

# Strengthening Institutional Performance

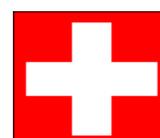
Capacity Development Programme  
in Somalia

## Quarterly Report January – March 2015 Strengthening Institutional Performance

Supporting the:  
Federal Government Republic of Somalia  
Government of Puntland  
Government of Somaliland

<b>Reporting Period</b>	January - March 2015
<b>Federal Government Counterparts</b>	Ministry of Planning and International Cooperation, Office of the Prime Minister, National Civil Service Commission, Aid Coordination Unit, Ministry of Labor, Ministry of Finance.
<b>Government of Puntland</b>	Ministry of Planning and International Cooperation, Civil Service Commission, Ministry of Labour, Youth and Sports, Puntland Good Governance and Anti-corruption Bureau.
<b>Government of Somaliland</b>	Ministry of National Planning and Development; Civil Service Commission; Civil Service Institute; Good Governance and Anti-Corruption Commission; Solicitor General's Office
<b>PSG</b>	Cross-Cutting - Capacity Development
<b>PSG priority</b>	
<b>Focus Locations:</b>	Mogadishu, Garowe, Hargeisa
<b>AWP Budget</b>	USD 6,781,907
<b>Available Funds for year</b>	USD 4,754,842
<b>Expenditure to date</b>	USD 958,949

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## ABBREVIATIONS AND ACRONYMS

ACU	Aid Coordination Unit
AMISOM	African Union Mission in Somalia
AWP	Annual Work Plan
CBS	Central Bank of Somalia
CD	Capacity Development
CSC	Civil Service Commission
CSI	Civil Service Institute
CSO	Civil Society Organization
DFID	Department for International Development
EU	European Union
FGC	Financial Governance Committee
FGS	Federal Government of Somalia
FR	Functional Review
GGACC	Good Governance and Anti-Corruption - Somaliland
GROL	Governance and Rule of Law Programme
ISF	Integrated Strategic Framework
JP	Joint Programme
JPLG	UN Joint Programme on Local Governance
LOA	Letter of Agreements
MIA	Mogadishu International Airport
MCG	Micro-Capital Grant
MoF	Ministry of Finance
MoLSA	Ministry of Labor and Social Affairs - Federal
MoNPD	Ministry of National Planning and Development - Somaliland
MoPIC	Ministry of Planning and International Cooperation
MOU	Memorandum of Understanding
MPTF	Multi Partner Trust Fund (UN)
NGO	Non-Governmental Organization
OPM	Office of the Prime Minister
PREP	Poverty Reduction and Environment Programme
PSGs	Peacebuilding and Statebuilding Goals
RBM	Results-Based Management
RoL	Rule of Law
SDRF	Somalia Development and Reconstruction Fund
SIDA	Swedish International Development Agency
TA	Technical Assistance
UNDP	United Nations Development Programme
UNSOM	UN Special Political Mission for Somalia
USAID	United States Agency for International Development
WB	World Bank

## SECTION 1 – KEY DEVELOPMENTS DURING THE REPORTING PERIOD

### Political and administrative developments

In early 2015 the new Federal Government was endorsed and resumed its functions. The newly appointed political leadership brought forward a renewed energy to tackle the various development agendas and equally introduced some change of personnel in key senior executive functions. Introductory meetings were held and new agendas were discussed. The resignation of the previous government and the entry of the new government did lead to some delay in the reform agendas the Capacity Development – Strengthening Institutional Performance (SIP) project is supporting. These include among others the deployment of support services and the renewal of cooperation agreements as new agendas needed to be agreed upon. Realignment of functions was carried out and the Aid Coordination Unit at the Federal level was relocated from the Ministry of Finance to the Ministry of Planning and International Cooperation.

The reshuffle of the government of Somaliland on March 6, 2015 affected some of the government ministries and commissions SIP is working with. The chairman of the Civil Service Commission was replaced by the former director of the Civil Service Institute, and a new Director General of the Civil Service Commission was appointed. The former Deputy Director was appointed as the new Director of the Civil Service Institute. The reshuffle also touched upon some of the pilot ministries of the functional review (e.g. the Minister of Education as well as the Vice-Minister of Interior were replaced). While these intra-government changes created some uncertainties in regard to the project's implementation, the UNDP-team in Hargeisa established appropriate working relations with the new appointees.

### New project development

The Interim Project support to the Federal and Puntland Governments, which was launched in 2014, was extended until July 2015 to accommodate for the delays incurred, as indicated in the dedicated Interim Project progress report. The interim project served three purposes: continue support to ongoing reform efforts, draft the new UNDP Capacity Development (SIP) project and prepare the implementation of the new project. The new SIP project document was produced and submitted to the SRDF Steering Committee in March 2015. With a substantial reduction of the initially foreseen scope, the project was provisionally endorsed by the Steering Committee. Donor agencies, however, were not in the position to provide the required financial resources and the discussions about re-prioritizing and re-sequencing the project were continuing into the second quarter of 2015.

### Project implementation summary

The support to the **Federal** government reform agenda was taken forward with the deployment of four international consultancy assignments. The Office of the Prime Minister (OPM) was supported with an Organizational Development Specialist to help design the restructuring of the OPM, the continued deployment of the national advisors as well as the provision of urgently required transport. The planning for the renovation of Villa Somalia advanced significantly.

The Ministry of Planning and International Cooperation (MoPIC) was supported with a Planning and Organizational Development Specialist, focusing predominantly on the M&E system, as well as the planning workshops with the ministries. The Civil Service Management Specialist worked closely with the CSC and Ministry of Labour to assess the present legal, policy and institutional environment and establish a medium term agenda to implement the reform in the field of Civil Service Management. Finally, the MoPIC (ACU) was supported with the implementation of the joint World Bank – UNDP review of the Aid Management System. The ACU equally continued to receive substantial financial support for its functions, including stimulating a stronger involvement of the federal (emerging) member states in the aid coordination architecture.

The UNDP assisted functional reviews of **Puntland** government institutions, which was completed in the Ministry of Planning and International Cooperation; the Ministry of Finance; the Ministry of Security & DDR;

and the Ministry of Interior in 2014, led to the technical assessment of civil servants in the form of written examinations in all these ministries. The assessment resulted into the replacement of 35% of heads of departments in these ministries. This was an unprecedented move by the Government in advancing implementation of its reform agenda and an indication of its seriousness and commitment to strengthen the quality of public administration in Puntland.

On 18 February, the President of Puntland issued Decree Number 16 (2015), expanding the mandate of Puntland Good Governance Bureau to include Anti-corruption. Thereafter, the Good Governance Bureau became the Puntland Good Governance and Anti-corruption Bureau. The inclusion of anticorruption in the mandate of the Bureau is a welcome development, but to translate this new function into real progress in the Bureau's efforts to promote good governance and fight corruption, it needs to be better resourced and organizationally strengthened.

Furthermore and in line with its Civil Service Reforms Strategy and in a move to step up the modernization of its civil service, the Puntland Government launched a six months training plan (Jan – June 2015). The 'Plan' is a 'by-product of a UNDP supported Training Needs Assessment (TNA) for the Ministry of Labour, Youth and Sports; the Ministry of Finance; the Ministry of Planning and International Cooperation; the Civil Service Commission; and the Auditor General's Office.

The significantly improved coordination between the Civil Service Commission and the Good Governance and Anti-Corruption Commission in **Somaliland** allowed the functional reviews of the selected ministries to accelerate. The Memorandum of Understanding between these two commissions and the four functional review pilot ministries has been signed, detailing results to be achieved, deadlines and responsible parties. The functional review has made a significant progress toward the end of March 2015, in anticipation of a final workshop and report in April 2015. Through a series of consultative meetings between UNDP and the government, the work plans and LoA's for the first half of 2015 were finalized while the activities for the 2nd half of 2015 will be finalized pending the donors' decision on funding.

