DALGA) that can represent and respond to Local Government needs and issues. I.e. lobby for local governments. The DALGA must be an atomist organization that is directly accessible to local government authorities and can respond to LG needs in terms of direct intervention and support. A general outline on the objectives and activities of DALGA are proposed on pages 23-24 as an example. Moreover, examples of successful Local Associations of Government Authorities can be found in many African Countries.

Objectives	Indicators	Activities	Responsibility	Dates
19. 30 members of CBLG local government technical teams Assembly Members, Executive, community leaders, and CSO members trained to participate in CBLG preparation and engage consultation with active City Forums.	<ol style="list-style-type: none"> <li>1. CBLG preparation workshops and on-the-job training have been conducted.</li> <li>2. On-going co-ordination with other donors sector programs providing capacity-building assistance to local governments.</li> <li>3. City Forums participate in CBLG preparation with all local governments.</li> <li>4. City Forums formulate and begin to implement capacity-building plans for participation in CBLG preparation.</li> <li>5. Assemblies &amp; Executive in all local governments have been received CBLG training.</li> <li>6. Local NGOs &amp; CSOs have been trained to facilitate CBLG community needs assessments.</li> </ol>	<ol style="list-style-type: none"> <li>1. Prepare CBLG preparation/roll-over training materials.</li> <li>2. Conduct CBLG preparation workshops, and on-the-job training sessions for all local governments.</li> <li>3. Analyze sector donor capacity-building assistance to local governments.</li> <li>4. Establish linkages and participate in coordinated capacity building for local development planning and civil society development.</li> <li>5. Identify non-governmental stakeholders in all local governments.</li> <li>6. Assist non-governmental stakeholders to form joint forums.</li> <li>7. Assist non-government stakeholders in designing and implementing strategic plans for participation in CBLG.</li> </ol>	Local governments in coordinating role with Donors, MI&D/DU, MCD, NCD and DALGA.	August 2007
20. 25 Planning and Executive staff members in local governments are capable of undertaking real demand and priority surveys and customer satisfaction surveys to define local inter-sectoral service priorities, and of preparing plans.	<ol style="list-style-type: none"> <li>1. Workshops and on-the-job training provided for real demand and priority surveys and customer satisfaction surveys.</li> <li>2. Training and limited technical assistance provided to local governments.</li> <li>3. Corporate planning training and limited technical assistance provided to CBLG and local governments.</li> </ol>	<ol style="list-style-type: none"> <li>1. Assist LG technical teams to provide on-the-job training to implementing real demand and priority surveys.</li> <li>2. Provide on-the-job training to assist local government, service departments and enterprises to implement customer satisfaction surveys.</li> <li>3. Develop and disseminate simplified version of planning.</li> <li>4. Establish coordination links with relevant stakeholders.</li> <li>5. Support and supervise CBLG project providing corporate planning training to local government Planning/Executive.</li> </ol>	MI&D/DU, MCD, NCD.  Local government service departments and Executive.  Local NGOs & CSOs.  Chamber of Commerce.  Local governments, Universities POLE, CERD.	September 2007         October 2007 – March 2008

## ANNEX 4: Program Strategy for Capacity-Building for Local Governments (CBLG) (French Version)

Presented to the Key Government Stakeholders & Donors on 4<sup>th</sup> December, 2005<sup>19</sup>

Objectifs	Indicateurs	Activités	Responsabilité/Coût	Date
<b>1. Le renforcement des capacités pour les structures du Gouvernement Central pour pouvoir coordonner, contrôler et aider les structures Locales du Gouvernement et des autorités.</b>	1. Le renforcement des capacités et le développement des ressources des structures clé du Gouvernement central sont développés. 2. Les rôles, les responsabilités et les mécanismes de coordination sont établis au niveau du Gouvernement Central.	1. Etablir des termes de référence concis (TOR) pour les corps et/ou comités de direction du gouvernement central chargés de la coordination et de la supervision des activités de décentralisation : Comité Inter Ministériel sur la Décentralisation (CMD) et le Comité National pour la Décentralisation (CND). 2. Fournir une formation et des ressources adéquates pour les CMD et CND. 3. Fournir les TOR, un espace adéquat pour le bureau, les ressources et l'équipement, la formation d'un personnel supplémentaire pour l'Equipe de Décentralisation (DU) sous le Ministère de l'Intérieur et de la Décentralisation (MI&D).	Le Ministère de l'Intérieur et de la Décentralisation, le Ministère des Affaires Présidentielles (MAP) et le Ministère de l'Economie, des Finances et de la Planification (MEFP) dans un rôle coordonné avec les Donateurs pour identifier les financements, l'aide au développement des ressources et des capacités.  <b>Coût estimatif :</b> 1. Formation et coordination : <b>US\$ 78.000</b> 2. Espace bureau et équipement : <b>US\$ 82.000</b>	Mars 2006
<b>2. Le renforcement des capacités pour le lancement des plans des Collectivités Locales (CBLG) qui sera agréé par les Ministères Nationaux Djiboutien concernés</b>	1. Le gouvernement local a été informé. 2. Le lancement des plans du CBLG a été ébauché et soumis à l'approbation des ministères concernés.	1. Socialiser le CBLG dans toutes les Autorités Locales, et mener des enquêtes sur les intérêts du gouvernement local et les besoins spéciaux pour une Assistance Technique directe (AT). 2. Procéder et approuver la sélection des Collectivités locales pour une Assistance Technique directe, indirecte ou limitée. 3. Préparer un plan pour introduire le CBLG aux autres Ministères de Djibouti et à toutes les autres Collectivités Locales	Le CMD, le CND et le DU sous le contrôle du Ministère de l'Intérieur et de la Décentralisation et un rôle de coordination.  <b>Coût estimatif : US\$ 105.000</b>	Avril-Juin 2006
<b>3. Le lancement des plans pour le CBLG a été agréé par les Ministères concernés.</b>	1. Les matériels de formation élaborés et approuvés par les Ministères concernés.	1. Etablir les « meilleures pratiques » et les « leçons apprises » valables, c'est-à-dire le CAP-21/UNDP. 2. Préparer le matériel de formation. 3. Obtenir le feu vert pour la production et la dissémination du matériel de formation.	L'Equipe de décentralisation (DU) sous l'égide du MI&D et des CND/CMD  <b>Coût estimatif : US\$ 55.000</b>	Mai-Août 2006
<b>4. Commencer à élaborer le cadre d'un plan de développement.</b>	1. Les CND et DU ont fourni des données pour la préparation d'un cadre du CBLG.	1. Fournir des données pour la préparation d'un cadre de plan de développement	Le CMD, CND et le MI&D (sujet à une approbation du Conseil des Ministres)  <b>Coût estimatif : US\$ 20.000</b>	Juillet-Septembre 2006

<sup>19</sup> The Minister of Interior and Decentralization opened the meeting and stated his support and endorsement of the capacity building program.

