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Somali Institutional Development Project

PROJECT:
Somali Institutional Development Project

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Governance and Rule of Law

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Switzerland
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CONTEXTUAL ANALYSIS

FEDERAL LEVEL

During the 3rd quarter the state formation processes in South-Central Somalia entered a new stage with various conferences and agreements on the way ahead and a support structure (e.g. technical committees) under development. The security situation remains volatile.

PUNTLAND

During the third quarter, the Ministry of Environment and the Ministry of Constitution implemented merit-based recruitment processes, resulting in an atmosphere of job insecurity. The new recruitment processes did effect some positions at Director level, but the changes were generally accepted. The process though has given the impression that the government functional review is part of the staff restructuring programme that the government started.

SOMALILAND

In the 3rd Quarter border tensions continued in the disputed eastern regions of Somaliland (the tensions are between Somaliland and neighbouring Puntland). The effect of this tensions was that on a number of occasions working meetings with the Somaliland government were cancelled which caused some delay in finalizing the findings of the functional review. Different opinions within the government regarding the mandate for leading the functional reviews impacted on conduct of the first wave of functional reviews. Addressing these will be necessary before the second wave of reviews, planned for next quarter, can begin. The government of SL continued its efforts to re-invigorate the civil service reform by establishing a new management structure and inviting national advisers; the progress is slow though as consensus still needs to be reached regarding institutional mandates and vision.

RESULTS

SL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	Short courses trained 117 (69M, 48F) civil servants on service delivery mechanisms, financial management, strategic management and results management. 419 (325M, 94F) civil servants completed semester 2 of their degree programme. 96 civil servants (68M, 28F) completed their 3 years degree programme.	
	Comment	UNDP supports CSI in providing training to civil servants in order to build the capacity of government institutions to provide improved public service delivery. CSI also provides management and administration courses to government institutions and the private sector on a cost recovery basis	
SL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	NB. THIS IS A CONTINUATION OF 2.2.1.1 (space limitation): 53 (M:29, F:24) of civil servants in English Diploma programme taking two English language course of Structural English and communication skills	
	Comment	In August 2014, at the request of the government, the CSI has opened a three month training in certificate of international financial reporting (ACCA) for 30 accountants (26M, 4F) from the government and the private sector. The training will increase the number of accounting practitioners in Somalia	
SL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	G
	Result	0 - An informal technical support group, nominated by the CSC Chairman to support the CSC and the Civil Service Reform Steering Committee, receives ongoing technical advice from UNDP in support of civil service reform.	
	Comment	The informal technical group supports the civil service reform activities of the CSC and the Civil Service Reform Steering Committee. UNDP's support, in the form of technical advice, facilitates the implementation of reforms through planning, production of documents, etc	
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	Level is 'high'	
	Comment	Functional review outcomes and recommendations will help the government in improving transparency of ministerial activities, resources and structures, and it proposes structural optimizations and develops drafts for key management instruments.	
SL	Indicator	2.2.2.3 Code of conduct and other necessary supportive and legally binding rules and regulations developed	G
	Result	Anticorruption activities per this indicator and 2.2.2.1 are actually conducted under the Parliament Project, not SIDP.	
	Comment		
PL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	57 (F:6, M:51) civil servants. This workshop provided an opportunity for stakeholders to identify civil service reform priorities and provide recommendations regarding reforms.	
	Comment	These findings shall be incorporated into the Civil Service Reform Strategy being developed by the CSC - this strategy is expected to guide future reforms.	
PL	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	Low	
	Comment	No activities related to this indicator were planned this quarter.	

