

# Somali Institutional Development Project



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## CONTEXTUAL ANALYSIS

### FEDERAL LEVEL

Significant developments in the political arena in Q4 had profound impacts on the political process and institutional development. On 7 October 2012, the President nominated a Prime Minister who selected a Council of Ministers, removing or altering the portfolios of most ministries. Parliament's House of the People endorsed the Cabinet in November, and they worked together on a common legislative agenda. Insecurity and overall lack of support human and infrastructure capacity were ongoing challenges. Political agreement on the allocation of top positions in ministries and on the composition of committees within the HoP, were peacefully resolved and solidified a positive political process. At the end of 2012 the budget has not yet been passed.

### PUNTLAND

The President released a decree (No. 150 of 19/11/2013) formally demarcating the mandates of the MoLYS and CSC. The decree divides the responsibilities thus: recruitment and training of civil servants now lies with MoLYS, as does civil service reform and related policy development and the 'promotion of harmonious institutional relations.' As before, it retains the labour and social security portfolio. Meanwhile the CSC has development of procedures and guidance for recruitment, performance-based management and termination of civil servants- therefore taking on a largely advisory role, including in civil service reform. The implications are that civil service law and labour laws will have to be revised once more, though uncertainty remains over how the continuing overlap in many areas of their mandates will be governed.

### SOMALILAND

District elections were held this quarter, which affected work and delivery against project results. Ministers and their staff were often called away to campaign on behalf of their political parties, leading the CSC chairman to issue a statement to the press (but no public formal complaint) that civil servants should not make themselves available to campaign. In the meantime, Anti-Corruption legislation was passed from the HoP to Upper House, where substantial further edits were made; the final content of this legislation will underpin the role and functions of the Good Governance and Anti-Corruption Commission (GGACC).

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**PROGRAMME:**  
Governance and Rule of Law

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## RESULTS

SL	Indicator	2.2.2.1 Number of public hearings held by government institutions, disaggregated by rural and urban areas	R
	Result	0/2 public perception surveys carried out.	
	Comment	Phase 2 of service delivery survey delayed, therefore full report not available. Phase 2 and the Anti-corruption perception survey postponed to 2013.	
SL	Indicator	2.2.2.2 Level of progress made in developing and strengthening anti-corruption institutions and mechanisms is "high", "medium", or "low"	Y
	Result	Good Gov Anti-Corruption (GGACC) Establishment Act passed to Upper House for discussion & approval	
	Comment	Anti-Corruption video completed. GGACC staff training on anti-corruption principles. First steps towards drafting strategic plan completed.	
SL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	G
	Result	2 further sessions held on the public sector reform framework at the DG level.	
	Comment	Reform task force has developed plans for formal coordination of reforms, including at Minsiterial/political level. Reform work is ongoing.	
SL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	89M,95F were trained on short courses, 206M,47F were trained on Degree courses, 28M,16F on Diploma c	
	Comment	323M and 158F Civil servants were trained by CSI on the Q4.	
SL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	36M, 5F- 25 GGACC staff & management, and 26 externals trained on good governance.	
	Comment	Trainings were focusing on Good Governance and anti-corruption, internally for staff and externally for Civil Society, DGs and INGOs working mainly on Good Governance	
SL	Indicator	2.2.2.3 Code of conduct and other necessary supportive and legally binding rules and regulations developed	Y
	Result	2 reviews on Civil Service Commission structure and Job Descriptions.	
	Comment	CSC reviewed their own organic strcuture and the Job Decription of the staff and their reporting lines to avoid duplication and confusion.	
PL	Indicator	2.2.2.1 Number of public hearings held by government institutions, disaggregated by rural and urban areas	G
	Result	Public service delivery survey and aid effectiveness perception survey agreed for 2013	
	Comment	Public service delivery survey a joint effort between central and local government, to begin in Q1 2013.	

