



OBJECTIVE 2 ASSESSMENT REPORT

STRENGTHENING SOMALI GOVERNANCE

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CONTENTS

- ACRONYMS iii
- I. EXECUTIVE SUMMARY 1
 - A. Overview of SSG Project..... 1
 - B. Objective Two Assessment..... 1
 - C. Structure and Purpose of the Report 2
- II. INTRODUCTION AND BACKGROUND 2
 - A. Introduction..... 2
- III. METHODOLOGY AND SOCIAL INCLUSION CONSIDERATIONS 3
 - A. Methodology 3
 - B. Social Inclusion Considerations 4
- IV. OVERVIEW OF CABINET LEVEL MINISTRY AND COMMISSION STRUCTURES 4
 - A. General Overview and Context 4
 - B. Institutions and Individuals Contacted..... 5
- V. SUMMARY OF CAPACITY ASSESSMENTS OF MINISTRIES AND COMMISSIONS 7
 - A. Summary 7
 - B. Executive Bodies Evaluated Using Assessment Tool 7
 - C. Executive Bodies Assessed Using Key Informant Interviews..... 8
- VI. MINISTRIES, COMMISSIONS, AND OFFICES ASSESSED AND FINDINGS 9
 - A. Ministry of Interior and Federalism 10
 - B. Ministry of Finance..... 13
 - C. Ministry of Planning and International Cooperation..... 16
 - D. Ministry of Justice and Constitutional Affairs 18
 - E. Ministry of Youth and Sports..... 20
 - F. Ministry of Public Works and Reconstruction 21
 - G. Ministry of Women and Human Rights..... 23
 - H. Ministry of Information..... 24
 - I. Independent Constitutional Review and Implementation Commission 26
 - J. Other Commissions 27

K. Office of the Prime Minister – Capacity Directorate, Policy Coordination Unit	27
VII. PROPOSED SSG ACTIVITIES	28
A. Basic Public Financial Management for Key Line Ministries	28
B. Basic Budgeting for Key Line Ministries	29
C. Basic Organizational Development for Key Line Ministries.....	30
D. Ministry of Interior and Federalism	31
E. Ministry of Planning and International Cooperation	32
F. Ministry of Justice and Constitutional Affairs.....	33
G. Ministry of Youth and Sports	35
H. Ministry of Public Works and Reconstruction.....	35
I. Independent Constitutional Review and Implementation Commission	36
J. Office of the Prime Minister	37
VIII. CURRENT FEDERAL GOVERNMENT OF SOMALIA AND DONOR PLANS AND ACTIVITIES.....	38
A. Federal Government of Somalia	38
B. Other Donors and Actors.....	39
IX. GENDER ANALYSIS.....	43
X. SUMMARY OF FINDINGS AND RECOMMENDATIONS	43
XI. ANNEXES	44
ANNEX A. BIBLIOGRAPHY OF RESOURCES	45
ANNEX B. LIST OF MEETINGS CONDUCTED	47

ACRONYMS

ACU	Aid Coordination Unit
AfDB	African Development Bank
AMISOM	African Union Mission in Somalia
ASI	Adam Smith International
BRA	Benadir Regional Administration
BFC	Boundaries and Federation Commission
CP	Child Protection
CRD	Center for Research and Dialogue
BCSO	Bureau of Conflict and Stabilization Operations
CSO	Civil Society Organization
DfID	Department for International Development
EAFS	External Assistance Fiduciary Section
EISA	Electoral Institute for Sustainable Democracy in Africa
FGS	Federal Government of Somalia
FMIS	Financial Management Information System
GICA	Government Institutions Capacity Assessment
ICRIC	Independent Constitutional Review and Implementation Commission
IDP	Internally Displaced Person
IEC	Independent Electoral Commission
ISWA	Interim South West Administration
JPLG	UN Joint Program for Local Governance and Decentralized Services
KII	Key Informant Interview
MoF	Ministry of Finance
Mol	Ministry of Information
MoIF	Ministry of Interior and Federalism
MoJCA	Ministry of Justice and Constitutional Affairs
MoPIC	Ministry of Planning and International Cooperation
MoPWR	Ministry of Public Works and Reconstruction
MoWHR	Ministry of Women and Human Rights
MoYS	Ministry of Youth and Sports
NDI	National Democratic Institute
OPM	Office of the Prime Minister
OoP	Office of the President
PESS	Population Estimate Survey for Somalia
PFM	Public Financial Management
PSG	Peace Building and State Building Goal
SFF	Special Finance Facility
SSF	Somalia Stability Fund
SSG	Strengthening Somalia Governance Project
TDR	Traditional Disputes Resolution
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNSOM	United Nations Assistance Mission in Somalia
USAID	United States Agency for International Development
WB	World Bank

