



Sustainable Development Goals for Somalia *Policy Imperatives of Localization*

Key Policy Messages

1. In spite of the avowed commitment of the UN member nations to eradicate poverty in its multiple dimensions, the achievement under the Millennium Development Goals (MDGs) was mixed because the vision, overlooking economic, environmental and governance dimensions, was lopsided.
2. Its successor programme Sustainable Development Goals (SDGs) seeks to address extreme poverty, inequality and injustice, and climate change in the local context with a global perspective.
3. Localization involves formulating, implementing and monitoring strategies at the local level to realize global, national and subnational SDGs and targets. It is not restricted to formal government institutions only; instead, it would include local actors like civil society, traditional leaders, religious organizations, academia and the private sector also.
4. Such a perspective would call for peace and stability, security and good governance for citizen participation.
5. Localization would also depend upon the form of governance, citizen empowerment and extent of their participation.
6. These in turn would depend upon the citizen awareness about local needs, resource constraints and opportunities. This would call for campaigns to create awareness among the citizens and other stakeholders to strengthen ownership and ensure sustainability.
7. Successful implementation of any government programme on the SDGs would depend upon the institutional capacity for information generation, its utilization, policy formulation, its implementation and evaluation.
8. Such a capacity is not available in Somalia at present. Hence, there is an urgent need to set up what may be called SDGs Design, Monitoring and Evaluation System (SDGDMES).
9. The task would involve different stakeholders ranging from the citizens, the government, the Civil Society Organizations and the private sector, the Media, and the international organizations with well-coordinated tasks and responsibilities. This would presuppose capacity development at the societal, organization and individual levels.

1. Introduction

At the inception of the New Millennium, all the UN member countries made a commitment to mankind to eradicate deprivation in its different dimensions. The vision for such a future was expressed in concrete terms of what are called the **Millennium Development Goals** (MDGs) within a time frame of 1990-2015. The achievement with respect to the realization of this vision has been mixed. Though quality of life of millions has improved, the most deprived have been left out. The goals were lop-sided with a predominant focus on the social dimension.

The vision missed out on the economic and environmental dimensions. In spite of its emphasis on eradication of deprivation, much needs to be done to eradicate extreme poverty, reduce the extent of inequality and address environmental crises, climate change in particular. Hence, in September 2015 the UN General Assembly has committed to build on the MDGs further in order to address the challenges, viz., extreme poverty, inequality and injustice, and climate change by pursuing what are called the **Sustainable Development Goals** (SDGs) within the time frame of 2015-2030. The UN has also laid emphasis on defining the SDGs in the local context with a global perspective. Hence, this brief seeks to identify the policy imperatives of localizing the SDGs and the strategic options for implementing them.



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Attribute to: Somali Institute for Development & Research Analysis 2016.

SDGs

In September 2015, the UN General Assembly committed to build on the millennium Development Goals (MDGs) by pursuing what is now referred to as the Sustainable Development Goals (SDGs)

New Agenda

In the new development agenda (SDGs), the emphasis is on citizen participation in identifying the needs, defining the goals and targets.

17

The number of Sustainable Development Goals (SDGs)

Bottom Up

The Somali New Deal Compact lays emphasis on the bottom-up approach

2. Sustainable Development Goals

A major lesson learnt from the experience in the implementation of the MDGs is the shortcomings of a top-down approach. There is a realization and appreciation of the need for national and local ownership in defining the post-2015 development agenda. In other words, the emphasis is on citizen participation in identifying the needs, defining the goals and targets. The goals identified at the global level are 17, whose realization is defined in terms of 169 targets.

Citizens have a pivotal role in providing a local perspective on sustainable development touching upon inclusive growth and development, and environmental management. As a result, the SDGs have the following dimensions: (i) universality enveloping both developing and developed countries; (ii) integration of economic, social and environmental aspects; (iii) localization by involving the local authorities and communities in defining and realizing the goals at the local levels; and (iv) technology in facilitating public services in health care, education and basic infrastructure.