## RESULTS

PL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	35- 17 MPs & parliamentary staff ICT training; 18 Ministry of Labour (MoLYS) staff trained.	
	Comment	15 MoLYS staff trained on organisational change; 3 on data entry for the civil servant database. Further trainings planned for 2013.	
SL	Indicator	Frameworks/Mechanisms and Tools for the implementation and M&E of the National Development Plan (NDP) established by the Ministry of Planning (MoPND)	R
	Result	No notable results	
	Comment	2 MoPND department leads (SIDP's counterparts) were away (for family reasons) this Q, and Ministry progress minimal.	
SL	Indicator	Number of institutions with asset registration systems developed and asset registration carried out	Y
	Result	0 -Asset registration manual revised to management manual, but no asset registration took place	
	Comment	Accountant General's Office (AGO) agreed to go ahead with work in asset management, supported by consultants rather than international firms, and asset registration will follow finalisation.	
SL	Indicator	Number of institutions undergoing basic capacity assessment according to an agreed methodology	R
	Result	0 - Office of the Auditor General (OAG) assessment not complete, and may be cancelled.	
	Comment	AGO and Ministry of Finance (MoF) assessments cancelled, as are part of PFM reform review process- Ministry wants to conduct internally.	
SL	Indicator	Training impact assessment of Civil Service Institute (CSI) and ACCA (Association of Certified Chartered Accountants) students completed	G
	Result	ACCA student impact assessment in SL and PL completed, led by CSI in SL, and SIDP staff in PL.	
	Comment	CSI impact assessment of some students completed, but report not produced.	
SL	Indicator	New building for the SL Accountant General's Office (AGO) and Office of the Auditor General (OAG) constructed	R
	Result	Draft design of building complete.	
	Comment	Progress does not meet target timelines, which will impact on completion date.	
SL	Indicator	Policies, procedures and tools to support the administration of the civil service developed	G
	Result	CSC database operational, with some data added; policy gap analysis drafting ongoing.	
	Comment	Planned staff survey was postponed because of district elections.	

## RESULTS

SL	Indicator	Number of CSI trainers attending Train the Trainers (TOT) course	G
	Result	36 (5 women)- SIDP consultant provided TOT four sessions	
	Comment	First phase of TOT looked at basic principles in adult learning.	
SL	Indicator	Number of CSI short course curricula reviewed	Y
	Result	3- further reviews planned for 2013.	
	Comment	The Curricula of CSI was reviewed by external Consultants brought by CSI from Ethiopia and America with support from CSI team, they have reviewed to be more appropriate to the local context.	
PL	Indicator	Participatory development planning process designed and agreed	G
	Result	A full review of previous development plan and concept note for new planning process completed.	
	Comment	Working sessions also held on strengths and weaknesses of participatory process. New State Min and DMin just on board at MoPIC.	
PL	Indicator	Number of institutions undergoing basic capacity assessment according to an agreed methodology	Y
	Result	3- CSC, MoLYS (Labour) and MoPIC (Planning) assessments completed, recommendations to be agree	
	Comment	Partners were awaiting Presidential decision on mandates before agreeing a programme of work for 2013 (part of assessment recommendations).	
PL	Indicator	Number of institutional mandates mapped and conflicts identified and resolved	Y
	Result	2- SIDP advisors consulted directly with the President on the demarcation of mandates.	
	Comment	The presidential decree still contains much overlap and lacks specificity in some crucial areas.	
PL	Indicator	Policies, procedures and tools to support the administration of the civil service developed	G
	Result	Draft recruitment and retention policies revised; staff survey completed in with MoLYS	
	Comment	Training on data entry (MoLYS) to civil service database ongoing.	
PL	Indicator	Improved customs business process to reduce revenue leakage, clearance time and transaction costs	G
	Result	Completed: new org structure; clearance SOPs; training manuals; declaration form.	
	Comment	Analysis provided to gov't on revenue loss through exchange rate miscalculation: gov't yet to make final decision.	