I. EXECUTIVE SUMMARY

A. Overview of SSG Project

The Strengthening Somali Governance (SSG) project is designed to support the development of more effective and accountable Somali government institutions, by supporting both the Federal Government of the Republic of Somalia (FGS) as well as state and local administrations in their efforts to meet the New Deal Framework and their commitments to develop sound government institutions. SSG activities will include support towards developing capacity of governance institutions at the federal level in Mogadishu and in Somaliland and Puntland, as well as other entities that emerge as legitimate government structures that are ready for, and in need of, assistance. The activities will be designed to improve the reach of government; systematize opportunities for representation and inclusion of citizen interests in the political process; increase the legitimacy of government institutions and representative bodies; and support women's empowerment and leadership. SSG focuses on three overarching objectives, which are designed to:

- 1) improve the legislative, representative, and oversight functions of Somalia's federal and state (including Somaliland and Puntland) deliberative bodies;
- 2) improve the ability of targeted government institutions to carry out essential functions; and
- 3) increase citizen awareness of and engagement in government decision-making.

B. Objective Two Assessment

This assessment report focuses on SSG Objective 2, related to strengthening the ability of targeted government institutions – i.e., FGS ministries, independent commissions, and other executive branch institutions – to carry out their essential functions. Because these functions can and should often intersect with the work of the Somalia Federal Parliament House of the People (HoP), this assessment report will at times refer to activities already identified in the Objective 1 Assessment Report. Because SSG's three objectives are designed to be inter-related and complementary to one another, this assessment report also considers cross-objective opportunities for engagement under Objective 3.

It should be noted that the assessment team focused on FGS institutions only during this assessment. Objective 2 activities will initially focus on FGS executive branch institutions but will include executive branches in Somaliland, Puntland, and emerging states in the future.

C. Structure and Purpose of the Report

Section II (Introduction and Background) and Section III (Methodology and Social Inclusion) provide information on the operating context with the FGS and describe how the assessment team conducted meetings with key ministry and independent commission personnel, as well as donors and implementing agencies engaged in similar work. Section IV provides an overview of the FGS structures assessed and includes a summary list of institutions consulted. Section 0 then provides a summary of the results of the assessment team's application of the SSG Government Institutions Capacity Assessment (GICA) Tool and key informant interviews and roundtable discussions. Section VI presents a more detailed assessment of all institutions contacted, including activity mapping and gap analyses for each. Section VII then indicates a list of proposed SSG activities, organized by institution, based on the assessment results from Sections 0 and VI. Section VIII presents an overview of other actors operating in the governance capacity building space, specifically with FGS executive branch institutions, and suggests ways in which SSG can collaborate with complementary programs. Section IX provides a brief gender analysis. Section X offers a concluding summary of findings and recommendations. Section X is followed by several annexes that provide further information on aspects of the assessment.

II. INTRODUCTION AND BACKGROUND

A. Introduction

For the first time since the collapse of the state in 1991, Somalia has a sovereign federal government in place in Mogadishu with a leadership committed to inclusive governance, reconciliation, and peace based on a provisional constitution. Many have hailed the transition as a genuine break with the past, and the best opportunity for stability that the fragmented country has had in the last two decades. The African Union Mission in Somalia (AMISOM) and Somali National Army (SNA) forces have gradually reclaimed significant territories in south-central Somalia, including all regional capitals except that of Middle Juba, and pro-Federal Government forces and administrations are in place in these newly recovered areas. However, insecurity still exists, with frequent attacks on AMISOM and SNA armed forces and on civil servants throughout the country, including Mogadishu. Furthermore, political infighting, which has included the replacement of the initial post-transitional Government of Somalia Prime Minister and cabinet, and threatened the now immediate past Prime Minister and cabinet, have significantly stymied the new Federal Government's progress.

An initial cabinet of ten ministers was formed by the new post-transitional Government's Prime Minister in January 2013, but has since been replaced with an enlarged cabinet of 25 ministers (two female) plus five State Ministers and two Deputy Ministers.

Under President Hassan Sheikh, the FGS developed a broad-ranging program of reconstruction and reform with support from its development partners. Under President Hassan Sheikh, the Government's Six Pillar Policy provided an initial framework for reforms and deliverables in the areas of security, economic recovery, justice, basic services and infrastructure, and governance and rule of law. The Somali Compact, based on the Busan New Deal principles initiated in

December 2012, translates the Six Pillar Policy into political, security, and development priorities through five Peace Building and State Building Goals (PSGs):

PSG1, Inclusive Politics: Achieve a stable and peaceful Somalia through inclusive political processes.

PSG2, Security: Establish unified, capable, accountable, and rights based Somali Federal security institutions providing basic safety and security for its citizens.

PSG3, Justice: Establish independent, accountable and efficient justice institutions capable of addressing the justice needs of the people of Somalia by delivering justice for all.

PSG4, Economic Foundations: Revitalize and expand the Somali economy with a focus on livelihood enhancement, employment generation, and broad-based inclusive growth.

