

# Somali Institutional Development Project



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## CONTEXTUAL ANALYSIS

### FEDERAL LEVEL

Following the election of the Parliamentary leadership and the President, new opportunities have opened up for SIDP and the international community at large to engage with the new government at a strategic level, and to provide coordinated support to the implementation of well-defined government priorities. The first pillar of the President's 6 pillar plan stresses good governance, and SIDP worked with a core team from within his Office to elaborate immediate priorities in support of this pillar. SIDP has also been working closely with the Office of the Speaker (in conjunction with partners NDI and AWEPA) on the establishment of parliamentary priorities.

### PUNTLAND

SIDP's work has seen more positive attitudes towards, and greater levels of engagement with, complex Public Sector Reform issues, from Cabinet level to DG level and below. The demarcation of mandates between the Puntland Civil Service Commission (CSC) and the Ministry of Labour (MoLYS) continues to create conflict within government, and affect both partnership with SIDP and relationships within government. SIDP advocated for a government-led intervention to resolve this issue, and provided technical advice to the Ministry of Planning (MoPIC) to inform negotiations: the President has now tasked the Chief of Cabinet to oversee this process, and a final proposal for demarcation is to be presented directly to the President.

### SOMALILAND

In Somaliland, the lack of clarity about institutional mandates, roles and responsibilities continues to affect project implementation. Key partners in public sector reform, despite active joint participation in technical discussions led by UNDP, continue to clash privately over 'ownership' of reform processes, and over rights and responsibilities as supported in new or proposed legislation: this includes the Establishment Act of the Good Governance and Anti-Corruption Commission (GGACC), which parliament is currently debating. Currently, there is a large exercise on mapping of mandates supported by UNDP, but the government's attention is now shifting towards the local elections which are planned to take place in November 28.

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**PROGRAMME:**  
Governance and Rule of Law

**REPORT PERIOD:**  
Q3 - 1 July to 30 September 2012

**DATE SUBMITTED:**  
10/10/2012 12:06:29 AM

**STATUS:**  
Final

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## RESULTS

SL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	461- CSI trained 367 male and female civil servants; MoPND trained 60; 34 ACCA students lectured.	
	Comment	CSI trained 92 men (M) and 72 women (F) on short courses, 141 M and 40 F continued degree courses and 9 M and 13 F took diplomas in English. No ACCA students sat exams.	
SL	Indicator	2.2.2.2 Level of progress made in developing and strengthening anti-corruption institutions and mechanisms is "high", "medium", or "low"	G
	Result	Medium progress of institutional strengthening of GGACC	
	Comment	GGACC held focus groups to define advocacy messages and conducted system checks to identify corruption risks in business processes. GGACC cap assessment done. Establishment Act with parliament.	
PL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	Y
	Result	42- 12 DGs trained on management, accounting and auditing, and 30 ACCA students.	
	Comment	Trainings covered civil servants from MoF, MoLYS, MoPIC, CSC; no ACCA students sat exams.	
PL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	G
	Result	Public Sector Reform (PSR) Framework Approved and CSC Strategic Plan drafted	
	Comment	Puntland cabinet approved the PSR Framework in a consensus while functional review and training needs assessment TORs were agreed by all stakeholders.	
FL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	18- QM participants trained MoF cashiers on accounting, financial and cash management procedures	
	Comment	The trainees were familiarized on applicable tax rates for different types of taxes (including direct and indirect taxes).	
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)	G
	Result	Yes- Data collection tools developed and technical group (SMET) established.	
	Comment	Gov't endorsed the implementation strategy for M&E policy, and MoPND conducted joint M&E missions with local organisations, using new tools. (44 gov't staff trained.) Await SIDP TA arrival.	
SL	Indicator	Number of institutions with asset registration systems developed and asset registration carried out	R
	Result	The Accountant General's Office (AGO) has not yet carried out a planned asset registration exercise.	
	Comment	The AGO has delayed the recruitment of a local consultant to support development of asset registration across government. (Only 2 institutions currently have assets formally registered with the AGO.)	