<b>5. Établir une association nationale de 12 entraîneurs et consultants accrédités pour le CBLG.</b>	1. Les matériels pour la formation des instructeurs (TOTs) du CBLG ont été montés et distribués à tout les collectivités locales. 2. Un système d'accréditation du consultant ou de l'instructeur du CBLG a été créé. 3. La formation et l'accréditation de 12 consultants et d'instructeurs du CBLG a commencé. 4. La performance sous contrôle et l'évaluation des instructeurs/consultants a commencé.	1. Développer l'équipement de la formation des instructions CBLG 2. Produire le manuel de l'entraîneur du CBLG. 3. Distribuer le manuel de l'entraîneur du CBLG aux collectivités locales. 4. Identifiez le système d'accréditation approprié pour des consultants CBLG et trainers. 5. Exécutez des accords de coopération techniques avec des partis choisis fournissant l'accréditation 6. Organiser un atelier de formation pour les instructeurs et un stage à l'étranger. 7. Développer et l'essai pilote CBLG le contrôle d'exécution(de performance) d'entraîneur/consultant et le système d'évaluation.	MI&D/DU, MCD, NCD, POLE, new University (Long-Term) CERD, FEWS-NET en coordination avec les gouvernements locaux  <b>Coût estimé : \$150,000</b>	Juillet 2007
<b>6. Le renforcement des capacités a commencé à formuler les besoins pour réaliser le CBLG dans la majorité des Collectivités Locales.</b>	1. Le CND a fourni des données à des groupes inter-ministériels pour la préparation d'un cadre visant le renforcement local des capacités.	1. Fournir des données pour la préparation d'un cadre CBLG pour le renforcement des capacités locales.	Le CMD, CND et le MI&D dans un rôle coordonné (sujet à une approbation du Comité inter-ministériel.  <b>Coût estimatif : US\$ 4.000</b>	Sept-embre - novembre 2006
<b>7. Les donateurs ont commencé à répondre aux Collectivités Locales pour l'assistance à la réalisation du renforcement des capacités pour le CBLG</b>	1. Les CND/CMD et le MI&D a aidé à faire correspondre les donateurs aux Collectivités Locales pour l'assistance dans le renforcement des capacités et l'application du CBLG	1. Une table-ronde à Djibouti- ville pour les représentants djiboutiens et les donateurs sur l'appui à l'assistance technique du CBLG. 2. Une table-ronde à Djibouti- ville pour les représentants djiboutiens et les donateurs sur l'appui au renforcement des capacités du CBLG.	Les donateurs en coordination avec MI&D, CMD et CND.  <b>Coût estimatif : US\$ 12.000</b>	Octobre-décembre 2006
<b>8. Des bâtiments convenables, un bureau spacieux, des meubles, des équipements de bureau et des ordinateurs sont disponibles pour recevoir les Collectivités Locales.</b>	1. Les fonds de la Banque Mondiale sont disponibles : 1.7 millions. 2. <b>Allouer les</b> fonds des autres donateurs pour l'équipement informatique et la formation.	1. Des sites appropriés identifiés pour les bâtiments des collectivités locales. 2. Des bâtiments et bureaux achevés. 3. Des fournitures et équipements de bureau achetés.	La Banque Mondiale et l'ADETIP pour achever les bâtiments des Collectivités Locales. Les autres donateurs pour les équipements informatiques et la formation.  <b>Coût approximatif : US\$ 1.7 millions.</b>	Juillet 2006
<b>9. Recenser la préparation, la formation et la sensibilisation du public par le gouvernement.</b>	Le panier des finances, environ US\$ 900.000	1. Embauche et formation dans le recensement, <b>le contrôle</b> et la saisie des données. 2. Formation en CPro 2.3 dans le bureau américain de recensement 3. Recensement mené à la campagne. 4. Publication du recensement.	Le MI&D/DU, <b>le DISED</b> sous la tutelle du Ministère de l'Economie, des Finances et de la Planification, le <b>FEWS-NET</b> et le Centre d'Etudes et de Recherche de Djibouti (CERD).  <b>Coût estimatif : US\$ 900.000</b>	Février 2006- Décembre 2008

<b>10. Créer l'Association Djiboutienne des Responsables des Collectivités Locales (DALGA) qui peut représenter et répondre aux besoins et affaires de la Collectivité Locale, c'est-à-dire les groupes de pression des Collectivités Locales.</b>	1. Satisfaction et réaction des membres de DALGA. 2. Un secrétariat efficace en place 3. Des Commissions en place & avoir connaissance des programmes 4. Appréciation du travail de DALGA par les autres partenaires.	1. Renforcer le secrétariat de DALGA. 2. Créer, au niveau du secrétariat, des fonctions pour les services de conseil aux membres dans les domaines essentiels spécialement pour les affaires légales, financières et personnelles. 3. Lancer des programmes de sensibilisation pour vulgariser DALGA parmi tous les responsables des administrations locales et particulièrement pour tous les dirigeants élus.	Les responsables de DALGA en coordination avec la communauté des donateurs.  <b>Coût estimatif : US\$ 500,000</b>	Juillet 2006
<b>11. Les directives générales et techniques du Renforcement des Capacités du Gouvernement Local (RCGL), le manuel, et l'utilisation de systèmes informatiques sont distribués et nationalisés pour être utiles aux Ministères et à toutes autorités locales.</b>	1. La République de Djibouti a approuvé, publié, distribué et nationalisé : 1. Les directives techniques du RGLB 2. Le manuel de participation communautaire pour le RCGL 3. L'utilisation d'ordinateurs, y compris un programme de fichiers et un modèle pour l'analyse financière, la projection et le programme de priorisation. 4. La préparation du RCGL par toutes les autorités locales, a été revu comme faisant partie de la performance sous contrôle et du système d'évaluation pour le RCGL. 5. Le système budgétaire du nouveau gouvernement local a été incorporé à la procédure de dépenses et d'organisation du RGLB.	1. Préparer une directive technique conviviale, un contrôle manuel sur la participation communautaire pour le RGLB, et l'utilisation de systèmes informatiques. 2. Faire circuler et discuter des derniers avant-projets du matériels. 3. La procédure d'autorisation du matériels. 4. Publié, distribué et nationalisé le matériel. 5. Contrôler l'impact de la distribution et nationalisation du matériels. 6. Développer un système pour GL-RCGL contrôle de la performance et évaluation. 7. Evaluer la préparation du RGLB par tout les gouvernements locaux. 8. Faire un rapport aux gouvernements locaux sur la manière d'améliorer la préparation et la réalisation du CBLG. 9. Incorporer le système budgétaire du nouveau gouvernement local à l'utilisation de système informatique du CBLG.	MI&D/UD,CMD, CND, DISED, CERD en coordination avec les autorités locales.  <b>Coût estimé : \$140,000</b>	Décembre 2006 à Février 2007
<b>12. « Clearing-House » viable pour la mémoire institutionnelle et la gestion de la connaissance prête à diffuser l'information sur l'organisation du développement local du renforcement des capacités pour impliquer les acquéreurs dans la réalisation du CBLG.</b>	1. « La Chambre de compensation » du CBLG a été développé pour livrer les informations du CBLG et de recevoir les réactions et l'entrée de l'utilisateur. 2. Les produits du CBLG sont préparés pour être distribuer par « l'Intranet de la chambre de compensation » 3. Les Zones rurales à l'extérieur de la ville de Djibouti ont accès aux systèmes à micro-ondes Intra-site. 4. Une institution appropriée pour développer et maintenir le site Internet du CBLG et des sources de financement durables ont été identifiés.	1. Développer et soumettre aux essais un site Internet simple pour le CBLG. 2. Compilez 'la base de données' et le matériel de formation du GIS, les études de cas, "les meilleures pratiques" et " les leçons apprises" . 3. Préparez les matériels pour la distribution par le site Internet. 4. Etablir une base institutionnelle pour le site Internet et instaurer une source durable de financement. 5. Commencez à exécuter et administrer l'Intranet de la Chambre de compensation.	MI&D/UD en coordination avec CERD, FEWS-NET et DISED.  <b>Coût estimé : \$180,000</b>	Mars à Avril 2007