PSG5, Revenue and Services: Increase the delivery of equitable, affordable, and sustainable services that promote national peace and reconciliation amongst regions and citizens and enhance transparent and accountable revenue generation and equitable distribution and sharing of public resources.

III. METHODOLOGY AND SOCIAL INCLUSION CONSIDERATIONS

A. Methodology

The assessment was conducted in November 2014 with the purpose of determining which ministries and commissions the project should focus on; understanding the capacity of key ministries, including collecting baseline information; and providing recommendations for activity areas for the planned Objective 2 ASOW. The assessment team comprised team leader David Womble, organizational development specialist Ryan Smith, and public financial management (PFM) specialist Stephen Emasu. Gender specialist Kelly Cronen provided remote assistance. The team conducted an initial desk review of various government documents including the 2014 Annual Programme of Work (Office of the Prime Minister), ministry work plans, both donor and government-led capacity assessments, and donor activity documents. The team traveled to Mogadishu and was in place from November 12 - 26, 2014 during which time the team held a series of discussions with key government ministries, the Somalia HoP committee on finance and planning, and the Office of the Prime Minister (OPM). They corresponded via phone and email with the Ministry of Women and Human Rights (MoWHR) and the nascent Independent Constitutional Review and Implementation Commission (ICRIC), and with donors working in the governance and institutional development and capacity building sector. A full list of documents collected can be found in Annex A and a full meeting schedule can be found in Annex B.

The team used a variety of methods to gather information from the targeted government agencies. Additionally, key informant interviews were also held with selected individual senior staff members from MoPIC, MoF, MoJCA, MoI, MoPWR, MoYS, and OPM. These meetings were used to validate findings and allow for more detailed programmatic discussions with these agencies.

The chairperson of the newly formed, though not yet functional, ICRIC, was not in Mogadishu during the assessment team's time in country. However, the assessment team spoke with her by

phone, and she sent a comprehensive response to questions about the commission via email, which has informed this report. The assessment team also met with several donors and implementing agencies working or planning to work in the national governance sector – including UNDP, the World Bank (WB), the UK Department for International Development (DfID), the European Union (EU), the Somalia Stability Fund (SSF), National Democratic Institute (NDI), and the Electoral Institute for Sustainable Democracy in Africa (EISA). The cabinet secretary for the Council of Ministers, with whom the assessment team was scheduled to meet, was called away for a family emergency before the meeting could be held, but did respond to an email inquiry from the assessment team. A meeting between SSG staff and the Chief of Staff in the Office of the President (OoP) was held a few weeks before the assessment team arrived.

B. Social Inclusion Considerations

Other than its meeting with the Minister of Public Works and Reconstruction, and correspondence with the chairperson of the ICRIC, other meetings with ministries were notable for their lack of gender diversity. This reflects the continued low representation of women within the ministries, certainly at the level of department heads or higher. Within MoIF, for example, the roundtable discussion included nine of 11 department heads and the two DGs, of whom one department head is a woman, appointed within the last month. Similarly, the team’s roundtable discussion with representatives from MoPIC lacked any women’s participation whatsoever. When the assessment team raised this issue during key informant interviews with ministry leaders (PS, DG, and Minister level), they were usually informed that one department head, or section head in some cases, was a woman, and this seemed appropriate to the representatives in question. The Minister of Public Works and Reconstruction lamented that she was the only woman within her ministry, aside from custodial staff.

IV. OVERVIEW OF CABINET LEVEL MINISTRY AND COMMISSION STRUCTURES

A. General Overview and Context

After independence in 1960, the Republic of Somalia adopted a written constitution by national referendum. This was replaced by a new constitution in 1979, adopted again by national referendum. Following the collapse of the government and outbreak of civil war in Somalia in the 1990s, the Transitional National Charter, adopted in 2000, was the first attempt to reestablish governmental functions by means of a constitution. The Transitional National Charter expired in 2003, and was replaced by the Transitional Federal Charter in 2004. This remained the transitional constitution governing the Transitional Federal Government and its institutions until August 2, 2012 when the National Constituent Assembly approved the current Provisional Constitution.

The Provisional Constitution provides for two levels of government – the Federal Government and the Federal Member States, with the latter to be represented in decision-making at the Federal Government level through the Upper House of the Federal Parliament. The Upper House, however, will only be formed following the establishment of Federal Member States.

According to Article 97 of the Provisional Constitution, most executive functions of government are vested in the Council of Ministers, chaired by the Prime Minister.

The current FGS was established on August 20, 2012 following the selection of President Hassan Sheikh Mohamud by a majority of members of Parliament. In October 2012, President Mohamud appointed Abdi Farah Shirdon as Prime Minister, who the following month formed a cabinet comprising ten ministries. Approximately one year later, in December 2013, a parliamentary vote of no confidence was held against Prime Minister Shirdon, and he was replaced with current Prime Minister Abdiweli Sheikh Ahmed. Prime Minister Abdiweli then enlarged the cabinet to comprise 25 ministries. In both the previous ten-ministry cabinet, and in the current 25-ministry cabinet, women hold two ministerial posts.