RESULTS

SL	Indicator	PSG 5.3.3 The implementation of the Somaliland Civil Service and Public Finance reforms funded and supported by Q1/2014	Y
	Result	Direct technical support was continually provided – the benefits of which shall include the Civil Service Commission developing a personnel database to improve personnel management.	
	Comment	As requested by the Government of SL in September 2012 and April 2013, the project is no longer working on PFM.	
SL	Indicator	PSG 5.3.4 A clear strategy to deliver demand-led results-focused capacity development services across the public sector developed by mid-2014	R
	Result	No activities in furtherance of this indicator conducted this quarter.	
	Comment	No activities in furtherance of this indicator conducted this quarter.	
SL	Indicator	PSG 5.3.1 Cabinet and parliament approve Civil Service Reform and Public Finance Management Reform by end 2013	R
	Result	In the 2nd quarter the government re-established the Civil Service Reform Steering Committee which was tasked with re-defining the reform priorities. Up until the end of the 3rd quarter no civil service reform programme was adopted. UNDP ceased supporting PFM in April 2013.	
	Comment	UNDP ceased supporting PFM in April 2013.	
SL	Indicator	PSG 5.3.2 Quality functional review of at least three ministries and public agencies completed by end 2014	G
	Result	The analytical part of the functional review of 4 ministries (National Planning and Development, Interior, Education and Higher Studies, and Health) were completed in Q3.	
	Comment	There are further plans for implementation support planned for next quarter. The findings of these reviews shall guide future reforms.	
PL	Indicator	Crosscutting: Capacity Development - 1.1 Systemic review of roles of responsibilities of different government institutions completed and updated structure of key FG institutions developed	G
	Result	Functional reviews completed with 4 ministries: Ministry of Planning and International Cooperation, Ministry of Interior, Ministry of Security and the Ministry of Finance. Reviews of other ministries are planned for the future. The findings from these reviews shall guide future civil service reform.	
	Comment	Reviews of other ministries are planned for the future. The findings from these reviews shall guide future civil service reform.	
PL	Indicator	Crosscutting: Capacity Development - 1.2 Basic review of administrative procedures, systems and structures completed in selected government institutions and administrative reform programme formulated and agreed	R
	Result	Activities related to this indicator have not commenced yet.	
	Comment		
PL	Indicator	SC Crosscutting: Capacity Development - 2.2 Review of the civil service legal framework and institutional structures for the management of the civil service completed	G
	Result	UNDP provided technical assistance for the draft Civil Service Law which has been submitted to the government for acceptance.	
	Comment	Upon acceptance and enactment, a civil service legal framework is expected to provide legal authority and legitimacy to civil service reforms, and make them more sustainable.	

RESULTS

PL	Indicator	SC Crosscutting: Capacity Development - 3.2 Coordination structure to coordinate and support the improvement of public sector management capacity across government established and operational	G
	Result	UNDP provided technical assistance for the draft civil service reform strategy that is currently before the government for approval.	
	Comment	If approved this strategy provides the specific coordination structures that need to be implemented to coordinate and support improvements in public sector management.	
FL	Indicator	Crosscutting: Capacity Development - 1.1 Systemic review of roles of responsibilities of different government institutions completed and updated structure of key FGS institutions developed	Y
	Result	While a systematic approach is not yet on the road, individual ministries are supported to review their roles and responsibilities.	
	Comment	This activity is implemented in close coordination with the World Bank	
FL	Indicator	Cross-cutting: Capacity Development - 1.2 Basic review of administrative procedures, systems and structures completed in selected government institutions and administrative reform programme formulated and agreed	Y
	Result	An overall division of labour has been designed by Government. Reviews in selected institutions is ongoing (supported by UNDP).	
	Comment		
FL	Indicator	Crosscutting: Capacity Development - 2.1 Up-to-date record of all civil servants their place of work and their qualifications developed	Y
	Result	WB coordinated UK funded consultancy to review the present establishment. The recommendations will be taken on board in the CD Flagship programme.	
	Comment		
FL	Indicator	Crosscutting: Capacity Development - 2.2 Review of the civil service legal framework and institutional structures for the management of the civil service completed	Y
	Result	Division of labour between NCSC and Ministry of Labour was addressed, but remains unresolved.	
	Comment		
FL	Indicator	Cross-cutting: Capacity Development -2.3 Civil service classification and revised pay and grading structure developed and enacted	Y
	Result	WB coordinated a EU funded consultancy.The consultant developed a first report on the structure with specific proposals for harmonisation of TA recruitment and remuneration.	
	Comment		
FL	Indicator	Cross-cutting: Capacity Development - 3.1 A capacity injection programme established and under implementation for priority institutions.	R
	Result	This activity has not yet started.	
	Comment		