## RESULTS

SL	Indicator	Number of institutions undergoing basic capacity assessment according to an agreed methodology	G
	Result	2- MoPND and Good Governance and Anti-Corruption Commission (GGACC)	
	Comment	SIDP consultant carried out baseline capacity assessment for MoNPD and Good Governance and Anti-Corruption Commission. Report of the Assessment was submitted to SL MoNPD.	
SL	Indicator	Number of institutional mandates mapped and conflicts identified and resolved	G
	Result	The CSC has mapped out all institutional mandates (31), and shared with the State Attorney.	
	Comment	UNDP consultant advised on the process for mapping out mandates of ministries and their departmental functions and staff numbers; next steps are technical assistance for analysis of conflict areas.	
SL	Indicator	The government produces an aid effectiveness report which makes use of DAD data and is available in Somali language	G
	Result	The MoPND produced an aid coordination report, circulated during the HCLAF, which used DAD data.	
	Comment	Report looks at key issues such as donor fragmentation, and used DAD to check against Ministry lists of registered organisations. However, the analysis does not take poor data quality into account.	
SL	Indicator	New building for the SL Accountant General's Office (AGO) and Office of the Auditor General (OAG) constructed	R
	Result	Preliminary concept designs, final layouts, sites, and design requirements agreed by AGO & OAG.	
	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 redefined strategy, restructured: dev workplans, concept for CS database & new survey tools	
	Comment	More interaction with other actors (4 DG meetings) = better knowledge of HR & CSR needs; CSC using examination as one rightsizing tool; taking first steps towards determining salary scales	
SL	Indicator	Training impact assessment of CSI and ACCA students completed	Y
	Result	Training impact assessment tools developed by CSI and UNDP, and UNDP advised on the methodology.	
	Comment	The implementation of the assessment is awaiting recruitment of the consultant	
PL	Indicator	Number of institutions undergoing basic capacity assessment according to an agreed methodology	Y
	Result	Work has started on the Ministry of Finance, Ministry of Labour and Civil Service Commission.	
	Comment	Key documents collected, methodology and objectives of assessment discussed with partners, but findings not agreed.	

## RESULTS

PL	Indicator	30 graduates recruited in a transparent process according to an agreed young graduate internship scheme	Y
	Result	Young graduate scheme for 6 government institutions agreed, but graduates not yet recruited.	
	Comment	Government deliberations delayed implementation. The scheme will be managed by the MoF; the CSC will oversee the recruitment- an important pilot of their systems.	
PL	Indicator	Policies, procedures and tools to support the administration of the civil service developed	Y
	Result	No, although data for 2400 (of 4440) civil servants entered into MoLYS database.	
	Comment	Structural improvements to the database, from feedback, ongoing in MoLYS. PL CSC slow during transition in Mogadishu, as QUESTS-MIDA participant was asked to join the Technical Selection Committee.	
PL	Indicator	Improved customs business process to reduce revenue leakage, clearance time and transaction costs	G
	Result	Business process mapping done (to form baseline for indicator); TNA questionnaires distributed	
	Comment	Options for immediate steps to streamline the duty calculation process presented to customs department. Recommendations to be taken forward with Ministry of Finance senior management next quarter	
PL	Indicator	Number of institutional mandates mapped and conflicts identified and resolved	Y
	Result	The respective mandates and responsibilities of CSC and MoLYS have not formally been clarified.	
	Comment	After individual consultations failed to resolve issues, SIDP advised the Minister of Planning, and then the Cabinet, on technical elements of demarcation, to support internal government resolution.	
FL	Indicator	Number of institutions undergoing Public Institution Continuity Arrangements survey (number of institutions providing baseline information on human resources, assets, and policy priorities)	G
	Result	24 institutions provided information to the survey team, who produced an analysis report.	
	Comment	Information gathered on the mandates, assets, and basic staffing of 24 institutions should provide the new government with vital information during transition.	
FL	Indicator	Parliamentary leadership and President elected following due process	G
	Result	Parliamentary leadership elected on 27th August; President elected on 10th September.	
	Comment	A SIDP consultant provided technical and strategic advice to the election process, working with UNDP, UNSOA, AMISOM, UNPOS and NDI, and a dedicated team of MPs on the logistics of the elections.	
FL	Indicator	Orientation course organized for newly elected MPs with focus on political settlement	G
	Result	Speaker has agreed objectives, agenda, venue and date of orientation (joint UNDP, NDI, AWEPA)	
	Comment	SIDP met with Speaker in Mogadishu to discuss a concept note (drafted by NDI), where objectives and logistics were agreed. Speaker requested a session on ethics/conduct and a planning session.	