The Provisional Constitution also calls for the formation of several Independent Commissions, to comprise members nominated by the relevant minister for their technical expertise, to be approved by the Council of Ministers and appointed by the Prime Minister, subject to approval by the House of the People. At present, only the ICRC has been formed (May 2014), which includes five members nominated by the Minister of Justice and Constitutional Affairs, while the draft bills to form the Independent Electoral Commission and Independent Boundaries and Federation Commission have been prepared by the MoIF and were recently approved by the Council of Ministers (November 2014). Additionally, the act to form the Judicial Service Commission – also called for in the Provisional Constitution – has been approved by both the Council of Ministers and the HoP, but no members have been nominated to date.

The FGS ministries would benefit from support to build their capacity so they are better able to carry out inter-ministerial coordination and consultation functions. The assessment team suggests that SSG will have discussions with the Capacity Development Directorate (Capacity Directorate) of the Office of the Prime Minister (OPM) or with the Prime Minister’s Chief of Staff about how support can best be provided. Component 3.2 of the FGS Flagship Program (see Sec. VIII(1.□A), below) is “supporting central policy and coordination functions”. SSG will discuss this with the Office of the Prime Minister. According to a recent discussion with the Deputy Director of the Capacity Directorate and a member of its staff, the Capacity Directorate has developed draft guidelines for inter-ministerial coordination and consultation. With support from the World Bank and UNDP in the coming months, the OPM plans to add a Coordination and Monitoring Unit that will be responsible, among other things, for promulgating those guidelines. The Capacity Directorate representatives also said SSG may have the opportunity to work with the Coordination and Monitoring Unit to support the development and dissemination of other guidelines dealing with ministerial policy development, legislative drafting, and consultation with civil society. SSG will continue this discussion with the Capacity Directorate, the Coordination and Monitoring Unit when it has been formed, and with the new Prime Minister’s Chief of Staff now that the Somali HoP has approved the members of the cabinet and the new Government’s program. The assessment team recommends SSG to look into supporting the OPM due to the key role it plays.

B. Institutions and Individuals Contacted

The assessment team was able to meet in person with key staff from seven ministries (see below) as well as a representative from the OPM’s Capacity Directorate, and corresponded with an

additional ministry and representatives from other agencies. The assessment team met or corresponded with representatives of the following institutions:

- Ministry of Interior and Federalism
- Ministry of Finance
- Ministry of Planning and International Cooperation
- Ministry of Justice and Constitutional Affairs
- Ministry of Public Works and Reconstruction
- Ministry of Youth and Sports
- Ministry of Information
- Ministry of Women and Human Rights
- Independent Constitutional Review and Implementation Commission
- Office of the Prime Minister

In addition to the above mentioned FGS stakeholders, the assessment team also met with a number of donors and implementing agencies whose focus is on governance and FGS capacity building, some of whom are providing dedicated technical advisory support to FGS entities or ad hoc programmatic support on a particular policy issue, such as help with a specific piece of legislation.

A full list of individuals with whom the assessment team met can be found in Annex B.

V. SUMMARY OF CAPACITY ASSESSMENTS OF MINISTRIES AND COMMISSIONS

A. Summary

This section provides a summary analysis of the current capacity of the individual ministries assessed in addition to data collected on commissions and other executive bodies. As noted in Section I, the assessment team utilized a GICA tool with four ministries, which resulted in capacity ratings in five organizational areas.

B. Executive Bodies Evaluated Using Assessment Tool

Ministry of Planning and International Cooperation. MoPIC is a high-performing ministry that is intensely focused on its mandate to coordinate all development planning for the government. It has progressive leadership and values strong organizational development systems and processes. The ministry showed initiative in streamlining its basic management processes as much as possible given the requirement that all ministries have to utilize the existing outdated government systems. Recommended SSG activities focus on supporting the ministry's continued organizational development goals along with higher-level support in development planning both within the ministry and in its coordination with other ministries. Activities will also be cognizant of the other donor resources focused on the ministry. The PS provided the assessment team with a self-assessment that MoPIC conducted in May 2014, following the cabinet reshuffle, that recommends technical advisory support across all departments as well as "tools and systems" to improve MoPIC's basic administration. UNDP/WB have carried out an assessment of the ministry, though the assessment team's attempts to obtain a copy were not successful. Both GIZ and DfID (via its new project) will be assessing the ministry as well.