<p><b>13. Les collectivités locales ont commencé à appliquer l'analyse de développement économique locale et la planification dans le processus de préparation du CBLG.</b></p>	<p>1. « Une trousse à outil » simple et pratique, pour l'analyse du développement économique locale et la méthodologie de la planification, est développée pour le programme du CBLG. 2. L'appui initial pour l'application de l'analyse de développement économique locale pour la préparation du CBLG sera fournie à tout les gouvernements locaux. 3. Des secteurs supplémentaires, qui ont besoin d'habiletés dans la planification du développement local, ont été identifiés comme faisant partie de la méthodologie du CBLG.</p>	<p>1. Réviser "les meilleures pratiques" internationales et nationales dans l'analyse de développement économique locale et de la planification. 2. Des ateliers pour les dépositaires appropriés afin de discuter et convenir d'une analyse simple et pratique de développement économique locale et d'une méthodologie de planification qui fait partie de la préparation du CBLG. 3. Aidez toutes les collectivités locales dans l'application de l'analyse de développement économique locale et de la méthodologie de planification dans la préparation du CBLG. 4. Identifier d'autres secteurs, qui ont besoin de capacités dans la planification du développement local et le développement à l'avenir faisant partie de la méthodologie du CBLG.</p>	<p>MI&amp;D/UD,CMD, CND en coordination avec les gouvernements locaux.</p> <p><b>Coût estimé : \$125,000</b></p>	<p>Février à Avril 2007</p>
<p><b>14. Les institutions d'éducatons et de formations nationales et régionales choisies sont prêtes à donner la formation de CBLG.</b></p>	<p>1. Une institution nationale et deux régionales pour donner la formation de CBLG ont été identifiées. Une institution nationale et trois régionales ont signés MOUs avec le projet de CBLG et/ou avec des associations du gouvernement local pour fournir la formation de CBLG en cours. 3. Une institution nationale et deux régionales ont signé MOUs avec le projet de CBLG et/ou avec des associations du gouvernement local pour fournir la formation de CBLG en cours.</p>	<p>1. Identifier des institutions de formations CBLG 2. Choisir CBLG des institutions recevantes une formation 3. Exécutez MOUS avec CBLG choisi des institutions recevantes une formation pour l'appui de projet dans la formation 4 de CBLG en cours fournissante. Aidez CBLG des institutions recevantes une formation dans avec la construction(le bâtiment) de capacité interne pour la formation 5 de CBLG en cours. Développez-vous et appliquez un système pour contrôler et évaluer par</p>	<p>MI&amp;D/UD,CMD, CND, POLE, Nouvelle Université, FEWS-NET en coordination avec les autorités locales.</p> <p><b>Coût estimé : \$150,000</b></p>	<p>Août 2007</p>
<p><b>15. L'approche du RCAL Renforcement des capacités pour les administrations locales est régulièrement rendue public aux administrations locales et parties prenantes par le biais des associations des administrations locales (AL), les ONG et les CSO.</b></p>	<p>1. Les présentations du RCAL faites dans les ateliers organisés par les associations des AL, les articles publiés dans les bulletins associatifs et l'utilisation des médias locaux. 2. Les associations des AL ont identifié leurs besoins internes en matière de renforcement des capacités du RCAL. 3. Les associations des AL ont identifié des institutions partenaires pour la formation et la consultation en RCAL.</p>	<p>Rendre publique le RCAL aux associations des AL, des ONG et CSO. Faire des présentations et préparer des articles sur le RCAL et l'utilisation de médias locaux. Aider les associations des AL à identifier les besoins internes en matière de renforcement des capacités et mobiliser un appui. Aider les associations des AL à identifier les institutions partenaires pour la formation et la consultation en RCAL.</p>	<p>MI&amp;D/DU, MCD, NCD, ONG locaux et CSOs en coordination avec les autorités locales.</p> <p><b>Coût Estimatif: \$75,000</b></p>	<p>septembr e 2007</p>