### **Project management**

In anticipation of the new SIP project to receive its endorsement by the SRDF Steering Committee and following up on the findings of the SIDP evaluation, the UNDP project teams located in Mogadishu, Garowe and Hargeisa were strengthened. Senior international team leaders were engaged and deployed in Garowe and Mogadishu (in Hargeisa the team leader was already deployed in 2013) and the teams were further strengthened with national staff members. In similar terms, the programme support team was further strengthened and two UNV will take on their duties in the 2<sup>nd</sup> quarter of 2015. The strengthened teams and new staff members will allow a strong support on day-to-day basis to the project partners. The teams have a double task of providing both project management services – e.g. recruitment and management of consultancy services – and providing content advice on core reform processes the governments are undertaking.

As the SIP is the UNDP project in the joint and closely coordinated UNDP – World Bank support to the governments' Capacity Development programme, the teams equally support and closely work with the World Bank staff and consultants (as the World Bank does not have an in-field presence). The close cooperation between the World Bank and the UNDP is increasingly demonstrating its added value. For instance, the review of the UNDP Development Assistance Database (DAD) is being undertaken in a joint UNDP- World Bank review, which is leading to a joint set of recommendations and proposals for an improved set-up. The support provided to the Office of the Prime Minister concerning its organizational structure benefits from the coordinated advice and capacity of both UNDP and the World Bank, leading to harmonized and coherent recommendations.

## SECTION 2 – PROGRESS AGAINST OUTPUTS & PLANNED ACTIVITIES IN ANNUAL WORK PLAN

### OUTPUT 1 – Capacity gaps in priority institutions filled in placing staff and advisors in priority positions.

#### Narrative update on Progress towards Output – Federal

Most agencies have vacancies in priority positions related to key reform processes and require (temporary) embedded advisory services. The Capacity Injection Mechanism (CIM) to be operational for the Federal and Puntland Governments is still under development, jointly supported by the UNDP and the World Bank. Under ongoing arrangements and until the CIM is fully operational, temporary filling of capacity gaps is supported directly through the project.

The ‘capacity injection’ support to the **Federal Government** following previous arrangements is substantial: 13 advisors placed in the OPM and 23 advisors managing the ACU. In addition, during the first quarter the recruitment of 11 advisors for the MOPIC has started, with deployment foreseen in the 2<sup>nd</sup> quarter. In **Puntland**, 4 short term national embedded advisors were provided to MOPIC (3), Puntland Bureau of Good Governance (1).

For **Somaliland**, no CIM is foreseen and hence the filling of capacity gaps is supported directly through the project, and 1 national advisor is under contract to support the implementation of the Functional reviews.

Output Indicators	Baseline	Annual Target	Progress to date
Number of new recruits (disaggregated by sex, location, institution, position) within public institutions supported by UNDP	0	Federal: 10 Puntland:10 Somaliland: 5	Federal: 13 National Advisors / staff placed in OPM, 1 in the MoF 23 in ACU Recruitment 11 started at MoPIC Puntland: 4 (3 for MOPIC, 1 for PGGB) Somaliland: 0
Percentage of direct supervisors satisfied with new recruits	0	1. Federal: 75% 2. Puntland: 75% 3. Somaliland: 75%	Satisfaction not yet measured.
Planned Activities as per Annual Work Plan	Progress Against Activities		
1.1 Enhanced performance of the participating ministries and agencies Activity 1.1.1: Establishment of capacity injection mechanism (recruitment unit, recruitment policy for this activity and oversight mechanism) Activity 1.1.2: Staffing, placement, and salary payment of qualified personnel Activity 1.1.3: Implementation of Graduate programme  Specific activities foreseen in Somaliland concern the provision of advisors to CSC, CSI, GGACC, MoNP&D and the solicitor General Office (in total 15)	Activity 1.1.1: Provided WB colleagues with strategic support in the ongoing design and development of the capacity injection mechanism; Activity 1.1.2: 37 advisors placed in MOPIC – ACU, MoF and OPM. SIP supported MoPIC the recruitment of 11 high priority, short-term national advisory positions within the ministry. Their work will include the following priority functional areas: finance, policy and planning, information and communication technology, data management, international cooperation, statistics, and development planning.		

Activity 1.1.3: Not yet started  
The establishment of the CIM is taken forward predominantly by the World Bank, with advisory and practical support by UNDP. The process is well advanced and it is expected that CIM will become operational during the 2<sup>nd</sup> quarter. The donor community indicated that the funding foreseen for CIM related salary support as well TA support to the CIM management should be channeled solely through the WB MPTF.  
The present advisory support arrangements will be continued until the CIM is operational and then will stop, under the expectation that the CIM will take over.

In view of the uncertainty concerning funding of the project, the financing of embedded advisory functions in Somaliland has not yet taken off as per planning.

**Sources of Evidence for Results Progress and Achievements**

Payroll records  
Attendance sheets

## OUTPUT 2 – RATIONALIZED AND UPDATED CIVIL SERVICE MANAGEMENT POLICY, FRAMEWORK, SYSTEM, PROCESSES, AND GUIDELINES DEVELOPED.

### Narrative update on Progress towards Output

Several laws and regulatory instruments exist, but remain incomplete or insufficiently developed and the HR Management Framework is incomplete. The Federal, Puntland and Somaliland governments each identified civil service reform as a key priority. UNDP has been supporting this process also through the SIDP in previous years and the support to the Civil Service Reform is a dedicated component in the Capacity Development Flagship Programme and subsequently in the UNDP and World Bank projects. A sound division of labour between the World Bank and UNDP avoids overlap, while collectively a comprehensive support to the reform process is established.

In the 1<sup>st</sup> quarter of 2015, **The Federal Government** (mainly NCSC and MoLSA) was supported with an international Civil Service Management Specialist to come to terms with the medium term agenda and assess the present state of affairs, concerning the overall context, the legal and regulatory arrangements, the institutional arrangements as well as the more practical human resource management instruments. A draft report was submitted towards the end of the quarter, to be discussed and taken forward in the 2<sup>nd</sup> quarter of 2015. The close coordination and cooperation with the World Bank is very productive where the different consultancies of the World Bank and UNDP are closely coordinated, intensively exchanging information and analysis and harmonizing the advice provided to the Government.

In similar terms, a civil service specialist supported the Government of **Puntland** (mainly PCSC and MoLYS) with the assessments and agenda setting. A draft report and two comprehensive Advisory Notes on civil service legal and regulatory frameworks, and on institutional and management arrangements have been produced and shared with the **Puntland** government. This represents the first step towards the full rationalization of the civil service management policy, framework, system, processes, and guidelines, allowing for better delineation of responsibilities between the Puntland Ministry of Labour, Youth and Sport, and Puntland Civil Service Commission on the management of the Puntland Civil service. The Advisory Notes, together with recommendations from the review of the functions of the same institutions, currently being undertaken with support of UNDP consultants, will be used to guide the formulation of the respective organisational development plans and implementation strategies of the two institutions during the second quarter.

Due to the uncertain funding situation, no activities in this field were undertaken in **Somaliland**.