Ministry of Finance. MoF is another ministry whose apparent performance is indicative of strong leadership and significant donor resources. The WB and the African Development Bank (AfDB) are providing several advisors for support in key administrative and programmatic areas, such as macro-level PFM assistance. The Ministry is highly aware of its mandate and is driven to improve the PFM capacity of the whole government. It scored well in nearly all of the organizational development indicators, though there are plenty of areas where training or other kinds of support could increase MoF's efficiency and effectiveness. Recommendations for activities will focus on PFM support to ensure this important area can maintain its present momentum. The AfDB and the WB both plan to have embedded advisors in the ministry. The bulk of the new UNDP/WB project will be focused on MoF, especially in the development of PFM frameworks and systems within the ministry and to be made available to other ministries.

Ministry of Interior and Federalism. The MoIF is still in the development phase and the assessment team can see certain gaps, such as need to support the organizational development and there are opportunities for improvement in the five categories measured. SSG will need to adjust its support for this ministry to take into account the wish of the ministry leadership in creating and sustaining changes in its systems and processes. Recommended SSG activities reflect the importance the ministry will play in federalism and local government support.

Other donors are supporting the ministry but not to the same extent as they are supporting, or plan to support, MoF and MoPIC. UNDP provides two local governance advisors, while the International Organization for Migration (IOM) has assigned one general advisor to the PS. UNDP/WB has conducted an assessment, but the results are not yet available.

Ministry of Justice and Constitutional Affairs. The ministry scored well in nearly all categories of the organizational development assessment and the staff members were some of the most motivated and active of all the ministries assessed. The staff members were very happy with the leadership of the ministry, and credited the leadership with establishing a vision for the ministry and empowering staff to perform their roles in realizing that vision. They also feel they have built systems and processes which would remain in place regardless of changes in executive leadership. The assessment team's recommended activities are a mix of organizational capacity building and higher-level support to improve MoJCA's ability to conduct and facilitate policy reviews and increase public outreach – in collaboration with the ICRIC and Somalia HoP Committee for Review and Implementation of the Provisional Constitution (Oversight Committee) – to educate citizens on the current Provisional Constitution and the pending constitutional review process.

The ministry is well supported through donor-funded advisors, but there is still room for additional support through SSG. The ministry itself conducted its own capacity assessment and provided the assessment team with a copy. UNDP has also conducted an assessment.

C. Executive Bodies Assessed Using Key Informant Interviews

Ministry of Information. The ministry is being supported by multiple donors and several donor-funded international non-governmental organizations (INGOs). The ministry expressed little interest in organizational development support unless it involved support for equipment or Internet connectivity. As part of SSG's mandate is to improve intra-governmental communication, SSG could consider engaging with existing inter-ministerial communications coordination group that meets every Sunday and that has been expanded to include AMISOM, UN, and Internews.

Ministry of Youth and Sports. This is a nascent ministry that has been functioning for only four or five months as, according to the Minister, it spent its first six months looking for office space. All organizational development support would be welcomed by the ministry and would be useful for its sustainability. SSG should consider engaging the ministry on supporting the drafting of a National Youth Policy Act at a programmatic level, based on the request of the Minister and the DG.

Ministry of Public Works and Reconstruction. The Minister explained to the assessment team that there are still some outstanding issues concerning overlapping and questions concerning the mandate of the ministry and other line ministries (including Health, Education, Transportation, etc.). The Minister, a western-educated engineer, seems highly engaged, capable, and motivated to create space for the ministry that she feels can play an important role in the reconstruction of the country. Any organizational development support would be welcomed and beneficial. Programmatically, one recommendation is for SSG to consider assisting the MoPWR with its

role in a yet to be established inter-ministerial infrastructure working group¹ (including some donor involvement), as well as basic strategy development support to enable the ministry to better advocate on its own behalf to the government and the Somalia HoP.

Office of the Prime Minister. The OPM is receiving significant support from various donors and has a large number of externally-funded advisors. SSG should consider support for, or at least coordination with, the OPM's capacity building directorate.

Independent Constitutional Review and Implementation Commission. As noted in Section 0, the ICRIC was only recently created and staffed. It still does not have funding from MoF to begin its work. There are several donors expressing interest in supporting the commission. SSG should work closely with the chairperson and other members of the ICRIC and consider some basic support with equipment and supplies to help it function once the ICRIC convenes in a workspace in Mogadishu. As the commission's work progresses it might be useful to support their public engagement work, in coordination with MoJCA.

VI. MINISTRIES, COMMISSIONS, AND OFFICES ASSESSED AND FINDINGS

Based on the SSG assessment of key line ministries, many of their staff members, and the institutions themselves, have significant gaps that adversely affect their performance. These gaps include a solid understanding of the principles of democratic governance and the government's role vis-à-vis other governance institutions; clearly articulated and well understood ministerial mandates; policy-making and legislative drafting skills; public financial management skills; procedures for internal and external communication and coordination, and clear administrative systems and procedures. All are closely related, in that each gap contributes to the others and all contribute to that the ministerial management and functionality can be improved. These gaps demonstrate that there is generally room for development of systematic, institutionalized governing systems and procedures across ministries.