<b>16. L'approche du CBLG prête à être publiée aux administrations locales et aux autres parties prenantes à travers les médias publics.</b>	1. Des articles sur le CBLG et sur les questions liées ont été publiés dans les médias nationaux et/ou locaux. 2. Des programmes de discussions sur le CBLG ont été diffusés à la radio et à la télévision	1. Préparer des articles sur le CBLG et sur les questions liées puis publier dans la presse nationale et/ou locale. 2. Etablir des contacts avec la radio nationale et locale et les stations de télévision à Djibouti 3. Préparer et diffuser à la radio et à la télévision des discussions de panels en utilisant les médias nationaux et locaux.	MI&D/DU, MCD, NCD, Médias nationaux et Locaux, Ministère des Affaires Présidentielles en rôle de coordination avec les autorités locales.  <b>Coût Estimatif : \$75.000</b>	Octobre-Décembre 2007
<b>17. Les administrations locales préparent des plans d'action au niveau local et sous-local pour le CBLG.</b>	1. Les administrations locales ont signé MOUS pour la coopération technique concernant le CBLG. Les administrations locales préparent CBLG. 2. Les administrations locales ont préparé la version préliminaire ou finale du CBLG. 3. Les administrations locales ont inclus des projets prioritaires initiés pour la communauté dans la version préliminaire ou finale du CBLG. 4. Les administrations locales ont fourni le financement FY07 (de l'année fiscale 2007) pour la préparation du CBLG. 5. Les administrations locales ont fourni le financement FY07 pour appliquer le développement institutionnel du CBLG 6. et les plans de renforcement des capacités.	1. Préparer et exécuter le MOUS avec les administrations locales pour la coopération technique du CBLG. 2. Aider les équipes techniques des administrations locales dans la préparation et le retournement du CBLG. 3. Aider les équipes techniques de l'administration locale à solliciter la participation communautaire dans la préparation du CBLG. 4. Aider les équipes techniques ciblées de l'administration locale dans la préparation du budget pour CBLG. 5. Aider les équipes techniques ciblées de l'administration locale à formuler des plans institutionnels pour le CBLG et des plans de renforcement des capacités.	Toutes les autorités locales en rôle de coordination avec MI&D/DU, MCD, NCD.  <b>Coût Estimatif : \$220.000</b>	Novembre 2007-février 2008
<b>18. Les administrations locales ont adopté des directives CBLG, avec ou sans modifications locales, comme des décrets locaux et/ou des règlements</b>	1. Les administrations locales et les Assemblées législatives locales ont rédigé, approuvé et appliqué une autorisation juridique locale, une directive générale locale et une directive technique locale sur le CBLG.	1. Aider les administrations locales et les Assemblées locales dans l'élaboration, l'approbation et l'application d'une autorisation juridique locale, une directive générale locale et une directive technique locale sur le CBLG.	Les administrations locales : les donateurs MI&D/DU, MCD, NCD en rôle de coordination et l'Association djiboutienne des Autorités de l'Administration locale (DALGA)*.  <b>Coût Estimatif : \$70.000</b>	Février 2008

<b>19. 30 membres techniques de l'administration locale CBLG, Membres de l'assemblée, les Cadres, les leaders communautaires et des membres CSO ont reçu une formation pour participer à la préparation CBLG et engager la consultation avec des Forums actifs de La ville.</b>	1. Les ateliers de préparation du CBLG et la formation sur place ont été organisés. 2. Coordination en cours avec d'autres programmes de secteur de donateurs. 3. Des forum de la ville participent à la préparation CBLG avec toute la collectivité locale. 4. Des forum de la ville présentent et commencent à mettre en oeuvre des plans pour la participation dans la réalisation du CBLG.	1. Commencer la préparation/retournement du matériel de CBLG 2. Organiser des ateliers de préparation du CBLG et des sessions de formation sur place pour toute la collectivité locale. 3. Examiner l'assistance des secteurs de donateurs aux administrations locales. 4. Établir des liaisons et participer à la coordination des capacités de renforcement pour le plan de développement local et le développement de société civile	Les administrations locales en coordination avec les donateurs, MI&D/DU, MCD, NCD et DALGA.  <b>Coût estimatif: \$150.000</b>	Février à Avril 2007
<b>20. 25 employés (ceux chargés de la Planification et membres Exécutifs) dans les administrations locales sont capables d'assumer la demande réelle et mener des enquêtes prioritaires et des sondages sur la satisfaction des clients pour définir les priorités de service inter-sectorielles locales et pour préparer des plans.</b>	1. Les ateliers et la formation sur le tas pourvu pour la demande réelle et des enquêtes prioritaires et les sondages sur la satisfaction des clients. 2. Formation et aide technique limitée fournie aux administrations locales. 3. Formation de planification d'entreprise et aide technique limitée fournie au CBLG et administrations locales.	1. Aider des équipes techniques AL à fournir une formation sur le tas pour mettre en œuvre la demande réelle et les enquêtes prioritaires. 2. Fournir une formation sur le tas pour aider l'administration locale, les départements de services et les entreprises à accomplir des sondages sur la satisfaction des clients. 3. Développer et disséminer la version simplifiée de planification. Établir des liaisons de coordination avec les parties prenantes appropriées. 4. Appuyer et superviser le projet de CBLG en fournissant une formation sur la planification d'entreprise aux cadres et aux employés chargés de la planification.	MII&D/DU, MCD, NCD.  Départements de services de l'Administration Locale et Direction.  ONG(organisations non gouvernementales) locales et CSO  Chambre de Commerce.  Administrations locales, Université POLE, CERD.  <b>Coût Estimatif: 190,000 \$</b>	Juin-Août 2008  Octobre2 008-Mars 2008

**Coût Total évalué pour le Programme CBLG de 3 ans : \$4.981.000**

**Coût Complémentaire pour un Fonds de Développement de l'administration locale : \$1.800.000**

(Y compris tous les coûts généraux et administratifs)

## **ANNEX 5: Training Criteria/Capacity Building**

Choosing appropriate capacity building programs demands careful consideration. The Consultant worked closely with the Director General and the Director for the Decentralization Unit under the MI&D to prepare a detailed program Work Plan for capacity building efforts required for decentralization. This can be seen in Annex 2. Among the most important factors to be assessed before making a final decision include:

- Which staff should be in the main target group?
- What should the training format be?
- How long should the training period be?
- Where should training be held?
- What type of training materials should be used?
- What should be the core evaluation methods?

There are three key target areas that normally require training. Below offers considerations when planning capacity building.

### **Human Resource Development:**

- Does the staff have the necessary knowledge to fulfill its responsibilities (legislation, foreign languages, computer usage, etc.) properly?
- Does the staff have the necessary skills to fulfill its responsibilities (e.g., communication, teamwork, negotiation) properly?
- Does the staff have the proper attitude to fulfill its responsibilities (e.g.; motivation, seriousness, proactive tendencies)?
- Does the staff have sufficient overall experience to fulfill its responsibilities?

### **Organizational Development:**

- Does the organization have a development strategy?
- Does the organization have good management?
- Does the organization have viable action plans to achieve objectives?
- Does the organization have quality standards and performance indicators?
- Does the organization have an organization policy for changes & modernization?

### **Community Development:**

- Does the LG deliver quality public services, which fulfill citizen's needs?
- Does the LG have fruitful partnership relations?
- Is the LG development strategy included in the overall community development strategy?
- Does the community believe that the LG budget policy is appropriate?
- Does the community perceive that the LG is an efficient manager of its own interests?
- Is the community experiencing an increased development trend?
- Is the community involved in the decision making process?

## **ANNEX 6: The World Bank Poverty Reduction Strategy Paper (PRSP)**

### **Summary of Areas Pertaining to Decentralization, Good Governance and LG**

The World Bank aims to ensure that the PRSP is closely linked to sectoral strategies proposed by the ROD ministries in order to deeper treatment of key cross-cutting issues, emphasizing the need to improve governance and public sector performance, foster private sector development, and reduce gender disparities. The quantified targets use the Millennium Development Goals (MDGs) as benchmarks and indicators for monitoring and evaluation, with explicit timetables for achievement and preparation of a consistent macroeconomic framework.