## RESULTS

SL	Indicator	Number of institutions receiving LoA management training	Y
	Result	1- the Good Governance and Anti-Corruption Commission participated in a two day training.	
	Comment	Developed training materials focusing on the objectives of the LoA mechanism, narrative and financial reporting, donor visibility and procurement. CSC and AGO were also due to attend.	
SL	Indicator	Number of Letter of Agreement (LoA) Reports received from partner institutions of acceptable standard and good quality, on time	Y
	Result	1- Most reports are received late; in general quality of reports (esp financial) needs improvement	
	Comment	The GGACC, MoPND and Parliament produced excellent reports; the AGO and the CSC have also submitted reports.	
FL	Indicator	Joint workplan and mechanisms for coordination of support to the National Federal Parliament (between UNDP, NDI, AWEPA and other partners) are established	G
	Result	A joint workplan for four months has been agreed; basic standards for engagement discussed.	
	Comment	The partners meet regularly and agree on common approaches (e.g. local consultant salaries) but await decisions by parl on long term strategic support before drafting joint MoU.	
FL	Indicator	Number of Letter of Agreement (LoA) Reports received from partner institutions of acceptable standard and good quality, on time	Y
	Result	Report from the (TFG) Ministry of Finance received.	
	Comment	The MoF will need training, as narrative report lacked appropriate detail.	
ALL	Indicator	Number of QUESTS-MIDA participants hired after the start of agreed recruitment phase	G
	Result	Agreement phase started at the end of September.	
	Comment	NA	



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## ACTIVITY HIGHLIGHTS

### FEDERAL LEVEL

UNDP provided hands on technical advice and logistics support to the election of the parliamentary leadership and the President, together with UNSOA, AMISOM, UNPOS and NDI. Officials in the TFG Ministry of Finance, Planning and the Civil Service Commission have completed a survey of 24 government institutions, and developed individual reports, with UNDP assistance.

### PUNTLAND

SIDP started work improving customs revenue, analysing current processes and providing advice to the head of the customs department on immediate 'quick win' improvements, building trust and laying foundation for more comprehensive change. SIDP supported the Chief of Cabinet in securing approval for the PSR Framework, and held workshops (as in Somaliland).

### SOMALILAND

SIDP concentrated on building a common idea among government institutions, and between the government and SIDP, on key tools and approaches to public sector reform, holding workshops for all government partners. This improved understanding of the roles and responsibilities of government actors in a complex reform process, and how that can be facilitated by international tools and expertise.

## PARTNERSHIPS

In this quarter, UNDP/SIDP has played a much greater, and more high profile, role in building external partnerships, especially with regards to international support to the new government in Mogadishu. Close work with UNPOS, UNSOA and AMISOM was vital to ensuring a successful election process. UNDP/SIDP developed a new partnership with NDI and AWEPA, in support of the National Federal Parliament: the three partners developed a joint workplan, outlining division of labour and responsibilities, and have been consulting closely on substantive technical advice passed on to the Speaker and Deputy Speakers. In this work, SIDP has also built partnerships with UNDP BCPR in New York. SIDP has worked with UNICEF, WHO, FAO, among others, to map capacity development approaches within the UN to inform a UN wide capacity development strategy. In September, the UNDP Country Director met with the World Bank to discuss and resolve issues which had been affecting coordination and positive working relationships between the two institutions- these have been affecting the perceptions held by (and partnership with) the Ministry of Finance in Somaliland. SIDP collaborated with IOM in the management of the current phase of QUESTS-MIDA, and the implementation of a new agreement which was signed this quarter.