Based on SSG assessments of key line ministries, some staff members in several ministries have a limited understanding of the principles of democratic governance or the respective roles of the executive, legislative, and judiciary, or of civil society and the media in governance. This makes it difficult for ministries to collaborate or consult with the Somalia HoP or with civil society organizations in the course of a ministry's planning and decision-making. This difficulty is compounded by limited skills among many ministry staff members required to organize and manage such collaboration and consultation. If these skills can be further developed, it will make it possible for ministries to further fulfill their roles in government.

¹ According to the Capacity Development Directorate of the OPM, this working group was intended to be one of a series of subcommittees to be formed under the Council of Ministers that were proposed by the former Prime Minister, Abdiweli Sheikh Ahmed. However, key members of the Council of Ministers opposed this plan and it is not clear whether it might be revived under the new Prime Minister, Omar Abdirashid Ali Sharmarke. However, SSG could consider working with MoPWR on its own proposal for an inter-ministerial infrastructure working group to try to address the competition over responsibility for infrastructure projects (and related funding) with other ministries.

This difficulty is compounded by the fact that some key line ministries have a limited understanding of their mandates; other ministries lack a generally accepted written version of their mandate.

One of the key functions of a line ministry is to develop and analyze policy and to prepare proposed draft legislation based on policy analysis. Most staff members in these line ministries have limited skill and experience in policy analysis and formulation and in legislative drafting. Few staff members have a legal background sufficient to enable them to draft proposed laws, and few staff members have sufficient sectorial experience to enable them to understand the context and nuances of the areas their proposed draft laws are intended to regulate. The lack of a complete, up-to-date, and accessible compilation of Somali legislation makes it very difficult to ensure that new draft bills do not inadvertently in conflict with existing legislation, or to determine which existing legislation must be repealed or amended in order to make it consistent with a new body of law. These gaps hinder some ministries from fulfilling one of their key functions – legislative drafting.

Another key function of a line ministry is public financial management – the preparation of a budget based on articulated objectives and on internal instructions and instructions from the MoF, monitoring budget execution, and internal and external budget execution reporting. These skills can be improved to ensure better planning and management at the ministerial level as well as to strengthen budgeting and budget execution monitoring at the national level.

To a greater or lesser degree most of the key line ministries assessed by SSG have limited institutionalized systems and procedures to ensure appropriate internal communication, i.e. how the Minister communicates with the Director General, or how the different Director Generals communicate, or don't, regarding administrative policies. The assessment team observed that the different ministries do not have the same understanding of human resources management and procurement. The ministries and the Somalia HoP have had difficulty ensuring that more senior staff are able to retain their respective position in the face of an influx of younger staff. SSG could assist in improving this balance by providing technical capacity building assistance on specific issues to the Director Generals and their respective recruitment directors within each ministry SSG will work with. This could be in close collaboration with the Civil Service Commission. The same problem has been identified with procurement processes, whereby the ministries now are trying to rebuild the trust of the public and will have to show certain processes are being followed according to the regulations in order to avoid suspected corruption. Those ministries also consistently lack procedures for communicating and coordinating internally and with other ministries when appropriate (for example, in preparing proposed policies and draft legislation) to ensure broader FGS support for a given line ministry's proposed policy or draft legislation, and harmony with proposed policies and draft legislation being prepared by other ministries.

The following subsections of this Sec. VI describe possible gaps in greater detail with respect to each ministry and other government body assessed by SSG. Section VII, below, describes proposed SSG activities to address these possible gaps.

A. Ministry of Interior and Federalism

Overall Assessment

The MoIF was created in early 2014, as part of the new government formed by Prime Minister Abdiweli Sheikh. It was formerly the Ministry of Interior and National Security (the Ministry of National Security, not assessed, was separated and currently stands as its own ministry). The mandate of MoIF was notably absent from the 2014 Work Plan that MoIF submitted to the OPM in February 2014, though that work plan does contain a vision statement (“... *to improve law and order, reconcile [sic] the people and disseminate federal system throughout the country ...*”), mission statement, (“... *to empower local communities and provide good leadership, legal and policy direction and set the agenda towards achieving socio-economic development of Somali people ...*”), and seven designated strategic areas:

1. Institutional and legal framework
2. Strengthening capacity of MoIF and human resources
3. Facilitate disseminating federal system across the country
4. Local government service delivery and rural development
5. Enhance social reconciliation and conflict resolution at the grass root level
6. Conduct humanitarian aid
7. Stabilization through the establishment of local councils and administrations

In the OPM’s 2014 Program of Work, these strategic areas were modified, in some cases significantly. According to the OPM, the goals of MoIF are:

1. Advance inclusive political dialogue and initiate processes of social reconciliation
2. Facilitate sound federal system in the country
3. FLAGSHIP: Rapid Upgrading of State Capacity: Establishment of local and regional administrations
4. Repatriate/resettle returnees and IDPs

Thus, there appears to be broad agreement that MoIF is a key ministry in leading the federalism process, reconciliation, and local governance. However, in reviewing the MoIF’s work plan and in discussions with department heads, the PS, and two DGs, it also appears MoIF does not have a clear strategy or structure to enable it to deliver on some of its core objectives. Nor does there appear to be a common understanding among MoIF staff on these objectives and their individual roles in helping the MoIF achieve them.