Box 1: Sustainable Development Goals

- **Goal 1.** End poverty in all its forms everywhere
- **Goal 2.** End hunger, achieve food security and improved nutrition and promote sustainable agriculture
- **Goal 3.** Ensure healthy lives and promote well-being for all at all ages
- **Goal 4.** Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
- **Goal 5.** Achieve gender equality and empower all women and girls
- **Goal 6.** Ensure availability and sustainable management of water and sanitation for all
- **Goal 7.** Ensure access to affordable, reliable, sustainable and modern energy for all
- **Goal 8.** Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
- **Goal 9.** Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
- **Goal 10.** Reduce inequality within and among countries
- **Goal 11.** Make cities and human settlements inclusive, safe, resilient and sustainable
- **Goal 12.** Ensure sustainable consumption and production patterns
- **Goal 13.** Take urgent action to combat climate change and its impacts*
- **Goal 14.** Conserve and sustainably use the oceans, seas and marine resources for sustainable development
- **Goal 15.** Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
- **Goal 16.** Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
- **Goal 17.** Strengthen the means of implementation and revitalize the global partnership for sustainable development

The Somali New Deal Compact also lays emphasis on the bottom-up approach (The Federal Republic of Somalia, 2013). The Federal Government of Somalia too has taken up the task quite seriously in order to realize the SDGs for its citizens, which marks a refreshing departure from the state of an 'Economy without State'. It is precisely for this reason, which is quite promising, that the UNDP has selected Somalia as one of the countries for its special global programme on the SDGs and countries in crisis. The Federal Government of Somalia has already taken up a National Development Plan with a potential for the states to participate in setting

the development goals and defining the planning process. It has also well-defined priorities for its development in terms of poverty reduction and energy security. In other words, the stage in Somalia is set for formulating and streamlining the blueprint for the SDGs into the National Development Plan. Given this context, a critical question in Somalia would pertain to identifying the constraints on **Localization** or what may be called **Local Economic Development** Planning with the perspective of the SDGs keeping in view local needs, aspirations and lives based on an integrated perspective on global, national and local agenda.

3. Localization of the SDGs in Somalia: Relevance & Challenges

Given the emphasis on localizing the SDGs, its relevance and some of the critical challenges that its pursuit in Somalia would face are as follows:

- (i) Somalia is known as a 'conflict-ridden region' or a country in crisis. Quite often it is defined in terms of 'conflict/repression/famine/terrorism/piracy'. In other words, its major challenges are internal strife and hence, emergency, periodic instability, dependence on humanitarian support, internally displaced persons and food insecurity. In consequence, the economy is fragile ending up with poor human development dimensions for the population.
- (ii) In order to reduce poverty and promote livelihood opportunities to the population, Somalia needs to provide service to its citizens. There is an urgent need to set up government institutions, provide stable and sustained public administration, improved service delivery, and promote gender empowerment.
- (iii) The country lacks in systems to ensure environmental sustainability and climate adaptability. There is a need to have well-functioning national and regional public institutions that cater to putting in place environmental standards as well as reach out to the vulnerable population groups to adapt and lower the risks associated with climatic disasters. Internal displacement and issue of climatic refugees is also pertinent for Somalia
- (iv) Its workforce has limited skill and ability because of inadequate education. This is a major constraint on employment diversification, peace and development. Participation of the citizens in governance presupposes awareness and hence, educated citizenry.
- (v) Education by itself would not facilitate cognition of the local needs, definition of local aspirations and pursuit of appropriate strategies. Such a scenario would call for human development of the entire population realized not by just economic growth but by 'Sustainable Inclusive Growth'. In other words, providing the deprived with opportunities to earn their livelihood would also be critical for a pursuit of SDGs based on a well-articulated perspective on local needs and aspirations.
- (vi) Though different administrations in Somalia have formulated different versions of National Development Plans, they are yet to develop a comprehensive macro-economic framework and development strategy. The National Development Plans are not worked out using any explicit quantitative economic framework based on well-defined needs and requirements. The same applies to the Government documents on aid policy, where availability dictates choice of options and scope for utilization.
- (vii) Limited institutional capacity for statistical information generation is a critical factor which has impaired the planning process for economic development. One is not sure about the magnitude of the total income generated and how it is distributed. Statistical estimates of macro aggregates like gross domestic product, gross domestic saving and investment do not exist.
- (viii) The need of the hour is to set up the National Accounts Statistics for economic policy formulation facilitating macro planning and thence meso and micro economic information related to welfare policy issues like income/consumption/food distribution and deprivation- incidence, gap and its depth in its different dimensions.
- (ix) Despite rich endowment of natural resources, the Government resources in terms of revenue from tax and other sources have been limited and do not even cover the operating costs of administration not to speak of development expenditures.
- (x) As regards development, the Government depends largely on international aid and assistance, where aid is largely in the form of humanitarian assistance. Hence, the international community, the donor agencies in particular, are a critical stakeholder in the development process of Somalia.
- (xi) There is no formal financial sector. The Central Bank does not really have any function to perform except keeping stock of Government tax receipts. It has no monetary policy to formulate. The only two instruments it has used are (i) printing currency; and (ii) buying and selling UD dollars in the market.