RESULTS

FL	Indicator	Cross-cutting: Capacity Development - 3.2 Coordination structure to coordinate and support the improvement of public sector management capacity across government established and operational .	Y
	Result	This activity is planned for Q4.	
	Comment		
SL	Indicator	SP 3.1.1.(b) Managing the centre of government	G
	Result	Rating of 0 to 4: 3 (3 = Basic planning instrument exists but little consultation. Budget exists, but high proportion of expenditure off budget. Tax collection rules in place but not followed. Some accounts prepared but late, major gaps, and of low quality. Very limited public consultation.)	
	Comment	SIDP as a project focuses on capacity building to improve core government functions. The Compact is the strategic planning document but the PSG's relevant to UNDP do not address tax collection, budget formulation or monitor government expenditure.	
SL	Indicator	SP 3.1.1.(c) Civil service management	G
	Result	Rating of 0 to 4: 4 (4 = Basic ICT in place and operating. Staff with basic skills in place. Business processes designed, but not properly implemented, decision making often ad hoc. Plans for improving coordination being designed)	
	Comment	SIDP activities contributed to staff training and establishing basic processes. Coordination issues are expected to be addressed the short-term support package.	
SL	Indicator	SP 3.1.1.(e) Aid coordination	G
	Result	Rating of 0 to 4: 2 (2 = A structure/unit is named, few untrained staff, basic infrastructure, collects basic data from some donors, majority of donor spend not reported)	
	Comment	SIDP has provided DAD support but the implementation of the DAD system is not fully utilized. On-demand training is to be provided to the regions. The recruitment of the Aid Coordination Specialist was delayed but upon deployment next quarter, more activities are expected in this area.	

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ACTIVITY HIGHLIGHTS

FEDERAL LEVEL

The interim Capacity Development Support Project was agreed upon with the national partners (OPM, MOPIC, MOL, NCSC, ACU). Dedicated LoAs with OPM and ACU were signed and the total programme (incl Puntland) was funded with approx. USD 4 M. ACU recruited its staff and organized the different PSG WG meetings as well as coordination meetings. Towards the end of the quarter the preparations for ND Copenhagen Conference took off. A PIP for support to the emerging states was developed. The KPMG contract was concluded with a training on the procurement documents.

PUNTLAND

The Annual Work Plan (AWP) activities regarding the Development Assistance Database did not progress as planned this quarter due to challenges faced by the government with internet connectivity. The civil service management review was substantially on schedule as per the AWP – outputs for this quarter include the (draft) Civil Service Reform Road Map, Civil Service Reform Strategy, Civil Service Reform Agenda, and the Participatory Consultation Workshop. Institutional functional reviews were conducted on the Ministries of Planning, International Cooperation, Finance, Security, and Interior and reviews of other ministries slated for next quarter. KPMG completed its design policy methodologies and regulations per the AWP and shall conclude follow-up actions and the final report next quarter.

SOMALILAND

The defining elements for the project work in the 3rd quarter were continued efforts of the Government of Somaliland to re-energize the civil service reform, to wrap up the pilot functional reviews and continued intra-government disagreement on the leading agency to oversee the functional review. The government Civil Service Reform Steering Committee was less active in the 3rd quarter, while the project has improved the working relations with the civil service reform technical team. The Annual Work Plan activities were mostly on schedule - the only exception is DAD trainings; none were conducted this quarter. However DAD administrators previously trained under SIDP conducted in-house trainings for government institutions.

PARTNERSHIPS

Somaliland: In Q3 international partners continued coordinating development support. In September 2014 there was a mission by the WB to Hargeisa to identify potential areas for their support in civil service and public management. The project closely followed the agenda by providing briefings at the very beginning and being de-briefed at the end of the mission. A meeting with the new head of DANIDA office in Hargeisa was held to coordinate development efforts. However, no Governance Sector Working Group meetings have been held since Q2, thus hindering information exchange and coordination. The draft Project Document was approved by the government and submitted to the donors for consideration.

Puntland: UNDP supported a stakeholder consultation workshop that identified issues and formulated strategies for civil service reform that were incorporated into the Civil Service Reform Strategy (2015-2017). The project also reviewed the functions of key government institutions – Ministries of Planning, Finance, Security, and Interior.

Federal: a short-term programme was developed in close coordination with the national partners and the WB and bilateral donors, while the CD parliament, constitution, Access to Justice, JPLG and PREP projects cooperated to develop the new Emerging States PIP.