Output Indicators	Baseline	Annual Target	Progress to date
# of Civil Service Laws reviewed or amendments proposed	None	Federal: 1 draft Puntland: 1 draft Somaliland: 1 Draft	Initial reviews of the Federal and Puntland civil service laws have been undertaken. No progress made in Somaliland
# of HR Management Framework submitted	None	Federal: 1 draft Puntland: 1 draft Somaliland: 1 Draft	The components of such HRM Frameworks are included in the reports produced so far for the Federal

		<p>and Puntland Government; this is to be translated during the 2<sup>nd</sup> and 3<sup>rd</sup> quarter into outlines for the overall framework.</p> <p>No progress made in Somaliland</p>
Planned Activities as per Annual Work Plan		Progress Against Activities
<p>21 Rationalization and modernization of civil services</p> <p>Activity 2.1.1: Review and revision of existing Civil Service law and Civil Service Management Rules/Guidelines for Recruitment, Training, Performance Management and Rewards.</p> <p>Activity 2.1.2: Creation / improvement of gender disaggregated civil service database.</p>	<p>Activity 2.1.1:</p> <p><u>Federal</u>: A draft inception report prepared by the Civil Service Management Specialist is about to be finalized whereas the federal Civil Service Law is under a process of review and amendment.</p> <p><u>Puntland</u>: Analytical review of a wide range of civil service regulatory and policy frameworks, including the Civil Service Law, the Civil Service Reforms Strategy; and Civil Service management Decree 150; and civil service institutional and management arrangements for civil service management have been undertaken, leading to two Advisory Notes to the Government: one on legal and regulatory frameworks on civil service management; and the other on civil service institutional and management arrangements. The first drafts of the two Advisory Notes have been reviewed in series of consultative meetings with the leadership of the Ministry of Labour, Youth and Sport; and the Civil Service Commission in March. Both partners appreciated and accepted the analysis and agreed to work bilaterally towards building consensus on the recommendations and the roadmap for the implementation of the latter. The Puntland Civil Service Reform Strategy 2015-2017 (supported by UNDP in 2014) was translated from English to Somali. The Ministry of Labour, Youth and Sport is expected to present the strategy document to the Puntland Cabinet for review and approval.</p> <p>No progress was made in <u>Somaliland</u>.</p> <p>Activity 2.1.2: No progress</p>	
Sources of Evidence for Results Progress and Achievements		
<ul style="list-style-type: none"> <li>• Federal Government - (Draft) inception report and reviewed Civil Service Law with comments / proposed amendments</li> <li>• Puntland - Advisory Note 1: Civil Service Legal and Regulatory Frameworks with relevant annexes</li> <li>• Puntland - Advisory Note 2: Civil Service Institutional and Management Arrangements with relevant annexes</li> <li>• Puntland - Written feedback from the Government on the Advisory Notes</li> </ul>		

### OUTPUT 3 – IMPROVED TRAINING POLICY, FACILITIES AND PLANS PROPOSED.

#### Narrative update on Progress towards Output

While the Somaliland Government is endowed with a functional Civil Service Institute, the Federal Government wishes to reinvigorate the presently non-operational civil service training institute and the Puntland government intends to establish such an institute. Capacity development or comprehensive training policies and plans do not exist in any of the three governments. UNDP has supported this area through SIDP in previous years – having supported the CSI in Somaliland and the implementation of Training Needs Assessments in 2014. The results of the TNAs are to be taken forward in 2015. The CSI in Somaliland has been supported by UNDP until 2014 with operational expenditure, but since 2015 it has been included in the government budget and UNDP direct support has stopped.

The international Planning and Organizational Development Specialist supporting the **Federal** MoPIC established a Monitoring and Evaluation working group which received dedicated M&E training, coaching and support throughout the duration of the consultant’s input. With project support the MoPIC started a series of workshops for Directors and Director Generals of the different federal ministries to familiarize and discuss a new federal approach towards planning and the development of the new federal development plan (as replacement for the New Deal in 2017). The SIP team provided training input on Planning and Innovation at a MoPIC workshop in February. A dedicated training plan was developed for Federal ACU, intending to expose the staff members of the various subject matters relevant to the functions of the ACU.

The TNA that was undertaken in **Puntland** in 2014 was followed up with training activities late 2014 and early 2015. In **Somaliland**, dedicated training activities were undertaken in the context of the Functional Reviews.

Output Indicators	Baseline	Annual Target	Progress to date
# of Civil Service Training / Capacity Development Policy submitted	0	Federal: 1 draft Puntland: 1 draft Somaliland: 1 Draft	No activities were undertaken in the 1 <sup>st</sup> quarter.
Number of Civil Service Training Institutes established	Somaliland CSI existing since 2008 with UNDP support. On Federal and Puntland no operational CSI exist.	Federal: 1 CSI established Puntland: 1 CSI established	No activities were undertaken in the 1 <sup>st</sup> quarter
Number of trainings facilitated for civil servants	0	Federal: 4 Puntland: 4 Somaliland: 4	Federal: 2 Puntland: 8 Somaliland: 1
Number of consolidated reports produced from a consolidated tracking database for training provided to civil servants	None	Federal: 4 Puntland: 4 Somaliland: 4	No activities were undertaken in the 1 <sup>st</sup> quarter to establish the database.

Planned Activities as per Annual Work Plan	Progress Against Activities
<p>Activity 3.1.1: Support CSIs in developing and implementing strategic plans including road map for institutional development.</p> <p>Activity 3.1.2: Support CSIs in designing and implementing ToT modules, training manual and training plans based on needs assessment.</p>	<p>Activity 3.1.1:  <u>Somaliland</u> - Discussions on establishing an e-library at the CSI in Somaliland continued, including a teleconference call with the librarian of the library of the US embassy in Nairobi who provided for a free access to their electronic database. The CSI continued looking for viable solutions to have permanent access to an electronic library database</p> <p>Activity 3.1.2: No progress</p>
<p><b>Sources of Evidence for Results Progress and Achievements</b></p>	
<ul style="list-style-type: none"> <li>Minutes of meetings signed by counterparts on work in progress</li> </ul>	

## OUTPUT 4 – ASSESSMENTS, TOOLS, AND PLANS DEVELOPED FOR PRIORITY MINISTRIES TO RE-ORGANIZE THEMSELVES.

### Narrative update on Progress towards Output

While in all governments there is a strong recognition that the ministries would require reorganization to allow more efficient and effective implementation of their respective mandates, the present situation is characterized by weak or no re-organization plans, while reorganization efforts often are partial in scope and implementation. Most institutions suffer from insufficient working environment in terms of equipment and infrastructure.

Both the Office of the Prime Minister and the MOPIC of the **Federal Government** have been supported in their efforts to come to terms with the reorganization requirements. In close coordination with the World Bank efforts at the OPM, the UNDP organizational development advisor provided input in the proposals for the (new) overall structure and the different functionalities of the OPM. Similarly, initial work has commenced on an organizational/functional review of MoPIC. Reorganization, however, is a complex and often time consuming process to be implemented with close regard to the formal mandate, the functions to be implemented, office culture, institutional (coordination) arrangements as well as the roles and responsibilities of other FGS institutions. While significant progress is being made at the OPM, the process at MOPIC requires further attention and support. Of specific importance is the recent shift of ACU from the Ministry of Finance to MOPIC and the integration of ACU and its different functionalities requires further elaboration.

An important aspect of organizational performance is the quality and nature of the working environment in terms of infrastructure, ITC and other assets. In this context, the ACU and OPM were supported with means of transport.

In the context of the review of the Civil Service Management framework, an appropriate role and responsibility distribution between the CSC and MOLSA is essential. This has been reviewed and recommendations will be taken forward during the 2<sup>nd</sup> quarter.

In **Puntland**, the Functional Review activities were equally taken forward from 2014 targeting five new government institutions. Data collection and analysis; and formulation of new organizational charts for all five institutions had been initiated and expected to be finalized in the second quarter.

In **Somaliland**, the Functional Review activities were equally taken forward from 2014. By the end of the quarter the functional review consultants had drafted organizational manuals for four ministries (Ministry of Health, Ministry of Education and Higher Studies, Ministry of National Planning & Development, Ministry of Interior); organizational charts (down to departmental level and unit levels) for four ministries; quick wins plans for four ministries; roadmaps for four ministries; administrative regulations for four ministries; other management instruments for four ministries. In the course of the work on the functional review in Q1, a large number of meetings were held with the different ministries. At the request of JPLG, the functional review consultants participated in a workshop on March 3, 2015, in Nairobi to share the methodology and preliminary findings of the functional review in Somaliland.