During most of 2014, the ministry’s structure included two DGs – one for interior and one for federalism – and seven departments reporting to one of the DGs:

- Local Governance
- Communications
- Rural Development
- Social Affairs
- Humanitarian Affairs
- Planning and Training
- Administration and Finance

During the last months of 2014, according to an organizational chart provided by the ministry, several new departments have been established, including departments for:

- Federalism
- Democracy
- Good Governance
- Political Parties
- Reconciliation

Of these, only the recently appointed Good Governance Department head is female. According to the Civil Service Commission, there are 155 persons on the civil service registry employed by MoIF. The DG of Interior acknowledged that some of these new departments do not yet have terms of reference developed, and requested assistance from SSG to do so.

According to the DG for federalism, Mr. Abdullahi Yusuf, the bill to form the Independent Electoral Commission, recently approved by the cabinet, was discussed with members of parliament during the drafting stage, and NDI informed us that the drafting of the Citizenship Bill, also led by the MoIF, involved parliamentary input. It appears there is some collaboration with the Somalia HoP in legislative drafting. However, this collaboration seems to be less evident with other ministries or with civil society.

Activity Map

At the moment, MoIF receives relatively little external support. The UN Joint Program for Local Governance and Decentralized Services (JPLG) has seconded two local governance advisors to the ministry, who work with MoIF as well as with district and regional administrations on capacity building of district officers. The assessment team was also told that IOM is funding one position to assist the PS as a general strategic advisor. The recently approved UN Peace Building Fund project, which supports the MoIF's stabilization strategy, envisages embedding three stabilization related advisors within MoIF and local governance technicians in each district as they become secure. EISA has also supported MoIF through training caretaker administrations for 25 districts of south and central Somalia as per the MoIF's Stabilization Strategy for Newly Recovered Areas. With funding from the Government of Sweden, EISA intends to conduct a series of general trainings on local governance, federalism, and decentralization. As noted above, NDI has also provided two lawyers to assist MoIF in drafting the Citizenship Bill.

Gap Analysis

There appears to be no external support for the Ministry on basic organizational development, an area the assessment team found the MoIF sorely in need of, even though there is an existing organizational structure it is very unclear whether this is functioning in reality. This includes areas such as workshops on the MoIF's mandate, structure, departmental and individual terms of reference, financial management, basic office administration, and the development of a work plan that MoIF staff understand and use to guide their work.

While some international donors are assisting MoIF in programmatic areas of local governance, stabilization, and some draft legislation, there remains both scope and need for additional policy support around legislation led by MoIF. This could include facilitating public/civil society consultations on draft bills to establish two commissions, the Independent Boundaries and Federation Commission (IBFC) and the National Independent Electoral Commission (NIEC), as well as the draft Citizenship Bill. MoIF has also requested assistance in coordinating with NGOs, which could include helping MoIF facilitate consultative forums with the NGO Consortium and other civil society organizations on policies governing NGO registration or a draft NGO bill to help govern the registration and regulation of NGOs at the federal level.

B. Ministry of Finance

Overall Assessment

The MoF appears to be a relatively well-functioning ministry, although it is worth noting that MoF also appears to receive extensive advisory support from the WB. Several key positions within the MoF are funded by the WB, including those who have been leading the development of the PFM Reform Action Plan and soon to be launched Financial Management Information System (FMIS). The AfDB is also supporting the MoF (see further below).

When the assessment team inquired about basic institutional systems, including whether MoF has a clear mandate, organizational structure, and terms of reference for the various departments, we were referred to the MoF's website (www.mof.gov.so) which demonstrates admirable transparency and includes key information about the ministry. Information available on the MoF website includes their mandate, vision, mission, organizational structure, and key PFM documents. According to the Civil Service Commission, MoF has 502 total staff.

According to MoF's PFM Reform and Coordination Advisor, whose position is funded by the WB, MoF has relatively robust institutional systems in place. He feels while they still have room for improvement, MoF is doing better than most ministries. Staff positions have updated terms of reference, there is an organizational structure that accurately reflects MoF work flows, and staff even have a staff development plan to help map their upward mobility within the ministry. The assessment team did not get hold of a copy of a MoF work plan, but were told that WB and AfDB current and planned projects essentially covered MoF's priorities. The assessment team was given copies of the WB and AfDB project documents (see below).

Activity Map

During meetings with MoF and with the WB, the assessment team was informed there were currently three main projects supporting the ministry.