## RESULTS

PL	Indicator	Construction of the Ministry of Planning (MoPIC) building	G
	Result	Dilapidated building in MoPIC compound renovated, with electrical wiring.	
	Comment	Building will house the aid coordination unit.	
FL	Indicator	Newly established House of the People is united with a vision and mission, and has a strategic plan	G
	Result	3-day planning retreat held and HoP Strategic Plan developed	
	Comment	Implementation plan for the strategic plan to be finalized in Q1 2013	
FL	Indicator	A plan for Parliamentary Business proceedings and committee structure is developed by the House of the People	G
	Result	Committee Structure developed, including Chairs and membership.	
	Comment		
FL	Indicator	The House of the People has a plan for building priority administrative capacities	Y
	Result	Assessment conducted, a plan for building priority administrative capacities developed and approved	
	Comment	Crucial decisions about funding and appointment of key administrative posts prevented work from continuing at pace, however work began designing a young graduate scheme.	
ALL	Indicator	Number of Letter of Agreement (LoA) Reports received from partner institutions of acceptable standard and good quality, on time	Y
	Result	2- all other reports were late, but 3 institutions submitted good quality reports	
	Comment	Quality of reporting from CSI, Somaliland House of the People and Somaliland Good Governance and Anti-Corruption Commission. Somaliland OAG shown marked improvement; no improvement from Puntland.	
ALL	Indicator	Number of QUESTS-MIDA participants hired after the start of agreed recruitment phase	Y
	Result	1- for the Puntland Civil Service Commission	
	Comment	7 additional positions were under recruitment.	



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## ACTIVITY HIGHLIGHTS

### FEDERAL LEVEL

A House of the People (HoP) committee structure was developed and approved by Parliament. The HoP's planning and visioning retreat was held, with majority of MP's in attendance, and a Strategic Plan developed and approved. An assessment of staff, infrastructure and equipment conducted, leading to the development and approval of a plan for building priority administrative capacities.

### PUNTLAND

A concept note for the development of a Puntland Three Year Development Plan was drafted by the MoPIC, and revised with the input of SIDP consultants and the Gender and JPLG teams in Garowe. The concept note highlighted the importance of the foundation being in consultations, with technical support and analysis of cross-cutting issues, and in communication of decision making and prioritization.

### SOMALILAND

The Good Governance and Anti-Corruption Commission, building on civil society consultations in Q3, developed a 2 minute short film about corruption, following closely an Islamic proverb that 'bribe money used to buy food for your family is like feeding them fire'.

## PARTNERSHIPS

The evolving relationship amongst public financial management (PFM) partners- including the World Bank and the Ministry of Finance in Somaliland- seemed to reach greater stability in Q4, with the closer involvement of higher level decision makers at both UNDP and the World Bank, and a clear position emerging from the MoF. In a meeting in November, the MoF remained firm on its decision to reject the provision of any ongoing technical assistance to PFM partners (including the OAG), until a PFM reform strategy had been developed. They also requested that no new support (or LoAs) should be planned before this time. Although UNDP strongly suggested that ongoing technical assistance through firms can make positive contributions to reform decisions, it had to seek other options for securing the appropriate technical support for ongoing work. In support to the House of the People (HoP) in Mogadishu, positive coordination with NDI, AWEPA and other international partners continued, through regular consultations, common workplans aligned to the planning process of the HoP, to ensure that support to parliament is coherent and complementary. The Speaker himself played a strong role overcoming challenges of reducing overlap of partners' activities, and stakeholders have agreed a 6 month priority matrix, with the Speaker leading monthly coordination meetings.