Output Indicators	Baseline	Annual Target	Progress to date
Number of organizational / functional reviews carried out	0	Federal: 1 Puntland: 3 Somaliland: 3	Fed: Initial work at MoPIC started Pun: Five Organizations reviewed (Ministry of Planning and International

			Cooperation, Ministry of Security and DDR, Ministry of Finance, Ministry of Interior, Local Government and Rural Development) Som: Draft completed for 4 institutions (Ministry of Health, Ministry of Education and Higher Studies, Ministry of National Planning & Development, Ministry of Interior)
Number of new organograms submitted for approval	0	Federal: 1 Puntland: 3 Somaliland: 3	Fed: 1 completed (OPM proposed, WB lead, UNDP support) Pun: 5 org charts under development Som: Drafts completed for 4 institutions
Number of change management plans developed and submitted for approval	0	Federal: 1 Puntland: 3 Somaliland: 3	Fed: 0 - Work has started for MoPIC Pun: 1 - MoPIC completed
Number of institutions supported with infrastructure and equipment	During the previous SIDP project several institutions were supported.	Federal: 5 Puntland: 5 Somaliland: 5	Fed: 2 (MoPIC- ACU and OPM) Pun: 0 Som: 0
<b>Planned Activities as per Annual Work Plan</b>		<b>Progress Against Activities</b>	
<p>4.1 Organizational structure and processes of selected partners are rationalized and enabled for better efficiency and effectiveness.</p> <p>Activity 4.1.1: Implementation of strategic organizational management, functional and change management reviews and action plans.</p> <p>Activity 4.1.2: Support selected partners in preparation and implementation of change management plan.</p> <p>Activity 4.1.3: Support selected partners in the management of physical and operational infrastructure.</p>		<p>Activity 4.1.1:</p> <p><u>Federal</u> - UNDP provided inputs in the WB led efforts to develop a new organisational structure for the OPM, and initial work started for MOPIC.</p> <p><u>Puntland</u> - Five key government institutions, viz: the Ministry of Labour, Youth and Sports; the Civil Service Commission; the Ministry of Women Development and Family Affairs, the Ministry of Education; and the Ministry of Health, were selected for review under the second phase of the functional review exercise, designed to streamline their respective functions and to assist them in the formulation and implementation of change management plans. Through a high level consultative meeting with Ministers/Head of the selected ministries/institutions, the methodology and process of the functional review</p>	

was shared and agreed by the government.

Activity 4.1.2:

Puntland - Data collection, focusing on the composition and nature of work of each staff, section and department as well as the relative workloads in each of these five institutions was completed (see above). The information with respect to two of the institutions (the Ministry of Labour, Youth and Sports; and the Civil Service Commission) was verified in consultative meetings with their respective management teams. Analysis of data collected and identification of streamlined functions for all five institutions have been initiated; and formulation of new organograms and change management plans for of two (the Ministry of Labour, Youth and Sports; the Civil Service Commission and Civil Service Commission) have begun.

Activity 4.1.3:

Federal - OPM and MoPIC-ACU were supported with means of transport, while the work advanced for the rehabilitation of the Villa Somalia (planned to be completed in the 3<sup>rd</sup> quarter).

Puntland - Preparatory work for undertaking assessment of Information Communication Technology (ICT) infrastructure needs for selected ministries has been initiated under a Letter of Agreement with the Ministry of Planning and International Cooperation. The Ministry is expected to undertake the ICT assessment in May, which will be followed by the procurement and installation of the required facilities. The process of initiating the formulation of Bill of Quantities for the rehabilitation of office premises for the Ministry of Labour to provide them with suitable working space has begun. The timelines for the rehabilitation will depend the complexity of work required, cost and availability of resources.

**Sources of Evidence for Results Progress and Achievements**

Draft End of Assignment Report

Consultancy reports

Meeting records

## OUTPUT 5 – GUIDANCE FOR POLICY DEVELOPMENT AND IMPLEMENTATION RELATED TO ROLES AND RESPONSIBILITIES OF DIFFERENT PUBLIC ENTITIES, INTER-MINISTERIAL COORDINATION AND STRATEGIC GUIDELINES DEVELOPED.

### Narrative update on Progress towards Output

Policy development and coordination management processes are not or insufficiently institutionalized, often leading to challenges in policy processes and ensuring the appropriate parties participate in the work to develop policies, plans and strategies.

At the **Federal** level the joint and coordination support by the World Bank and UNDP in the 1<sup>st</sup> quarter focused on the overall organizational structure of the OPM, where the World Bank will further support the Policy Unit and the Capacity Development unit (as this is the project management unit for the World Bank project), while UNDP will focus on strategic communications and the cabinet work. With the organizational structure nearing completion towards the end of the 1<sup>st</sup> quarter, the allocation of staff and advisors to the appropriate units, the design of detailed TORs and work-process descriptions is under way.

Preliminary work undertaken by the Planning and Organizational Development Specialist within MoPIC has touched on inter-ministerial coordination and strategic guidelines/linkages very specific to aid coordination, national policies and planning and a central / national monitoring and evaluation framework. This requires further work and MoPIC needs to engage substantively in greater dialogue, content discussion and discovery in order to understand, own and adopt the recommendations fully. The Change Management Specialist located with the MoF has supported significant policy and procedure development work specific to Public Financial Management (detailed under progress against activities below). Within the context of the civil service reform, the coordination structure between the different parties involved will be essential and initial work on the possible structure of such coordination has been undertaken, to be taken forward in the 2<sup>nd</sup> quarter.

In **Puntland**, the Good Governance Commission was supported to draft a basic coordination proposal for the State Government. In addition, the MoPIC was assisted in formulating its 3 year strategic Plan (2015-2017); and in establishing an Inter-Ministerial Coordination System, which received Puntland Cabinet approval.

**Somaliland**, no activities in this area were undertaken.

Output Indicators	Baseline	Annual Target	Progress to date
Number of policy development guidelines developed		Federal: 3 Puntland: 5 Somaliland: 5	<u>Fed</u> : Civil Service Law is under review <u>Pun</u> : Internal Human Resource Policy developed for the Ministry of Women Development and Family Affairs <u>Som</u> : 0
Number of proposals developed to clarify roles and responsibilities of individual government institutions		Federal: 3 Puntland: 5 Somaliland: 5	<u>Fed</u> : Provided inputs in WB-led work on OPM reform, work on MOPIC proceeding. <u>Pun</u> : 5 ongoing and to be completed by June <u>Som</u> : 0

Number of inter-ministerial coordination meetings facilitated	None	Federal: 3 Puntland: 5 Somaliland: 5	<u>Fed</u> : MoPIC Workshop on government coordination for planning <u>Pun</u> : Cabinet meeting discussion on the simplified coordination system <u>Som</u> : 0
Planned Activities as per Annual Work Plan		Progress Against Activities	
<p>51 System and processes for policy development, defining roles and responsibilities institutionalizing and inter-ministerial coordination mechanisms developed and implemented.</p> <p>Activity 5.1.1: TA and other support to policy development, defining roles and responsibilities and institutionalizing intra-government coordination.</p> <p>Activity 5.1.2: TA and other support to selected partners in (collaborative) policy development and coordination.</p>		<p>Activity 5.1.1:</p> <p><u>Federal</u>: Developed first Public Financial Management procedures manual since 1962 outlining the budget execution process, including payment processes and financial control framework. It sets out roles and responsibilities of Budget department, Accountant General Office, Line Ministries and all relevant parties across the budget cycle. The manual has been translated into Somali and will be rolled out in Q2.</p> <p>Developed Travel Policy governing official international and domestic travel undertaken by FGS officials to attend meetings and conferences, participate in training courses, official briefings, official consultations, and state visits, including per diem rates.</p> <p>Developed eligibility criteria for the reimbursement of non-salary recurrent costs under the World Bank Multi Partner Fund. Eligibility criteria include enhanced controls, where the government’s process is weak or not yet in place (i.e. procurement). This is a pilot programme and upon review will be rolled out to all ministries, agencies and departments. The purpose of this programme is to strengthen the controls around the non-salary recurrent costs through meeting enhanced standards in the same way payroll reform was undertaken.</p> <p>Developed Asset Recovery Policy statement addressing the management of recovered assets by the Somali Government. This policy statement was reviewed and endorsed by the FGC, CBS Governor, MoF, Prime Minister and President’s office and will be issued in Q2.</p> <p>Developed simplified procurement guidelines and a training course for procurement of goods and services under the government budget for non-salary recurrent costs. Training will focus on simplified procedures for 2 basic methods of Request for Quotation (shopping procedure) and Single Source Selection (direct contracting), as most transactions fall under the threshold of shopping</p>	

procedures. The training was rolled out to the first 4 pilot MDAs (Ministries, Department, Agencies) by MoF.