Service

In order to reduce poverty and promote livelihood opportunities to the population, Somalia needs to provide service to its citizens.

Education

Somali workforce has limited skill and ability because of inadequate education. This is a major constraint on employment diversification, peace and development.

Revenue

Despite rich endowment of natural resources, the government resources in terms of revenue from tax and other sources have been limited and do not even cover the operating costs.

Qualitative

Puntland state 5-years development Plan provides only qualitative description of targets for poverty reduction but not any strategic choice in a quantitative framework at either the macro or sectoral levels.

Non-Comparable

International institutions like the UNDP, UNICEF and the World Bank have been collecting information on policy concerns. One major limitation of these estimates could be that of non-comparable methodologies, concepts and coverage.

3. Localization of the SDGs in Somalia: Relevance & Challenges (Continued)

- (xii) Need for an efficient data collection system and information base may be illustrated with an example. The National Development Plan (2012-2016) of Somaliland does not provide anywhere a baseline estimate of poverty not to speak of profiles and targets for poverty reduction. There is little focus on multiple dimensions of deprivation and the magnitudes. In sum, MDGs evaluation is anybody's guess.
- (xiii) Puntland State of Somalia, on the other hand, is quite aware of the macroeconomic constraints and challenges. Its Five Year Development Plan has carried out a SWOT (strengths, weaknesses, opportunities and threats) analysis to assess the potential for the economy. However, the Plan provides only qualitative description of targets for poverty reduction but not any strategic choice in a quantitative framework at either the macro or sectoral levels (Puntland State of Somalia, 2007). Even the Puntland Second Five Year Development Plan, which shows much improvement in terms of policy formulation, monitoring and evaluation, contains projection exercises only and not any policy analysis based on a concrete economic policy framework (Puntland State of Somalia, 2013).
- (xiv) The Puntland plan documents define neither any measure of poverty / food insecurity nor norms for them. Monitoring and evaluation of pursuit of even MDGs is not possible since there is no periodic estimate of different MDG indicators but for select health related indicators for the year 2004.
- (xv) They pertain to (i) life expectancy; (ii) infant mortality rate; (iii) under-five mortality rate; (iv) total fertility rate; (v) maternal mortality rate; (vi) married women using contraceptives; (vii) deliveries attended by doctors/nurses/midwives; (viii) deliveries attended by TBA; (ix) population with adequate sanitation facilities; and (x) population with access to safe drinking water.
- (xvi) A fundamental question is what and how to monitor if strategies are not specified in a quantitative framework. To begin with, the government could have specified a subsistence minimum, which it seeks to assure every citizen of the country and work out a targeted level of per capita national income to realize this commitment. For instance, Somalia could have undertaken MDG need assessment, that is, quantify the resource requirements to realize the MDGs in terms of human, financial and infrastructure capital.
- (xvii) Somalia has limited institutional facility and human capability for systematic poverty monitoring and evaluation at the state, regional and district levels.
- (xviii) International institutions like the UNDP, UNICEF and the World Bank have been collecting information on issues related to their policy concern. One major limitation of these estimates could be that of non-comparable methodologies, concepts and coverage.