The priorities in are to accelerate human resource development through investment in education, health and social protection, promoting regional development, upgrading basic infrastructure, and preserving natural resources in an environmentally sustainable manner and strengthening governance through greater transparency and accountability in public financial management, progressive decentralization and institutional capacity building.

The PRSP emphasizes the role of the public sector in the development process and as a source of job. In this context, the authorities should seek public-private partnerships (including the use of build-operate-and transfer (BOT) arrangements or output-based contracting of private providers of public services, particularly in the infrastructure sectors) to implement sectoral strategies to improve the efficiency o f service delivery and reduce supply chain bottlenecks, while promoting private sector development.

The analysis of the social sectors (health, education, social protection) in the PRSP is appropriate and broadly in line with the poverty diagnosis outlined in the document. The PRSP rightly emphasizes that access to social services is a key concern for the poor in Djibouti. In the health sector, the staffs agree with the PRSP's focus on enhancing accessibility to health care, notably for the poor populations to improve the quality of health services and the equity o f the system. The PRSP also recognizes that additional budget resources, intra-sectoral reallocation, and improved efficiency in the delivery o f health services will be needed to achieve this objective. The PRSP emphasizes the importance o f improved maternal and child healthcare and suggests measures to achieve the MDGs. The strategy is based on the reform of the institutional framework, the improvement o f the global health coverage and access to health for the poor, the decentralization and strengthening of community participation in the management of the system, and the establishment of a health-financing scheme.

The WB emphasizes improving governance and public sector management. Weak governance was identified in the participatory consultations as a major obstacle to poverty reduction and sustained economic growth in Djibouti. In response to this concern, the PRSP accords a central priority to governance reforms aimed at – enhancing transparency in public expenditure management, promoting greater accountability in the utilization o f public funds, and increasing the efficiency and anti-poverty impact of public expenditure. The WB caution that unless sustained progress is achieved in these areas, the effective delivery o f public services and the country's ability to mobilize the large external resources may be compromised.

Improved financial management is essential to achieve stronger growth as envisaged in the PRSP. Efforts over the past few years have focused on strengthening banking supervision and improving transparency by regularly auditing financial accounts of the central bank in accordance with International Standards on Auditing. The PRSP rightly emphasizes that the legal structure for contractual enforcement and property rights should be reinforced significantly for banks to enforce

loan agreements and reduce the risk of not recovering assets in the case of loan defaults. The authorities are currently also developing micro-finance institutions as part of their poverty reduction strategy. The WB stress that an adequate regulatory environment should be developed for these institutions to fulfill their mission and fend off potential political pressure to direct lending to various interest groups. The Economic and Social Development Fund, established in 2003, could otherwise face difficulties similar to those experienced by the Djibouti Development Bank in the late 1990s that led to its liquidation.

With regard to cross-sectoral issues, the WB considers that the gender dimension has been adequately addressed, including the analysis of inter-sectoral linkages associated with the reduction of gender disparities. The treatment of the HIV/AIDS pandemic, which has grown from a health issue to a serious challenge to development in Djibouti, has been addressed in detail in the PRSP. Future PRSP progress reports could include an analysis of cross-sectoral linkages, such as the impact of education and access to safe water on health outcomes, and the impact of better governance on the efficiency of public service delivery for the poor.

An important challenge will be to implement a sustainable monitoring and evaluation system that promotes public accountability and provides useful information for policy and budget decision-making. In particular, central data collection and analysis by DISED will need to be reconciled to effectively monitor inputs, outputs, and outcomes at the local level. The WB want authorities' to create an adequate institutional framework to closely monitor the implementation of the PRSP. This framework envisages the creation of a number of committees and commissions that are expected to play a pivotal role at the technical, policy and non-governmental monitoring levels. The WB is also concerned about the complexity of this institutional setting and the strains that it could place on the country's limited resources. The WB wants the authorities to streamline the planned monitoring framework (currently constrained by weaknesses in the country's statistical system), to better define the roles of the various governmental and non-governmental organs, and to specify the resources required to ensure its smooth functioning.

Djibouti should focus in the period ahead on improving its data & statistical system. Sound data needed to monitor economic and social progress in the country. In this context, the WB wants the authorities' to participate in the Fund's General Data Dissemination System (GDDS), which will provide important information to the international community to coordinate its technical assistance cooperation projects in this key area in Djibouti.

## **Governance and Capacity Weakness**

Because Djibouti is a new country with few human resources, it has serious problems regarding economic and financial governance, which considerably limits the impact of government economic programs on the poor. The relationship between governance and poverty is seen on several levels.

Public spending is in effective, despite a level of mobilization of domestic resources and foreign aid per capita that is among the highest in Africa, and the performance of public services remains globally mediocre. There are several reasons for this, i.e. Due to the size and the high level of salaries of Djibouti's civil service, payroll makes up a huge portion of the national budget; not enough resources are allocated to the development of human resources. Health care, education, employment, and the promotion of women are still notably under-financed. In addition, the allocation of resources within sectors and their distribution between investment and operating expenditures are still far from being optimal for poverty reduction.

Budget management suffers from numerous problems, i.e. Weak expenditure planning and budgeting system, over-centralized expenditure management and execution resulting in a lack of financial accountability within technical departments, and insufficient monitoring and control of public spending.



Failures in governance can also be seen in the situation of public enterprises. Key public enterprises are facing serious financial difficulties, and they work without appropriate management tools or program contracts that clearly state their objectives and obligations. To a large extent, poor economic governance can be traced to the administration's weak capacities; the main constraints are: The weak statistics system with its inadequate system for collection and analysis of economic and poverty data; inadequate planning capacity in the key departments; poor coordination of development and poverty reduction programs and; weak capacity to absorb foreign investment.

The participation of women in decision-making and in public life remains minimal, despite a relatively complete and dedicated judicial arsenal that protects all of their internationally recognized rights. Despite their demographic and electoral weight, there are in fact only seven congresswomen and one-woman minister. The permanence of backward thinking and outdated traditions is a true obstacle to the full development of women.

Djibouti has ratified the CEDEF, the CADHP, and an agreement on children's rights. A code for the modern family was adopted and the penal code was modified to include articles denouncing the practice of genital mutilation.

### **Civil Society Capacity**

It is now a well-established fact that poverty reduction rests on the successful integration of disadvantaged groups in a productive life and on society's active participation in decisions that concern it. Effective integration and participation of the population require a strong and responsible civil society. However, there is very little participation of the civil society in the design of public policies even though local NGOs have at their disposal a body of information and experience that is not negligible.