Puntland - 3 year strategic Plan (2015-2017) of the Ministry of Planning and International Cooperation developed. Embedded in the process was training of the staff of the ministry in the translation of priorities of the government into tangible and implementable strategies and activities.

Human Resource Policy and code of ethics for the Ministry of Women Development and Family Affairs developed.

Somaliland – no progress

Activity 5.12.

Federal – Initial work has started on the Civil Service Management arrangements.

Puntland - A simplified Inter ministerial Coordination System was formulated and approved by the Puntland Cabinet. The formulation process was combined with technical advice to the implementing partner, the Good Governance and Anti-corruption Bureau in the formulation of its annual work plan.

37 officials, including eight females from the Ministry of Planning and International Cooperation; Ministry of Labor, Youth and Sports; Civil Service Commission; and Puntland Good Governance and Anti-Corruption Bureau were trained in good governance and service delivery

#### Sources of Evidence for Results Progress and Achievements

- Federal - Draft report by Planning and Organizational Development Specialist
- Federal - Public Financial Management procedures manual
- Federal - Travel Policy governing official international and domestic travel undertaken by FGS officials
- Federal - Eligibility criteria for the reimbursement of non-salary recurrent costs under the World Bank Multi Partner Fund
- Federal - Asset Recovery Policy statement
- Federal - Simplified procurement guidelines and an associated training course with relevant materials
- Puntland - Ministry of Women Human Resource Policy and the Code of Ethics
- Puntland - Simplified inter-ministerial coordination system endorsed by the cabinet

## OUTPUT 6 – GUIDANCE TO UNDERTAKE DEVELOPMENT PLANNING, STATISTICS AND AID COORDINATION INCLUDING REPORTING DEVELOPED.

### Narrative update on Progress towards Output

Planning, M&E and Statistics approaches exist, but remain predominantly characterized by ad hoc arrangements. UNDP supported the development of the 5 Year Development Plan in Puntland and provided limited support in the field of statistics. Late 2014, UNDP organized a workshop to discuss the establishment of a Common Platform for Data Management, which is to be taken forward in 2015. UNDP supports the Federal Aid coordination structure (ACU), with increasing attention toward an inclusive approach to ensure appropriate participation of the different state level governments. UNDP has supported the implementation of the Development Assistance Database.

The Planning and Organizational Development Specialist working with the **Federal** MoPIC focused predominantly on the M&E system and proposed a comprehensive approach to strengthen this function within MOPIC, while staff were trained on the core aspects of M&E. The specialist equally integrated an approach towards inter-ministerial coordination and strategic guidelines/linkages. This requires further work and is to be taken forward in the 2<sup>nd</sup> quarter. The discussions on the approach to take towards replacing the New Deal (which expires at the end of 2016) continued and, with UNDP support, MOPIC organized a workshop with ministerial directors and general directors. The Aid Coordination Unit with the establishment of the new government was shifted from the Ministry of Finance to the MOPIC. The further integration of ACU in the MOPIC structure requires further attention. ACU is currently fully funded and resourced (ICT, furniture and equipment, vehicle, staff) by UNDP's SIP programme. While urgency to develop the ACU dictated this approach, it is both an inappropriate and unsustainable arrangement on the medium term that will need to be reviewed in the near future. Aid Coordination is a core of government function, and requires integration of the ACU in the Ministry, on budget support and staffing with civil servants. Due to less than satisfactory performance of the DAD, a joint World Bank – UNDP review started in 2014 and continued in 2015. It is expected the final conclusion on the future shape and structure of the new DAD/AIMS will be reached during the 2<sup>nd</sup> quarter of 2015.

In **Puntland**, the MOPIC was supported to develop an Aid Coordination Structure with clear vision, mission, goals and functional mechanisms. In **Somaliland**, no activities in this field were undertaken.

Output Indicators	Baseline	Annual Target	Progress to date
Number of institutional coordination arrangements for development policy drafted	0	Federal: 1 Puntland: 1 Somaliland: 1	<u>Fed</u> : Initial works started <u>Pun</u> : Integrated in the Strategic Business Plan for MOPIC <u>Som</u> : no activities undertaken.
Number of Statistical Strategies reviewed, amended, updated or developed.	0	Federal: 1 Puntland: 1 Somaliland: 1	<u>All</u> : A draft proposal to develop a common platform for data management has been developed and is under discussion.
Number of processes, tools and	0	Federal: 1	No activities were undertaken in the 1 <sup>st</sup>

guidelines for collection and storage of data developed		Puntland: 1 Somaliland: 1	quarter
# of Aid Coordination Architecture developed and institutionalized	ACU on Federal level has been supported since mid2014. ACU activities in Puntland were starting in 2014. In Somaliland there is no dedicated ACU.	Federal: 1 Puntland: 1 Somaliland: 1	<u>Fed</u> : The ACU on Federal level is operational and increasingly includes the (interim) Federal Member States. <u>Pun</u> : Proposal for Aid Coordination Structure developed <u>Som</u> : No activities
Number of DAD/AIMS systems operational	DAD is operational, but its functioning is only partially satisfactory.	Federal: 1 Puntland: 1 Somaliland: 1	<u>All</u> : The Aid Information Management System (AIMS) is being reviewed and a draft report with recommendations to improve aid information management in Somalia (and Somaliland) will be available in April.
Number of Quarterly reports on Aid Flows are generated through DAD/AIMS	DAD allows on demand report production.	Federal: 2 Puntland: 2 Somaliland: 2	<u>All</u> : Reports can be extracted from the DAD system.
Planned Activities as per Annual Work Plan		Progress Against Activities	
<p>6.1 Institutional performance related to development planning, statistics and aid coordination and management is strengthened.</p> <p>Activity 6.1.1: TA and other support for developing mechanism, tools, manuals and business processes of development planning and reporting systems.</p> <p>Activity 6.1.2: TA and other support for developing mechanism, tools, manuals and business processes of statistics systems.</p> <p>Activity 6.1.3: TA and other support for developing mechanism, tools, manuals and business processes of the Aid Coordination systems.</p>		<p>Activity 6.1.1:</p> <p><u>Federal</u> - Preliminary work has been done in at MoPIC relating to functions, mandate, roles and responsibilities in relation to planning and international cooperation; the relationship between planning and a national monitoring and evaluation framework by the Planning and Organizational Development Specialist – further follow up required;</p> <p><u>Puntland</u> - Draft Monitoring and Evaluation Policy has been formulated. The policy needs to be reviewed finalised and presented to the Puntland cabinet for approval.</p> <p><u>Somaliland</u>: No activities were undertaken.</p> <p>Activity 6.1.2:</p> <p><u>Federal</u> - Some preliminary work has been done in these areas by the Planning and Organizational Development Specialist – further follow up required;</p> <p>Activity 7.1.3:</p>	

All - A consultant (Aid Management Review Specialist) was hired in late December 2014 to conduct, in collaboration with WB consultant, an aid management review in Somalia. The consultants undertook discussions with Somali stakeholders/donors in Mogadishu and Hargeisa aimed at determining the functionality of the existing Aid Information Management System (AIMS). The consultants are expected to deliver in April a report with recommendations to improve aid information management in Somalia (and Somaliland). Support was provided to ACU for implementation of the following activities: Recruitment of six Peacebuilding & State building Goals (PSG) Coordinators; Development of a training plan for ACU staff; Technical Secretariat support to the Somali Development & Reconstruction Fund (SDRF) Steering Committee and PSG WG meetings within Q1; Raising awareness of the New Deal with different stakeholders (ministries, sub-federal governments, civil society, etc.); Engagement of sub-federal governments in the implementation of the Somali Compact (basically in PSG WG and SDRF SC meetings); Liaison with regional authorities to foster coordination (missions held to Baidoa and Garowe); Organization of New Deal Committee meetings

Puntland - Draft Aid Coordination Structure with clear vision, mission, goals and functional mechanisms has been formulated. The structure should be reviewed and finalised for approval. The process would have added value if lessons in Aid Coordination at Federal level are drawn upon.