In sum, pursuit of SDGs in terms of localization would call for a carefully structured strategy to address the challenges listed above. This in turn would involve an agenda for citizen participation in governance and setting up of an effective and efficient institutional capacity for information generation, utilization and policy formulation.

4. Transformative Agenda

The challenges of localizing the SDGs in Somalia are, thus, both structural and institutional. While structural issues would relate to issues concerned with the political economy of governance (form of governance inclusive), institutional issues would pertain to agencies and mechanisms meant to implement the rules pertaining to governance and the SDGs. Defining and formulating an explicit set of SDGs with a local perspective would call for effective citizen participation at different levels and

in different forms.

Mainstreaming the SDGs into the NDP presupposes a well-defined planning framework and strategy. It needs a hierarchic bureaucratic structure to address issues at successive stages of policy formulation like defining the local needs and aspirations, identifying the corresponding local/national goals and formulating appropriate pragmatic strategies subject to local constraints.

Localizing SDGs

Localizing the SDGs calls for an effective institutional mechanism for defining local needs, identifying corresponding goals and formulating strategies appropriate to the resource endowment.

SDGDMES

The basic objective behind SDGDMES is to set up an institution to formulate and articulate people's aspirations in terms of feasible alternative options.

4. Transformative Agenda (Continued)

Such a proposition would not be feasible without comprehensive statistical information base. For instance, formulation of quantitative macroeconomic development and poverty reduction strategies without any statistical information base like the National Accounts Statistics, population census and disaggregate distributional data on socio-economic welfare indicators is not possible. There is also a need for an

institutional arrangement to monitor plan policy formulation and their implementations. This in turn would call for information base, institutional mechanism and resource. In other words, there is an urgent need to develop a capacity for defining 'SDGs', designing policies/programmes for realizing such goals, effective monitoring and evaluation of their implementation'.

Box 2: Localization of the SDGs

Successful localization of SDGs would depend upon:

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|---|---|
| (i) Peace and stability, security and good governance; | (iv) Institutional arrangement for good governance; |
| (ii) The form of governance, citizen empowerment and extent of their participation; | (v) Institutional capacity for information generation, its utilization, policy formulation, its implementation and evaluation (SDGs Design, Monitoring and Evaluation System (SDGDMES)) |
| (iii) General awareness about the local needs, resource constraints and opportunities, and an integrated perspective on local-national-international agenda on development; | (vi) Refined SDGs – what is a priority and creates capability to work on other strategic goals |

4.1 SDGs Design, Monitoring and Evaluation System (SDGDMES)

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| (i) Localizing the SDGs calls for an effective institutional mechanism for defining local needs, identifying corresponding goals and formulating strategies appropriate to the resource endowment. An institutional mechanism like the parliament/legislature would address the first two issues. As regards strategy-formulation, its implementation and evaluation, one would need a SDGDMES. | realization of targets and final impact. |
| (ii) The basic objective behind SDGDMES is to set up an institution to formulate and articulate people's aspirations in terms of feasible alternative options. It also needs to ascertain how far policies have affected the living conditions of the poor, which is a major concern of the Somali government today. Comprehensive answers to such questions are required for policy monitoring as well as evaluation, which would involve tracking the progress of projects and programmes right from the inception with reference to resource outlay, cost-effectiveness of implementation, timely | (iii) Such a monitoring and evaluation exercise would not be possible unless there is a sound institutional capacity for identification and estimation of magnitude of poverty, characterization of the poor/poverty profiles, analysis of causes and determinants, constraints and opportunities, design poverty oriented development strategies and programs, monitoring progress in terms of indicators with reference to goals and targets. |
| | (iv) Regular estimates of poverty and human development are required for (i) setting plan targets and identifying policy strategies; (ii) resource allocation and plan programmes across sectors/regions; (iii) assessing progress towards the targets; and (iv) preparing periodic Human Development Reports and SDGs need assessment. |

Information Flows

Efficient functioning of the SDGDMES would not be possible without smooth information flows among different stakeholders in general and different institutions of the government in particular