As in other African countries that have adopted a democratic system, Djibouti has witnessed since the 1990's a boom in the creation of grassroots associations that are capable of mobilizing communities, are determined and dynamic, and are involving women and youth. Democracy generally tends to be manifest in neighborhood associations. However, the scope of their actions is limited by lack of structure, weak technical and institutional capacity, and severely limited financial means. The latter prompts them, in some cases, to collect dues from their members who are among the poorest segment of the population. As a result of these weaknesses the community sector is not yet in a position to play to the full its rightful role in making constructive proposals in the dialogue on public policy, in speeding up employment for women and the young, and in outreach service delivery to the poor. Partnership experiences with NGOs and local associations in projects such as the ADETIP and the Social Development Fund testify to the potential in involving grassroots associations. A number of challenges confront that part of governance that is civil society if it is to play a significant and sustainable role in poverty reduction, and better contribute to the implementation of the poverty reduction strategy. These challenges are: to develop an appropriate legal framework, to make associations more professional, to support the development of their capacities, to help them mobilize financial resources, to develop a management culture based on monitoring and evaluation, and to establish better structured partnership frameworks between public powers, local authorities, and communities.

### **Promote integrated development at the local level**

An analysis of the poverty situation in Djibouti has shown a close correlation between monetary poverty and human poverty; this analysis underscores the importance of living conditions on the potential for human resources development and any possible improvement in income. Entrenched poverty at the local level stems from the inadequate supply of basic infrastructure (drinking water, housing, drainage, transportation, education, health). If, in the long term, the dynamics of growth

combined with human resource development could reverse that trend, in the short- and medium-term, only vigorous global action targeting the areas affected by poverty- will impel development. This calls for the active participation of the population, while taking account of the full array of their needs. The outcome would be improved living standard for the poor and enhancement to their prospects for employment and revenue generation. The main objectives are as follows: (i) to control urbanization and promote balanced urban development; (ii) to improve the living environment in poor neighborhoods and to facilitate access to basic services; (iii) to fight against unemployment; (iv) to encourage the development of Djibouti City; (v) to enhance its role as a pole of attraction for growth; (vi) to accompany decentralization and encourage community participation in the design, implementation and management of urban development programs; and (vii) to protect the environment.

The third pillar of the poverty reduction strategy is based on that series of considerations. The aim is to support local development and to correct the deficit in social infrastructure through the implementation of an array of policies and supplementary programs.

The strategy takes into account the various problems arising from the differential between urban poverty and rural poverty. It focuses on the following three tasks: (i) regional planning and local development (ii) promotion of urban poverty zones; (iii) integrating rural development and environmental protection

### **Regional planning and local development**

At the local level, regional planning goes along with the decentralization process and the establishment of local government, initially with elected regional councils and, in the second phase, with communes. The government strategy to accompany regional development seeks to provide an institutional framework of coordination for sector activities by the state and local governments, and the formulation of regional planning tools such as master plans for planning and development.

The strategy outlined in these documents should be implemented at the local level through local development programs. Consequently, the national strategy for poverty reduction should lead to the strengthening of the capacity to identify needs and program activities at the level of decentralized administrations, local government, economic operators, and community associations. Furthermore, it is designed to reduce inequalities in social infrastructure between the city of Djibouti and the regions in the hinterland. Most specifically in the urban sector, town planning tools, such as programs for improving local housing improvement that incorporate all aspects of development (enhancement of standards of living, boosting economic activities, community participation) must be implemented. In the rural areas, emphasis must be put on the identification and development of local potential and the coherence of sectoral activities.

### **Urban development**

Despite the major efforts deployed by the government and its development partners in the last few years, poverty and extreme urban poverty have increased. Thus, in the main urban centers in the country, notably, Djibouti City, shantytowns are rapidly expanding, in defiance of planning regulations. They lack access to basic infrastructure, such as safe drinking water, sewerage, housing, and transportation, and unemployment and marginalization are rampant.

A floating population contributes to the degradation of already grossly insufficient and over-exploited, public amenities, as well as the urban environment.

In Djibouti, urban management falls within the shared competence of three ministries (housing, finance and interior). The District of Djibouti, which is under the interior ministry, is not an autonomous entity. That causes several problems arising from noncompliance with urban planning

policies, difficulties in the layout of building plots, and the absence of a clear-cut division of responsibilities.

The administrative and regional system in Djibouti is traditionally highly centralized. The five districts in the country are administered by district commissioners who are also responsible for coordinating the decentralized state services. In practice, decentralization per se remains largely ineffective, through failure to devolve powers to the regions and decentralize financial resources. The situation has spawned regional inequalities, and inefficient policies due to excessive pressure on central services and the disempowerment of citizens over issues concerning them. Promoting decentralization and citizen participation is a major thrust of the poverty reduction strategy.

To foster democracy and encourage community participation in managing community problems; To enhance the value of local initiatives and reduce regional disparities; To enhance the effectiveness of governmental action and ensure sound resources management. The law on decentralization drafted in a participatory manner meets those objectives. It establishes the region and regional government in response to the principle of an open administration featuring a regional council, an executive organ elected by direct universal suffrage, with special status for the capital city. The region has jurisdiction over education, health, agriculture and water, tourism, trade, and administrative policing.

### **The government strategy is as follows:**

To ensure progressive transfer of skills depending on available means and the effective capacities of the new local governments; To implement a capacity building program through training and logistic support to the new regional councils; To promote partnership and winning agreements as part of decentralized international co-operation.

Within that framework, the participation of development associations and the civil society will also be reinforced. The government will need to create conditions for active participation of the population in the design, implementation, and monitoring of development projects, to foster ownership, even though Djibouti's civil society does not have a long-standing tradition of participation in development.

Adopt a legal and statutory framework to govern associations and NGOs, following the already established diagnosis; To set up a mechanism for NGOs to coordinate the actions of a State-Region-NGO tripartite partnership and encourage its development; To formulate and implement a capacity building program for development associations and NGOs through training, support, and supervision.

## ANNEX 7: Decentralization Timetable Proposed by the Ministry of Interior & Decentralization

Timetable task for implementation of Decentralization in Djibouti	2005							2006				
	J u n e	J u l y	A u g	S e p	O c t	N o v	D e c	J a n	F e b	M a r	A p r	D o n e
1. Draft law on the legal status of Djibouti-City												
2. Forum of consultation on the Djibouti-City law												
3. Meeting between Donor & Govt on Decentralization												
4. Putting in place pilot structures for Decentralization												
5. Adoption of the Decentralization law for Djibouti-City												
6. Develop legal regulations for regional election												
7. Funding for the Decentralization process identified												
8. Hold regional elections												
9. Inauguration of locally elected officials												
10. Opening of Assembly Headquarters in Districts												
11. Equipment for Headquarters put in place												
12. Finalize all decree/regulations for Decentralization												
13. Reorganize Decentralization services at Central level												
14. Define relationships for Ministries/election structures												
15. Public awareness campaign on Decentralization												
16. Training of elected officials on Decentralization												
17. Transfer of Sector priorities: Health, Education, Water, etc.												
18. Update regional and local development plans												
19. Form regional groups for research & social issues												

The above timetable was prepared some time back by the Director of Decentralization, MI&D. It clearly shows that their perceived activities for decentralization are behind schedule. The IFES Decentralization Consultant worked closely with the Director and Director General of MI&D/decentralization in order to prepare a more realistic schedule for a decentralization Program in Djibouti, which is found in Annexes 2-4 of this Report.