#### Sources of Evidence for Results Progress and Achievements

- All - Draft report / review of AIMS
- Federal - draft report by Planning and Organizational Development Specialist – Federal MoPIC
- Puntland - Ministry of Planning 3 Year Business Plan
- Puntland - Draft of Monitoring and Evaluation Policy
- Puntland - Draft Aid Coordination Policy available on request.

## OUTPUT 7 – PROJECT MANAGEMENT ARRANGEMENTS ARE ESTABLISHED AND APPROPRIATE PROJECT IMPLEMENTATION ENSURED

### Narrative update on Progress towards Output

The various evaluations and assessments of the SIDP forwarded a number recommendations concerning the management structure of such a project, which were taken forward in the design of the new CD project - the SIP. The recommendations included ensuring a strong management arrangement in the three locations (Mogadishu, Garowe and Hargeisa), ensuring a strong attention for M&E and contract management, ensuring follow-up of support agendas to create stronger consistency in support and greater results-orientation over time, as well as a stronger oversight function on central level. The recommendations were taken forward upon completion of the final evaluation and were expected to be in place early 2015.

The **central UNDP Capacity Development Programme team** – overseeing the SIP - is still under development. The team consists of the (international) Programme Manager, the (international) Aid Coordination Specialist, the (national) Contract and Finance Officer and the (national) UNV - administrative support officer. During the 2<sup>nd</sup> quarter, (international) UNV staff is expected to strengthen the team in the fields of contract management and M&E and Reporting. Depending on funding availability, the central team is expected to be further strengthened with a statistics and gender specialist – both international, and an (national) diaspora coordinator.

The **Federal** project management team has been newly established with the appointment of a senior (international) team leader, a (national) project specialist and a (national) finance and contract assistant.

The **Puntland** project management team equally has been established according to the same formula.

The **Somaliland** project management team already benefited from a senior (international) team leader and a (national) project specialist, and during the 1<sup>st</sup> quarter Of 2015, a (national) contract and finance assistant was added to the team.

Depending on fund-availability, the individual project teams are expected to be further strengthened with a (national) gender specialist.

The project management teams broadly have two distinct functions:

Project management – planning, reporting, contract management, relationship and partner management.

Content advisory support to the partners – focusing on the different project components

Output Indicators	Baseline	Annual Target	Progress to date
Number of Project Board meetings are convened as scheduled		Federal: 2 Puntland: 2 Somaliland: 2	Not in the first quarter.
Number of Project progress reports generated periodically or monitored,		Federal: 2 Puntland: 2	See list below.

reviewed and evaluated.		Somaliland: 2	
Percentage of staff in the Project teams recruited.	None	Combined: 90%	One Project Board meeting convened as scheduled. One Project progress report generated 100% of core Mogadishu team recruited
<b>Planned Activities as per Annual Work Plan</b>		<b>Progress Against Activities</b>	
<p>7.1 Project is implemented efficiently and effectively.</p> <p>Activity 7.1.1: Ensuring staffing and consultancy arrangements are in place.</p> <p>Activity 7.1.2: Ensuring teams have appropriate operational environment with appropriate support services.</p> <p>Activity 8.1.3: Ensuring reporting, reviewing and M&amp;E systems are in place.</p>		<p>Activity 7.1.1: The project management teams are fully staffed with the core teams (three persons), while depending on available funding the more specialized staff (gender, statistics) and the programme management team will be completed.</p> <p>Activity 7.1.2: While the teams all have their operational environment appropriately organized, it remain challenging in Mogadishu due to the security situation where permanent occupation of the UNCC is not yet possible and space at the MIA is limited.</p> <p>Activity 7.1.2: A dedicated progress report June – December 2014 for the CD interim project submitted to partners.</p>	
<b>Sources of Evidence for Results Progress and Achievements</b>			
<p>Employment and consultancy contracts</p> <p>Progress report for June – December 2014.</p>			

## SECTION 3 – CROSS-CUTTING ISSUES (GENDER, HIV/AIDS, PEACE AND CONFLICT, HUMAN RIGHTS)

### Gender

Gender has been mainstreamed in the SIP Project document and – depending on funding availability- it is expected that dedicated project staff will be deployed to take the agenda forward. Within the context of the SIP, the main attention goes to ensuring that gender mainstreaming is appropriately addressed in the recommendations made by the project to the national partners concerning the different policies, processes and procedures.

The Federal Government and the governments in Puntland and Somaliland are taking positive steps related to gender matters and would like to see the situation further improving, however, the gender gap remains significant. The project will endeavor to contribute to improvements through mainstreaming gender in the core of government functions.

In the present situation, where most of the government approaches in the different subject matters either require rather extensive review or need to be developed from scratch, there is an unprecedented opportunity to mainstream gender in core of government functions – like human resource management, ex-ante review mechanisms of legal and policy instruments, planning and M&E processes, and statistics.

In partnership with UN-Women a dedicated gender staffing establishment will be implemented (depending on funding) to ensure that the project recommendation comply with these intentions.

In **Puntland** the Ministry of Women Development and Family Affairs supported in the formulation of engendered human resource policies and code of ethics. Further focus will be on mainstreaming gender in the review of civil service legal and regulatory frameworks, and institutional and management arrangements; and in the support for policy development, strategic planning and aid coordination.

Also in Puntland, 35% of civil servants trained represents women. This is a significant development overall. However, disaggregated in types of training, only an average of 14% of women were trained in areas of strategic importance (M&E, strategic planning and good governance), while the composition of women trained in relatively less strategic areas (personnel and youth mobilization) is 67%. This calls for more efforts in the engagement of women civil servants in more strategic issues.

Internally, the aim is to realize around 50% male / 50% female project staffing establishment. The staffing set-up at the end of the 1<sup>st</sup> quarter was as follows, which shows a 40% female – 60% male distribution.

Position	Name	M	F	Location
Programme Manager	Albert Soer	X		Nairobi
Team Leader	Sergei Pushkarev	X		Hargeisa
Team Leader	Momodou Dibba	X		Garowe
Team Leader	Barry Greville-Eyres	X		Mogadishu
Project Specialist – Aid Coordination	Pau Blanquer	X		Mogadishu
Project Specialist	Samira Hassan		X	Hargeisa
Project Specialist	Musa Aden	X		Garowe
Project Specialist	Mohamed Ahmed	X		Mogadishu
Finance and Contracting Analyst	Annette Makau		X	Nairobi
Finance and Contracting Analyst	Yahya Abdi	X		Hargeisa
Finance and Contracting Analyst	Nimo Said		X	Garowe

Finance and Contracting Analyst	Faiza Sheikh		X	Mogadishu
Project Associate	Keziah Kuria		X	Nairobi

A challenge in ensuring a gender balanced project team is that the number of female candidates for senior positions has been very limited, and on two occasions a selected female candidate turned down the job offer.

#### **HIV-AIDS**

No dedicated activities are foreseen to address HIV-AIDS. However, HIV-AIDS is expected to be included in the civil service management framework.

#### **Peace and Conflict.**

The contribution the SIP makes to peace and conflict management is based on the following thought sequence. First, there is no international evidence that sustainable peace is realized in the absence of a functioning government system. Secondly, there is no international evidence that a government system functions sustainably in the absence of appropriately arranged core of government functions.

The SIP therefore focuses on these core of government functions in close coordination with the World Bank. The core of government functions specifically addressed in the UNDP project include internal coordination mechanism (e.g. cabinet), external coordination (e.g. ACU), horizontal and vertical role and responsibility distribution (e.g. functional reviews), inclusive planning frameworks, evidence based decision making through M&E frameworks and statistics, civil service management, and public financial management.