4.1 SDGs Design, Monitoring and Evaluation System (SDGDMES) - Continued

- (v) In other words, creation of capacity for 'SDGs monitoring and analysis system' would be a multi-dimensional process involving (a) an institutional framework with legal provision; (b) setting up of information base for the entire spectrum of indicators ranging from input to final impact; (c) capacity building in terms of appropriate administrative and technical skills to the personnel involved; (d) co-ordination (between line ministries at national and state levels, district level agencies and sectoral divisions of the Ministry of Planning and International Cooperation; and (e) involving national and international stakeholders in designing programmes and policies at different levels.
- (vi) It is also important to provide for institutional arrangements for (i) regular and periodic information flows on programmes and projects at state, regional and district levels; (ii) research on growth and poverty alleviation programmes and their impact; and (iii) dissemination of findings and advocacy of programmes.
- (vii) Somalia may consider institutionalizing a framework for SDGDMES. It may consider setting it up in the Ministry of Planning
- (viii) An efficient functioning of the SDGDMES would not be possible without smooth information flows among different stakeholders in general and different institutions of the government in particular.
- (both at national and state levels); the SDGDMES may consist of two sections to monitor (i) programmes and projects; and (ii) final impact on poverty respectively. The latter, called SDGs Monitoring Section (SDGMS), may monitor and analyze trends in poverty, document progress in terms of human development and success in ensuring inclusion in the mainstream, and carry out policy reviews. It may undertake these tasks by (i) monitoring implementation; (ii) monitoring outcome; (iii) analyzing impacts; (iv) managing poverty information system; and (v) communication and advocacy. The set of monitoring and evaluation tasks of (i) implementation monitoring; (ii) outcome monitoring and (iii) impact evaluation address the much-needed mechanism for effective implementation of programmes. It may also be entrusted with the task of dissemination of results based on studies on monitoring, evaluation and assessment.

4.2 SDGDMES: Framework and Implementation Strategy

- (i) The SDGDMES framework would provide for a National Statistical Act, National Development Council, and Central Statistical Office and list the different stakeholders in the system.
- (ii) A strategy for setting up the SDGDMES may be conceived in stages. The short-term phase provides for the National Statistical Act, National Development Council, setting up institutional and human capacity and an awareness campaign. The medium-term phase lays emphasis on consolidation and augmentation by providing for harmonization and consolidation of existing surveys and data collection activities, setting up population census, household Levels of Living survey and generating data on poverty indicators. The long-term strategy seeks to eradicate absolute poverty and achieve sustainable inclusive growth.
- (iii) The framework would also provide for Specific, Measurable, Attainable, Relevant and Time-bound (SMART) indicators. To begin with, one simple measure could be sample family expenditure and health survey based estimates of consumption/income, its distribution, health statistics based on anthropometric/body mass index estimates.
- (iv) Empirical convention calls for estimation of per capita income, which is not a robust measure of average for skewed distributions. One option could be to generate median income as a measure of average income and measure inclusion with reference to a threshold defined in terms of fraction of the median. Since median is the 50th percentile, one may measure inclusion with reference to the proportion of the bottom half with income above the threshold. This measure would also capture if the poorest of the poor have benefited by the growth process since any improvement in inclusion would get reflected in an increase in the median and a sustained increase in both would provide a SMART and convincing measure of inclusion. Similar measures of inclusion could be defined for years of schooling to measure educational attainment by gender.

Box 3: Indicators for Some Major Goals

Ideally these indicators have to be chosen by the local stakeholders taking into account their needs, constraints and aspirations. Hence, the list provided below is for illustration only. While the MDGs are defined for final outcome/impact

indicators only, SDGs would involve even process indicators like institution building and laying down rules of procedure. In other words, reaching different phases of the SDGDMES would also form an important subset of SDGs indicators.

Select Outcome/Impact Indicators (For illustration only)

Poverty & Hunger or Inclusive Growth:

- (i) Growth in Median Per Capita income/consumption expenditure.
- (ii) Growth in median food consumption/calorie intake.
- (iii) Improve Anthropometric indicators/Body Mass Index.