## ANNEX 8: List of Locally Registered NGOs in Djibouti

ONG/Associations	Responsible	Tél./Fax	ADRESSE
ADEC	M. Dato Ali	83 32 71/ 81 76 23	Arhiba
Agence d'Interface Régionale (AGIR)	M. Ahmed Bache	25 12 22	Bld de Gaulle
AIPSE	M. Houssein Aganeh	82 09 76/ 34 27 19	Balbala Cheikh Moussa
Ass. ABIMMG	M. Elmi Abdillahi	35 51 16	Balbala Cité Charaf
Ass. Darislam - Centre Ute Bokah	M. Abdoukader Med	81 78 98/ 35 69 83	Balbala Cité Hayableh
Ass. de la Jeunesse pour Evolution Culturelle, AJEC	M. Saad Ali Darar	82 43 94	Einguella
Ass. Koulmis	M. Samireh Robleh		PK 12
Ass. Pour la Promotion des langues (Anglais et Afar)	M. Mohamed Bourhan	83 99 98	Q4
Ass. Régionale Dév. Désertification (ARDED)	M. Isse Baragoïta	34 27 37/81 31 81	Balbala, Wahle-Daba
Assoc "Union pour la promotion femmes de Balbala"	Mme Saada Ali	36 00 86	Balbala Cheik Osman
Association Atu Yo Fan	Mme Fatouma Med	81 15 18	Cité d'Arhiba
Association Bender Djedid	M. Moukhaled	35 75 65	Cité Saline Ouest
Association des Associations Unifiées pour Devt.	M. Khaireh Ali	83 00 10	Balbala T3
Association des jeunes d'Assamo	M. Mahamoud Abdi	83 01 25/82 64 62	Assamo, A/S
Association Digne de l'Avenir	M. Ahmed Abdi	81 51 70	Balbala Cheikh Moussa
Association Ecologie du Village (EVA)	M. Abdoukader Med	81 72 01/ 82 41 11	Tadjourah, Adaïllou
Association Energie et Développement (ANED)	M. Fouad Abdourahman	81 64 17/ 82 71 57	Ali-Sabieh
Association Espoir De PK12	M. Kamil Hassan	86 67 18	PK12 Zone 2
Association HORSED	Mme Zahra Osman	86 55 40	Ambouli II, Av. 17, B2M
Association Ilay	M. Ahmed Osman		Balbala Cheik Moussa
Association L'Axe	M. Said Abdillahi	82 94 89	Q 6
Association Mer Rouge	Mme Fatouma Ali	35 42 07/81 71 60	Arhiba
Association MOVIACTION	M. Ahmed Said	83 88 11/ 81 75 09	Route D'Arta, Djibouti
Centre LEC	Mme Simone Pire	35 01 40	Bld de la République
Club Rotaract de Djibouti	M. Mahdi Aden		Ménélik Hôtel Djibouti
Coordination des Associations de Balbala (CAB)	Mme Aicha Dabar	81 41 74	Balbala (Cheikh Moussa)
Evasion	Mme Aicha Med	35 75 40/ 86 05 55	Djibouti - Loisirs
Fian-Mehé	M. Moussa Darar	82 86 13	Balbala Cheikh Moussa
ONG ABECH	M. Djama Robleh	85 15 80	Djibouti
ONG Hodagad	M. Isman Ibrahim	81 18 92	Ali-Sabieh
Organe de Presse DIIFU	M. Alwan Yayo	35 29 10/ 81 66 63	Immeuble Rothman, Soleillet
SOGAAD	M. Mahamoud Robleh	34 10 06	Balbala Cheikh Moussa
UNFD	Mme Degmo Med	35 04 21	Route D'Arta, Djibouti
Union poujr le Dév des Ass. de Balbala (UDAB)	M. Hassan Ali	81 09 13	Balbala Cheikh Moussa
Association Iskoutir	M. Ibrahim Dabar	82 19 48	Wéa
Réseau des Ass. de Cheik Osman (REDCO)	M. Mahdi Djama	81 29 56	Balbala Cheikh Osman
Bab Al Mandab	Mohamed Hassein Kaiedi	86 07 28	Quartie 2 Av 8
Virre Plus Fort, Handicap	Ali Mohamed Ali	35 30 18, 84 31 31	Ancien Ecde Hadi Dideh
Assoc Dev de la latte contre la Soifet la Paevvete	Ali Hassan	83 32 37	Goda Secteur Cheikayto
Association Phoenix Project	President	86 86 13	Q. 4. Av. 15 Blvd 2
Ensemble Par Dev District Arta	Kassim A. Wais	82 84 24	Arta-Weah
Organe de Presse Diifu (OPD)	Alwan Tayo Alwan Jownah	83 32 43	Q1. Av. Muh. Harbi