Also, embedded in the project implementation strategy is the Do-No-Harm principle. It has been noted in this context that the composition of the Puntland Government and the direction of its reforms have a lot of focus on diversity within the Somali ethno-social and post-conflict context. As the CDP programme continues to support the government in moving the reform agenda forward, it is imperative that we are cognizant of the need for preservation of this deliberate government strategy, hence the focus on Do-No-Harm principles.

#### **Human Rights**

No dedicated activities are foreseen to address human rights. However, Human Rights are expected to be addressed through the civil service management framework – e.g. through citizen charters.

## SECTION 4 – CHALLENGES / LESSONS LEARNT

Challenges and risks (see below) are closely related and often overlapping – as a ‘challenge’ can evolve in a threat for result realization. The challenges and lessons learned presented below are predominantly related to structural features that impact the implementation of the various activities.

A significant challenge when dealing with government institutions is often the lack of a fully competent **second tier, or middle management, cadre** (Directors, Deputy Directors and Technical Managers) to engage with on substantive technical and management issues. In most cases, the key point(s) of contact with the partners (and often the gatekeepers in institutions) are the 1<sup>st</sup> tier cadre (Permanent Secretaries, Director Generals) or the political level (ministers, deputy and state ministers). Insufficient internal models and approaches of delegation and or communication on development initiatives often leads to insufficient understanding on the work-floor, and hence, to challenged realizing progress in the more practical work like development of procedures, work-process improvements and the like.

The often very busy and in-high-demand senior staff understandably finds it challenging to respond to the different initiatives and follow-up on progress. The sheer requirements of the senior staff to be able to focus on a plethora of competing political, administrative, personal or developmental issues is impressive and would require a competent 2<sup>nd</sup> tier to support and implement.

A potential solution is the strengthening of the middle management cadre through an accelerated leadership and management development programme or strategic placement of experienced national advisors to fill potential voids and serve in the critical position of interlocutors.

While the government structures are emerging and solidifying, it remains a challenge that horizontal **role and responsibility distribution** in the government structures is not in all cases sufficiently defined. Discussions focusing on mandate – e.g. in civil service management in Puntland and the Federal Government, regarding the implementation on the functional reviews in Somaliland – where the discussion would need to functions on coordination arrangements to tackle the complex agenda ahead continues to lead to misunderstandings, oddly focused international assistance, and in the end delays in implementation of the development and reform agendas. In similar terms, the role and responsibility distribution between the federal government and the (emerging) state governments also is not yet clearly spelled out, leading to difficulties in developing policies, strategies and work-processes that are based on a clear mandate, role and responsibility structure.

Many of the partners are still rather unfamiliar with **international and consultancy assistance**. This often leads to unrealistic expectations and confusion concerning delivery by (international) consultancy. Often valuable time (and hence funds) is lost because meetings are canceled at the last minute, no-show of staff in workshops and meetings, or last minute change of agenda, and – most frequently – consultants are left to their own device to develop the agenda and gather information that more efficiently could be provided by the national partners. This leads to situations where international short-term technical advisors conduct government/partner-based assignments in what is best described as a ‘vacuum’, frequently in the absence of dedicated technical and or managerial counterparts. This together with limited, on site access impacts upon on-the-job contact, support, training and coaching – Capacity Development efficacy is thus greatly reduced. Solutions in this regard could include a critical yet rapid assessment of institutional readiness / receptiveness to hosting an ongoing technical assignment and if so, a standard operating procedure guiding the ‘rules of the game’ for such assignments. One such rule could include the formalized attachment of dedicated counterpart(s) to the consultant on an ongoing basis along with other rules or requirements.

Related to consultancy management is the **status of the outputs** individual consultancies produce. Until documents, proposals, recommendations etc., are formally adopted by the Government, they cannot be referred to as Government documents or positions. To clarify the status, the project enforces the inclusion of a standard sentence on the cover page of the documents (*This document has been produced with the assistance of the capacity development programme of the UNDP. Under no circumstances should this report be interpreted as an official government document*) and requests the government partners to formally respond to the final document submitted to the government.

One promising avenue was developed in the context of the functional reviews in Somaliland. During 2014, the disagreement between the Good Governance and Anti-Corruption Commission and the Civil Service Commission concerning their respective roles in the reviews became a major roadblock to realise progress. After a series of discussions, all parties agreed to sign a **Memorandum of Understanding**, stipulating those roles and the cooperation significantly improved. The same approach was followed to clarify the roles, responsibilities and expectations with the ministries supported in the implementation of the functional reviews, and MoU were signed between the Commissions and concerned line ministries. This equally addressed a finding from the analytical stage of the functional review where the commission and the line ministries indicated not to feel full responsibility and ownership of the functional review, viewing it as purely UNDP exercise. The signature of these two documents has helped to accelerate the implementation and increase national ownership.

The project operates in an environment that at the same time is evolving rapidly and that it is only partially understood. This means that **forward planning remains difficult** as it cannot precisely be foreseen how long specific result realization will take, whether or not all support needs are planned, whether or not newly intervening factors emerge, whether or not full understanding and stable consensus on expectations are realized. This means that in order to be able to realize results, the project activity planned should remain flexible to a certain degree. For example, the Somaliland government requested that a training be done with director generals and department heads on the new structures and management instruments emanating from the functional reviews to gain better insight. Although it was not planned originally, the team decided that this is essential for the overall success, so appropriate planning and work days were allocated.

## SECTION 5 – RISK MANAGEMENT

This section can be used to update or use the risk logs developed during the project development stage and provide any mitigation measures being undertaken by the project.

Type of Risk <sup>1</sup>	Description of Risk	Mitigating Measures
Political	Change of Ministers and senior staff in the Ministries.	Recent history has shown that at Federal level the government changes regularly and the impact is high. The situation in Puntland and Somaliland is more stable. The level of engagement with the counterpart government institutions at both political leadership; and middle and senior management levels is being stepped up as part of the project management and implementation. This is to ensure a fair degree of continuity and stability in project management and oversight even if there are frequent changes in the political leadership of the counterpart institutions. The government reshuffle in Somaliland took place in early March 2015, and due to good relations with several managers in each government institution the project was able to continue without interruption.
Organisational	Lack of agreement on coordination and cooperation arrangements	Broad agreement on the Flagship Programme has been reached through several workshops involving all core stakeholders. Regular follow-up meetings and transparency in decision-making, information availability and communication help to create an atmosphere of common direction. Putting in place in-field project management teams ensures dedicated and more frequent face to face engagement with local implementing partners. This has slowly but progressively strengthened the level of confidence of the counterparts in the partnership and thus foster more effective engagements between the partners and UNDP.
Security	Serious deterioration of the security situation.	The situation in Mogadishu, Garowe and Hargeisa is very different, with Garowe and Hargeisa relatively secure and Mogadishu highly volatile. To minimize dependence on face to face engagement with the leadership of counterpart institutions in project implementation, especially in situations where changes in the security environment do not permit such a mode of engagement, alternative mechanisms, including remote engagements through electronic means, will be pursued. The situation is closely monitored, and instructions by DSS are followed.
Operational	Delay in Recruitment of project management and International	Recruitment is planned well in advance, and engaging HR contractors will be explored to ensure timely deployment of required staff- both national and international.

<sup>1</sup> Environmental; Financial; Operational; Organizational; Political; Regulatory; Security; Strategic; Other.

	and national full time technical staff	All the staff required for the entire project will be assessed in advance, and a special recruitment drive will be conducted to attract better and required talents, and deployed. The uncertainties concerning funding of the project resulted in uncertainties in the implementation of the project.
Operational	Absence of qualified consultants to implement the assignments	The strategy to use a combination of national and international professionals to support key aspects of the project implementation guarantees availability of the consultants.
Finances	Lack of donor funding	Donors were not yet in the position to commit funding to the new project. While work can continue for a short while, clarity is urgently required. In the situation of financial uncertainty, support to longer term change has been delayed.
Strategic	Dynamic government agenda Increased presence of development partners in Somaliland	A dynamically evolving government agenda is normal in a (post-) conflict development context. Close and continuous dialogue with the government on the priorities and upcoming needs of the government will allow continued alignment of the project with the priorities and continued relevance of the project. Where previously UNDP often was the sole possible source of assistance for the Government, the governments now have the opportunity to select their partners in a more diverse landscape. For the project, this may lead to situations where it has to withdraw from certain areas of support as other (international) development partners step in. The project needs to be in close contact with other development partners to adjust its strategy to those priorities where the government prefers support by UNDP.