Social Justice:

- (i) Elasticity of mean consumption with reference to mean income (η), which would indicate, from an economic perspective, whether growth in income is broad based and inclusive since if growth were concentrated at the top, even mean consumption would not increase at a corresponding rate and η would be less than unity.
- (ii) Elasticity of median consumption with reference to mean consumption (ϵ). A value for $\epsilon > 1$, would imply a scenario approaching broad based growth. This would further corroborate the results on inclusive growth based on estimates of η ; and
- (iii) Inclusion coefficient (ψ) for consumption distribution which measures the proportion of bottom half of population (ordered with respect to per capita income) in the mainstream (neighbour hood of the median, however defined):
- (iv) Measures of Inclusive Co-efficient for: (a) Education: # of years of schooling; and (b) School life expectancy across gender/community/region

Food Security & Hunger:

- (i) Anthropometric indicators for children under age 5 years: Stunting (cause: growth retardation as an indicator of poverty) Wasting (low weight for height as an indicator of hunger) Underweight (low weight for age) Mid Upper Arm Circumference (indicator of hunger)

- Low birth weight (indicator of intrauterine growth retardation) Night blindness (Vitamin A deficiency) Low urine iodine excretion (indicator of iodine deficiency)
- (ii) Adults: Body Mass Index (low BMI indicates hunger) Total Goiter Rate (Iodine deficiency)
- (iii) Children & women: Anaemia (Iron deficiency)

Peace & stability:

- (i) Reduce incidence of / # of deaths due to violence per locality/district normalized with respect to population

Democracy / Empowerment:

- (i) Frequency of free and fair elections
- (ii) Percentage of eligible population participating in voting.

Gender Equality:

- (i) Political participation: Share of parliament seats held by women
- (ii) Economic participation: Share of official/senior positions held by women
- (iii) Economic opportunities: Income earned per capita

Health Status:

- (i) Access to safe drinking water

Awareness & Knowledge:

- (i) Access to educational institutions in the local community
- (ii) Awareness and access to internet
- (iii) Access to newspaper
- (iv) Newspaper circulation per literate/citizen
- (v) Density of TV channel subscribers per community

Indicators

Ideally indicators have to be chosen by the local stakeholders taking into account their needs, constraints and aspirations.

About SIDRA

SIDRA is a registered independent, not-for-profit Research and Policy Analysis Think Tank based in Garowe, Puntland, Somalia.

Our Vision

Somalia in which social justice prevails and inclusive economic growth benefits all and improves the well being of all people.

Our Mission

A centre of development and research that generates relevant and original knowledge for dynamic policy environment support, institutional capacity development and alliance.

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5. Recommendations

Realization of the Sustainable Development Goals would call for different types of tasks by different stakeholders. A broad profile is as follows:

Government:

- (I) Promote peace and stability by setting up an effective law and order machinery;
- (ii) Initiate the democratization process by formulating the necessary rules and regulations; and
- (iii) SDGDMES: Define the Framework for the institutional capacity in terms of a statistical act, inter-linkages between different ministries, departments for SDGs monitoring, academic institutions, civil society organizations, and the media.

Private sector:

- (I) Investment and development activity;
- (ii) Create jobs; hence, economic opportunities; and
- (iii) Participate and recommend policy choices.

Academic Institutions:

- (I) Promoting literacy
- (ii) Teaching, Training & research; and
- (iii) Participation in policy formulation and debate.

Civil Society:

- (I) Feedback for monitoring & evaluation; and
- (ii) Participation in forums on issues related to SDGs.

Non-Government Organizations:

- (I) Monitor and evaluate SDGs programmes;
- (ii) Conduct socio-economic household/micro level surveys;
- (iii) Conduct evaluations; and
- (iv) Participate in policy debates/workshops/forums on development issues.

Development Partners (International Institutions):

- (I) Resource support
- (ii) Technical assistance for developmental activities
- (iii) Statistical capacity building
- (iv) Monitoring and evaluation capacity; and
- (v) Coordinate and harmonize their data collection activities.

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