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## PEACE AND CONFLICT

In PL, SIDP and JPLG negotiated a joint government public service delivery survey (Q1 2013), which aims to address key conflict drivers relevant to governance. It will allow the government to reach out to the public (targeting a broad constituency) with a clear mechanism for feed-back into policy. As a cooperative effort between state and local government, it promotes a more balanced approach to statebuilding. SIDP worked closely with the CSC to develop an approach which included consultation with other line ministries, as well as partnership with local government. In Mogadishu, the HoP strategic plan focuses on the role of the HoP on achieving national unity for a peaceful future, spearheading dialogue on contentious issues and ensuring close working collaboration with the President and Cabinet. The Strategic Advisor to the HoP played a key role in resolving tensions felt amongst MPs regarding the strategic plan, relationship with the Speaker, and wider political issues.

## GENDER

The project has contributed to promotion of women MP's role, and holding separate sessions with women MP's during the Strategic Planning retreat of the Parliament. The sessions have discussed how they can influence policy making and legislation development, on the possibilities of forming of a Women's caucus in the House of the People and on the role it could play in inflecting work of House of the People and bringing to attention of the Speaker and Parliamentary leadership key issues for and causes of Somali Women. Women MP's also learned about assistance which can be available for their coordination with NGO', academia and broad civil society and local communities.

## UPCOMING QUARTER

In January, a public service delivery survey is to begin in Puntland, on behalf of the state government by the Civil Service Commission (CSC) and in collaboration with JPLG and local governments. The project will also begin formal negotiations with the government in Mogadishu around future support from UNDP, in preparation for final approval of all 2013 workplans in Somalia. A 2 minute documentary film, by the What Took You So Long team, will look at SIDP's work in the public sector in Somaliland.



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## REFLECTIONS / LESSONS

In Mogadishu, both executive and parliamentary-focused work faced challenges associated with the logistics of operating in a difficult security environment; both individual meetings and large events required huge effort to organize, though to an extent increased UNDP presence has alleviated some of this. The project struggled to provide support to the newly established government faced with great expectations but suffering from lack of resources, whilst also ensuring assistance is coordinated with other international actors and aligned to priorities agreed across government. The project aimed to overturn business as usual programming in its support to the HoP's strategic plan: all MPs contributed to a consultation process led by an ad-hoc strategic planning committee of MPs, in a 3 day workshop. The plan was then approved by the HoP in an open vote: the process lent the product legitimacy, serving as base for unity of MP's within a vision for the Parliament and their work.

An unanticipated outcome of technical advice given in PL was the substance of a Presidential decree formally demarcating the mandates of the Ministry of Labour (MoLYS) and the Civil Service Commission (CSC)- an issue which the project had been struggling with for much of 2012. Although the decree cited UNDP advice (which had been given directly to the President) as a major influencing factor, its contents did not follow the spirit or the letter of advice given. This approach, whilst circumventing political gatekeepers by going straight to the President, did not account for the continuing political influences which later caused the President to adjust his decisions. The uncertainty surrounding the potential end to President Farole's term (and therefore whether this decision would be overthrown) prevented the project from immediately taking steps to support this mandate demarcation.

In SL, the conduct of partners at the Project Board indicated that SIDP's change in approach over 2011 and 2012 is reaping rewards, as government partners explained the clear need for coordination and cooperation amongst themselves at both technical and leadership levels when it comes to reform, and how they have made concrete plans for this partnership. Interviewees in a perception-based monitoring exercise identified changing staff attitudes and approaches, and openness to information-based decision making as the most significant changes as a result of UNDP's work- a short documentary following this story is due for release in Q1. In PL SIDP staff members interviewed ACCA students and their colleagues, gathering information about the perceived impact of the training programme (full review planned for Q1): as in SL, workplace behavior, attitude and communication skills were all emphasized as a beneficial outcome. A civil servant noted "studying ACCA enabled me to gain work ready skills and knowledge, especially in managing my time and improving communication."

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### CUMULATIVE PROJECT FINANCIAL SUMMARY

APPROVED BUDGET	\$ 5,999,679.00
TOTAL (DISBURSEMENTS + COMMITMENTS)	\$ 4,291,476.00
BALANCE OF FUNDS	\$ 1,708,203.00
% DELIVERY (AGAINST APPROVED BUDGET)	72%