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## PEACE AND CONFLICT

The transition in Mogadishu was a deeply contested process; tension surrounding unresolved issues in the interim constitution, the role of Puntland(ers) in the political framework, and ongoing armed conflict and insecurity affected the machinations surrounding the election process. SIDP identified alliances in the current power structure that have worrying implications for the separation of powers, witnessing the collusion between the Ministry of Interior and the Chief Justice in pressuring the TSC and parliament to reverse their rejection of 14 parliamentary candidates. SIDP advised delegating the matter to committee and strongly pushed back on the Chief Justice on the intrusion in parliamentary business, to alleviate the ethical and political conundrum facing the Speaker. The constitution's silence on a Public/Civil Service Commission heightened tensions between CSC and MoLYS, who both seek control over the civil service, with minimal opportunity for intervention by SIDP

## GENDER

The assessment of government institutions in Mogadishu revealed a troubling snapshot of gender roles within government institutions. Only 17% of all recorded staff members (sample of 1837) were female, with one third of women employed as 'cleaners'. Few women occupy senior roles in institutions: there is one female Director General (in the Ministry of Finance) and only 10% of staff members listed as 'Section Head' or 'Department Head' were female. Only 20 of 124 women providing information on their qualifications had degrees (this reflects the overall proportion of staff with degrees.) Preliminary figures indicate that 14% of the new Members of Parliament are women. Project-wide, figures indicate that, on average, 30% of training participants are female.

## UPCOMING QUARTER

Key milestones to be reached in the next quarter include orientation for MPs and the development of a strategic plan and Rules of Procedure for the House of the People in Mogadishu; support to other needs identified by the Executive; the identification and analysis of mandate conflicts in SL; and improving procedures for customs revenue collection in PL. Potential risks to project implementation include political tension associated with the establishment of new mandates and portfolios of Ministries in both Mogadishu and Somaliland; backlash from stakeholders in Bossaso port. Approaches to international coordination will be vital, and coordination between the different agencies on supporting the New Federal Parliament will need to be expanded to secure similar successes in SL and PL. Work on aid effectiveness and parliament will be bolstered by the arrival of new staff.



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## REFLECTIONS / LESSONS

Over the year, SIDP has invested considerable time and energy to secure political will and technical engagement both at the level of high office and within institutions. This has borne fruit in both Somaliland and Puntland, resulting in more positive and forward-looking dialogue on public sector reform issues, and a greater consensus on implementation and oversight of the process. Workshops this quarter went a long way to improve understanding of the role of external functional review as a tool to support government in reform (rather than a 'public sector audit' to be carried out directly by the 'lead reformer' government institution, as it had been perceived). Although political tensions around individual 'ownership' of reform have not been fully alleviated, government institutions have proposed mitigation mechanisms, deciding to jointly conduct oversight of the process. In public financial management, greater efforts are needed to secure consensus amongst government institutions about both overall frameworks for reform, and institution-level reforms, especially in Somaliland, where communication between the OAG and AGO, and the MoF on agreed support has been minimal.

Good communication and collaboration amongst international partners were decisive factors in the positive results from international support to the election process in Mogadishu, particularly overcoming the logistical difficulties associated with the security situation. The rapid deployment of a high level international consultant (David Payne) to provide technical and strategic advice to MPs and the Technical Selection Committee on the elections in Mogadishu also ensured clear messages could be relayed to international partners about progress. This on-the-ground technical assistance gave the flexibility to cope with immediate challenges (ranging from security alerts, to resistance by candidates rejected by the TSC) without jeopardizing momentum, realigning to government priorities as they emerged. Communication, both among partners and with the Speaker, also underpins the joint approach to parliamentary work, where partners emphasize parliament-led strategies. Short term work plans developed around immediate priorities are to be complemented by strategic approaches emerging out of planned consultation sessions next quarter.

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### CUMULATIVE PROJECT FINANCIAL SUMMARY

APPROVED BUDGET	5,000,000
TOTAL (DISBURSEMENTS + COMMITMENTS)	3,474,094
BALANCE OF FUNDS	1,525,906
% DELIVERY (AGAINST APPROVED BUDGET)	69