## ANNEX 9: List of Contacts of the IFES Assessment

Organization	Persons Contacted and Consulted
<b>Government of Djibouti:</b>	<ol style="list-style-type: none"> <li>1. Minister of the Ministry of Interior &amp; Decentralization,</li> <li>2. President of the Cabinet, Ismael Houssein Tani, 35 77 17.</li> <li>3. Minister of International Cooperation, Mme Hawa Ahmed Youssouf, Tel: 35 84 32.</li> <li>4. Minister of Presidential Affairs, Mr. Osman, Ahmed Moussa, Tel: 35 13 33.</li> <li>5. Socio-economic advisor to the president, Ayanne Hassan Omar, 35 02 01</li> <li>6. Conseil Constitutionnel, Ahmed Warsama Ragueh, President, TEL: 00 253 35 86 62.</li> <li>7. Ministère de l'intérieur &amp; Decentralization, Gueda Mohamed Ahmed, secrétaire general, Tel : 00 253 35 75 27. Sirag Omar Abdulkader, Director of Decentralization (81 18 45), Tel (cell): 81 14 86</li> <li>8. Assemblée Nationale, Souleiman Miyir, President of Legislative Commission, 00 253 35 01 72, cell: 81 40 21</li> <li>9. Ville de Djibouti, maire et commissaire, Ahmed Samireh, Tel : 00 253 35 11 76.</li> <li>10. Chamber of Commerce in Djibouti, Said Omar Mossa, President, Tel: 35 10 70.</li> <li>11. Ministry of Trade, Industry &amp; Handcraft (working w/ UNIDO), Ahmed Abdillahi Ahmed, 81 01 93.</li> <li>12. Center for Studies and Research in Djibouti (CERD), Dr. Jalludin Mohamed, Director General, 35 27 95/ 35 02 56, Nahdi Djana Rayaleh, 828330, Choukri Osaan, 856330.</li> <li>13. Direction of Statistics and Demographics (DISED), Under the Min. of Economy, Finance and Planning, Mohamid Daoud Gouled, Chief of Demographics, 35 17 32. Otman Moumin Babar, 81 25 22. Konate, UNDP support for DISED, 81 33 22.</li> <li>14. Commissioner to the District of Dikhil, Moussa Djama Guedi, 42 00 68, Ahed Mohamed Ahued, Deputy Commissioner, Dikhil, Houssein Mohaned Idriss, Dikhil District Planning Director.</li> </ol>
<b>Political Parties: Coalition</b>	<ol style="list-style-type: none"> <li>1. RPP (People's Rally for Progress).</li> <li>2. PSD (Popular and Social Democratic party), Moumin Bahdon Farah, president, Tel: 00 253 35 69 30.</li> <li>3. UPR (Union des Partisans de la Reforme), Mr. Ibrahim Chehem Daoud, Tel 81 03 36.</li> </ol>
<b>Political Parties: Opposition</b>	<ol style="list-style-type: none"> <li>1. UAD (Union for Democratic Alternance) – Opposition Coalition, M. Ismael Guedi Hared, president, Tel: 00 253 81 09 09.</li> <li>2. PDD (Djiboutian Party for Democracy)- Independent Opposition, M. Mohamed Daoud Chehem, Président, Tel : 00 253 82 28 60..</li> </ol>
<b>United States Embassy and Affiliates:</b>	<ol style="list-style-type: none"> <li>1. Mme Marguerita Ragsdale, ambassadrice</li> <li>2. David Ball, DZ.</li> <li>3. Mrs Janet Schulman, USAID, résident representative, Director</li> <li>4. Mrs Erinn Reed, political officer.</li> <li>5. M. Samir Adden, political assistant.</li> <li>6. M. Stafford Baker, USAID.</li> <li>7. Alpha Ibrahima Bah, USAID Education Program Director.</li> <li>8. Andy Karas, Regional USAID Program Coordinator, Nairobi, Kenya</li> <li>9. Tom Hall, Senior Health Advisor, USAID.</li> <li>10. Col Michael E. Wagner, Director of Civil-Military Operations, Tel: 85 54 92</li> <li>11. Lt. Col Stevens and Buell, US Marines, Tel: 35 89 78, Tel : 00 253 35 13 43.</li> </ol>
<b>International Community, Donors and NGOs:</b>	<ol style="list-style-type: none"> <li>1. UNDP, Sunil Saigal, Resident Coordinator of the UN, Tel: 35 13 61. Hassan Ali, Program specialist, UNDP Decentralization, Tel: 81 07 83. Harbi Omar, UNDP, Mathiew Ciowela, UNDP, Jeske Van Seters, UNDP Associate Expert/Statistics , 87 08 68.</li> <li>2. Délégation de la Commission Européenne (EU), Joaquin Gonzalez-Ducay, Charge of Affaires (Director).</li> <li>3. Tel: 35 26 19. Mme Stephanie Truille-Baurens, chargée de programmes – secteur</li> </ol>



	<p>politique, Tel : 00 253 35 26 15.</p> <p>4. JICA/JOCV (Japan), Nagahori Chikako, Coordinator for JOCV, Tel: 25 02 51.</p> <p>5. AMDA Association of Medical Doctors of Asia (Japan), Chie Yoshini, Project Coordinator, Tel: 35 51 76.</p> <p>6. International Monetary Fund (IMF), Mohamed Said, Abdourahman Abdi.</p> <p>7. World Food Program (WFP), Beboit Thiry, Country Director, Tel: 35 74 93.</p> <p>8. World Health Organization (WHO), Dr. Jihane Tawilah, Country Director.</p> <p>9. French Cooperation Agency, Loic Duarte, Attache, Jean-Pierre Gallant, Tel 353513.</p> <p>10. UNICEF, Dr. Aloys Kamuragiye, Country Director, Tel: 31 41 14. Thomas Davin, Programs Coordinator, Tel: 81 21 76</p> <p>11. Embassy of the People's Rep. Of China, Zhang Shouchun, Country Representative.</p> <p>12. Save the Children (USA), Barnabe Drarra, Director, Tel: 85 71 45. Mme Dahabo Daoud Obsieh (AIDE), Program Specialist, Tel: 83 70 70.</p>
<b>Non-Government Organizations:</b>	<p>1. Ligue Djiboutienne des Droits de l'homme (LDDH), Jean-Paul Noël Abdi, président, Tel : 00 253 35 80 07.</p> <p>2. Bender Djedid, Mr. Mohamed Mahyoub (President), Tel : 00 253 35 08 43-32 05 08.</p> <p>3. ADAC – Association de Développement Actions Culturelles, Abdi Issa Boudaleh, président d'honneur, Tel : 00 253 82 13 35. Abdirachid Wais Sigad, president. Mohamed Y Goumaneh, responsable de la communication.</p> <p>4. UNFD – Union Nationale des Femmes de Djibouti, Mme Degmo Mohamed Issack, secrétaire générale, Tel :00 253 35 04 21.</p> <p>5. Fonds Social de Developpement, Melle Hawa Idleh, Director General, Tel: 35 82 82</p> <p>6. Takehiio Kido, JOCV Volunter, Tel: 83 24 06.</p> <p>7. Fonds de Developpement Economique, Mr. Abdoulaziz Bock, Tel: 84 16 16.</p> <p>8. Agence Djiboutienne d'Execution des Travaux d'Interet Public, Mr. Khadar. Tel: 35 86 55.</p> <p>9. Famine Early Warning System Network (FEWS-NET), Mr. Rachid Hersi, Tel: 35 33 43, Cell: 84 08 69.</p> <p>10. AIDE (Education NGO), Steve Dorsey, Tel: 35 76 76.</p> <p>11. IFESH, Dr. Paul Nebie (Health NGO), Tel: 32 04 00.</p> <p>12. AEDTIP, Khadar Ismael Guelleh, Director, Tel: 35 86 55.</p> <p>13. Centre Aicha Bogoreh Pour La Protection, Yonis Aouad Djama, Director General, Tel: 81 27 28.</p> <p>14. Comite Executif du RPP, Abdi Mahamoud Ibrahim, Director General, Tel: 82 52 92.</p>
<b>Press and Media:</b>	<p>1. Secretaire Generale du Ministere de la Communication, Abdoukader Dileita, Tel: 35 92 28.</p> <p>2. RTD (Radio, TV de Djibouti), M. Abdi Atteyeh, Directeur, Tel: 35 04 84.</p> <p>3. Journal « La Nation » (<i>propriété de l'Etat</i>), M. Dig Dig, directeur general, Tel 358670.</p> <p>4. Presse Officielle, KHALED Haidar, journaliste, Correspondant AFP – Reuters – BBC.</p>