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PEACE AND CONFLICT

Somaliland: Over the course of this quarter, there were border disputes between Somaliland and Puntland. Although these disputes are not directly linked to this project, the disputes have impacted project implementation - meetings were cancelled by the government due to emergencies arising from the border disputes. An escalation in the tensions and conflict between Somaliland and Puntland could potentially result in further delays in the future. As this is an intergovernmental dispute, and the project's partners are government institutions, it will be a challenge to mitigate this risk.

Puntland: above concerning border issues with Somaliland. Puntland voiced concerns about new state development on its border with south central Somalia.

Federal: Strong developments in the process of state formation with various conferences to take the agenda forward.

GENDER

While the overall work on government systems in the three regions promotes gender sensitive policy and regulatory development, the overall situation remains volatile. The project team is developing closer monitoring on gender inclusion and works with the gender unit to bring about improvements.

Somaliland: In Q3, CSI resumed the ACCA classes with government support and it had a new intake of 30 (M:26, F:4) civil servants; in previous years there were no female accountants in the civil service. Recent intake of female civil servants reflects CSI's and UNDP's efforts to increase the number of trained female civil servants.

Puntland and Federal: gender sensitive approaches were included in the short term project and discussed with partners to ensure explicit attention during implementation.

UPCOMING QUARTER

Somaliland: UNDP and the Government of Somaliland plan on supporting the graduation ceremony for the cohort of civil servants that completed their 3 year degree programme this quarter. UNDP plans on supporting the implementation of the findings of the pilot functional review and also the second wave of functional reviews.

Puntland: The second wave of functional reviews, covering the Ministries of Labor, Women and the Civil Service Commission are expected to be completed this quarter.

Federal: The interim project is under implementation, while the new Emerging States programme is starting. Main events include the PSG partner conference (ACU), the state formation conferences (Baidoa), as well as the development of medium term strategic cooperation plans with all partners in Puntland and at Federal Level. It is expected that a new LoA will be concluded with MOPIC under the interim project.



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REFLECTIONS / LESSONS

Somaliland: This quarter demonstrated the importance of having a clear and accepted mandate for government institutions. A lack of a clear or accepted mandate for leading the functional review led to disagreements between the Good Governance and Anti-Corruption Commission and the Civil Service Commission that led to work stoppage (on the review) this quarter and activities in support of the 2nd wave of reviews slated for the next quarter cannot commence until this disagreement is resolved. This uncertainty has a ripple effect on the implementation of the review as time is needed to formulate work plans, hire consultants, etc. The issue of regular reporting by the CSC will have to be raised during the next project board meeting in November 2014.

Puntland: While the development of longer term projects is essential, the national partners also require urgent assistance. The assistance partners are requesting, however, is evolving permanently with other international partners also providing (urgent) support. Coherent planning in such circumstances necessary. The security situation in Garowe does not always allow for UNDP contracted staff to remain working in Garowe - due to lodging limitations. This impacts delivery and hampers UNDP presence.

Federal: While the joint WB and UNDP development of the CD Flagship programme is under way, the process is long and complicated. The interim support project mitigates the delays in medium term planning, but is insufficient to establish long-term cooperation arrangements. The management arrangements for the CD Flagship programme have not yet been established and in the absence of these consolidated coordination between partners is challenging.

CUMULATIVE PROJECT FINANCIAL SUMMARY	
APPROVED BUDGET	3,561,175
TOTAL (DISBURSEMENTS + COMMITMENTS)	2,667,795
BALANCE OF FUNDS	893,380
% DELIVERY (AGAINST APPROVED BUDGET)	74.91

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LIST OF ACRONYMS USED

FGS: Federal Government of Somalia
PSG: Peace Building and Statebuilding Goals
SDRF: Somalia Development and Reconstruction Facility
TNA: Training Need Assessment
SIDP: Somalia Institutional Development Project
OPM: Office of the Prime Minister
ICT: Information Communications Technology
NCSC: National Civil Service Commission
CB: Capacity Building
DG: Director General
CSC: Civil Service Commission
GGACC: Good Governance and Anti-Corruption Commission
MoNP&D: Ministry of National Planning and Development
DAD: Development Assistance Database
MoF: Ministry of Finance
MoP: Ministry of Planning
MoL: Ministry of Labour