## SECTION 6 – MONITORING AND OVERSIGHT ACTIVITIES

Monitoring Activity	Date	Description & Comments	Key Findings / Recommendations
Stakeholder Review Consultations	Various dates	Several meetings were held with government (OPM, MoPIC) and donor (WB, EU and DFID) partners to discuss and deliberate on the proposed SIP Project Document and Budget	

## ANNEX 1: TRAINING DATA

#	Target Group		Dates	# of participants		Title of the training	Location of training	Training provider
	Ministry, District or UN staff	Others		M	F			
	<b>FEDERAL</b>							
1.	MoPIC staff		7 <sup>th</sup> -9 <sup>th</sup> February 2015	~ 30	~5	Planning and Innovation	Jazeera Palace Hotel Mogadishu	UNDP SIP – Albert Soer
2.	MoPIC staff		7 <sup>th</sup> -9 <sup>th</sup> February 2015	6	2	Monitoring and Evaluation Training Workshop	Mogadishu Takforce Compound	UNDP SIP – Vincent Fruchart
	<b>SOMALILAND</b>							
3.	Good Governance and Anti-Corruption, Civil Service Commission, and Civil Service Institute Technical Teams		27 <sup>th</sup> January, 2015	12	1	Ministerial Administrative Procedures Drafting Guidelines	Civil Service Institute	Gulaid Salbeen- CSI Deputy Director Jens Rubner- FR International Consultant
	<b>PUNTLAND</b>							
4.	Staff of MoPIC, MoLYS, CSC & GGAB		5-6 Jan 2015	29	8	Good Governance and Service Delivery	MoPIC	International Consultant
5.	Staff of MoPIC, MoLYS, CSC & GGAB		7-8 Jan 2015	4	3	Merit-based civil service recruitment and selection	CSC	International Consultant
6.	Staff of MoPIC, MoLYS, CSC & GGAB.		11-12 Jan 2015	15	2	Strategic Planning and Management of work plans	MoPIC	International Consultant
7.	Staff of MoPIC, MoLYS, CSC & GGAB		14-15 Jan 2015	12	5	Training Needs Assessment and Management Training.	MoLYS	International Consultant
8.	Staff of MoPIC MoLYS, CSC & GGAB		18- 19 Jan 2015	15	2	Monitoring and Evaluation of I/NGOs annual and mid-term plans.	MoPIC	International Consultant
9.	Staff of MoPIC, MoLYS, CSC & GGAB		24 Jan 2014	2	9	Implementation of National Youth Policy	MoLYS	International Consultant
10.	Staff of MoPIC, MoLYS, CSC & GGAB		25-26 Jan 2015	4	3	Personnel Records and Asset Management-Mandate	CSC	International Consultant
11.	Staff of MoPIC, MoLYS, CSC & GGAB		28-29 Jan 2015	12	3	Planning Techniques and methodologies.	MoPIC	International Consultant
			TOTAL	151	43			

## ANNEX 2 – OVERVIEW OF REPORTS

TITLE	DATE	NATIONAL PARTNERS	COMMENTS
<b>FEDERAL GOVERNMENT SOMALIA</b>			
Capacity Assessment (HACT)	March 2015	Ministry of Planning and International Cooperation – ACU	‘Significant Risk’ rating - Indicates an underdeveloped financial management system or control framework with a significant likelihood of potential negative impact on the IP’s ability to execute the programme in accordance with the work plan.
Capacity Assessment (HACT)	March 2015	Ministry of Planning and International Cooperation	‘Significant Risk’ rating - Indicates an underdeveloped financial management system or control framework with a significant likelihood of potential negative impact on the IP’s ability to execute the programme in accordance with the work plan.
Capacity Assessment (HACT)	March 2015	Office of the Prime Minister	Significant Risk’ rating - Indicates an underdeveloped financial management system or control framework with a significant likelihood of potential negative impact on the IP’s ability to execute the programme in accordance with the work plan.
Strengthening Central Policy and Coordination Functions	March 2015	Ministry of Planning and International Cooperation	End of Mission Report. Draft – pending finalization in April 2015
Civil Service Reform Agenda for the Federal Government. Moving Forward	March 2015	National Civil Service Commission and Ministry of Labor and Social Affairs	Inception Report. Draft – pending finalization in April 2015
Charting a way forward for the Office of the Prime Minister	March 2015	Office of the Prime Minister	Inception Report. Draft – pending finalization in April 2015
<b>SOMALILAND</b>			
Capacity assessment (HACT)	February 2015	Somaliland Ministry of National Planning and Development	“Moderate risk” rating - Indicates a developed financial management system and control framework with moderate likelihood of potential negative impact on the IP’s ability to execute the programme in accordance with the work plan.
Capacity assessment (HACT)	February 2015	Somaliland Civil Service Commission.	“Moderate risk” rating - Indicates a developed financial management system and control framework with moderate likelihood of potential negative impact on the IP’s ability to execute the programme in accordance with the work plan.

Organizational manuals	March 2015	Ministry of Health, Ministry of National Planning and Development, Ministry of Interior, and Ministry of Education and Higher Education	Organizational manuals contain the following documents: mission, vision, mandate; organizational chart; staffing list and telephone directory; functions and position descriptions
Functional review implementation plan	January 2015	Civil Service Commission and Good Governance and Anti-Corruption Commission	The functional review implementation plan provides for the timetable on deliverables and deadlines
Functional review quick wins plan	February 2015	Civil Service Commission and Good Governance and Anti-Corruption Commission	The quick wins plan details organizational changes which can be implemented immediately with no additional resources
<b>PUNTLAND</b>			
Capacity Assessment (HACT)	March 2015	Ministry of Planning & International Cooperation (MOPIC)	'Significant Risk' rating - Indicates an underdeveloped financial management system or control framework with a significant likelihood of potential negative impact on the IP's ability to execute the programme in accordance with the work plan.
Capacity Assessment (HACT)	March 2015	Ministry of Women Development and Family Affairs	'Significant Risk' rating - Indicates an underdeveloped financial management system or control framework with a significant likelihood of potential negative impact on the IP's ability to execute the programme in accordance with the work plan.
Civil Service Reform Strategy 2015-2017 (English and Somali)		Puntland Ministry of Labor, Youth and Sports Puntland Civil Service Commission	Supported the translation which enable the Ministry to submit to the Puntland Cabinet for review and approval
Status report for Civil Service Commission and the Ministry of Labor, Youth and Sports		Puntland Ministry of Labor, Youth and Sports Puntland Civil Service Commission	The report catalogues data collected from the two institutions for the review of their respective functions
3 Year Business Plan (2014-17)		Puntland Ministry of National Planning and International Cooperation	Formulated through a participatory process designed to guarantee ownership
Simplified Inter-ministerial coordination system		Puntland Ministry of National Planning and International Cooperation	The report endorsed by the Puntland Cabinet Draft – pending Cabinet Approval
Human Resource Policy and the Code of Ethics		Puntland Ministry of Women Development and Family Affairs	Draft - Expected to be applied across the government once approved.
Draft of Monitoring and Evaluation		Puntland Ministry of National Planning and International Cooperation	Draft – pending Cabinet Approval
Aid Coordination Policy		Puntland Ministry of National Planning and International Cooperation	Draft – pending Cabinet Approval
Advisory Notes on Civil Service Legal and Regulatory Frameworks		Puntland Ministry of Labor, Youth and Sports Puntland Civil Service Commission	Draft- Under review by the two government partner institutions

Advisory Noted on Civil Institutional and Management Arrangements		Puntland Ministry of Labor, Youth and Sports Puntland Civil Service Commission	Draft- Under review by the two government partner institutions
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