1. **Economic Financial Governance Program**, AfDB. This program supports PFM policies and procedures, budget execution, training and capacity building. The project currently employs seven embedded consultants to the MoF.
2. **Somalia PFM Capacity Strengthening Project**, WB. Both projects seek to establish a legal, regulatory, and institutional framework for effective management of public funds

in MoF and selected ministries and agencies. The project will also help establish FGS audit functions. The current project has three main components:

- a) Somalia FMIS: development and launch (January 2015) of a database for financial management, including provision of ICT equipment (100 computers) for MoF.
- b) Governance PFM: Preparation of MoF PFM policies and regulations.
- c) Expenditure Control: includes expenditures, procurement, reporting, and accounting. Currently employs three consultants. One or two more will be joining MoF, including an internal audit consultant.

Public Financial Education/Training. The WB has restarted a previous UNDP program to enroll 180 students in a Chartered Institute for Public Finance and Accountancy (CIPFA) training and certification program (90 students in South Central Somalia, attending SIMAD and Mogadishu University, and 90 in Puntland attending East Africa University and Puntland State University). Curricula have already been developed. Also, a special unit within MoF – the External Assistance Fiduciary Section (EAFS) – is designed to receive donor funding for a PFM reform program until donors have greater confidence in FGS financial systems. It reports to the Accountant General, and so is within MoF, but EAFS also has WB oversight. EAFS includes 11 civil servants and seven externally funded consultants, and is supported by Abyrint, an international consulting firm. It is envisaged that the WB and other donors will channel future funding through this unit.

3. **Recurrent Cost Reform Financing (RCRF)**, WB – this is the former Special Finance Facility, which was initially designed by the Government of Norway, and is now being managed by the WB. It includes:
 - a) Payroll – provides funding to cover salaries for all FGS staff – approximately 4,000 – on the civil service registry.
 - b) Strengthening PFM with technical assistance.

Gap Analysis

Based on discussions with MoF, several line ministries, and the Somalia HoP Finance and Planning Committee, the assessment team noted that while MoF was receiving the bulk of donor support, individual line ministries that must work with MoF on PFM (e.g., budgeting, planning, and financial reporting) were not receiving donor support. MoF therefore suggested that SSG could work with other line ministries to build their capacity to adhere to the strengthened policies being developed by MoF. In some cases, this would include the most basic financial management training. Similarly, MoF suggested that SSG could work with the members of the Somalia HoP Finance and Planning Committee². The assessment team therefore proposes that SSG support MoF by working with those other government institutions that follow MoF policies and procedures in order for MoF to succeed in its PFM role. Furthermore, working closely with

² The members of the Somalia HoP Finance and Planning Committee told the assessment team they would like to understand more clearly their roles in the various stages of budget planning and preparation before the executive arm of the government presents them as appropriation (finance) bills. They would also like to have more general and working knowledge about public finance in order to deliberate effectively on bills and other matters that have public finance implications.

the Somalia HoP Finance and Planning Committee will strengthen FGS oversight of PFM in the short and longer term.

C. Ministry of Planning and International Cooperation

Overall Assessment

The assessment team had three separate sessions with representatives from MoPIC. The assessment team leader held a key informant interview with the MoPIC PS. In a separate meeting, the assessment team's PFM specialist met the PS, other staff and advisors of the ministry, including staff from the Administration and Finance Department. Finally, the assessment team collectively held a roundtable discussion with the PS, three DGs, the head of the Planning Department, and two externally funded advisors. Structurally, the ministry is staffed with a Deputy Minister, PS, and three DGs (for Planning, Statistics, and International Cooperation), with three additional Department Heads (Planning, Technical, and Administration and Finance). According to the Civil Service Commission records, there are currently 64 staff employed by the ministry.

According to the PS, MoPIC has recently done a review and evaluation of all staff in the ministry. All staff have CVs on file, and employee terms of reference have been reviewed and updated. There is a clear, documented organizational structure, and MoPIC produced an annual work plan that follows guidance from the OPM. In May 2014, MoPIC conducted its own internal assessment, producing a report (in English) that states the assessment "... is part of a ministry wide effort to study the current state of the ministry and guide its leadership towards an [sic] informed decision." The ministry seems to have put in place some administrative procedures. For example, they have an assets control system for all MoPIC furniture and equipment. MoPIC provided the assessment team with copies of recently developed policies and procedures on procurement, financial management, and human resources management.

Working with the planning departments of other line ministries, MoPIC has also prepared a six-month progress report for the OPM, covering January through June 2014, on the consolidated 2014 Programme of Work. According to MoPIC, this progress report indicates that 78 percent of planned activities across FGS had been achieved³. The fact that MoPIC is actively playing its coordination role, working with other ministry planning departments, is an encouraging development and one that the assessment team recommends that SSG support by providing technical assistance to its staff in setting up Standard Operating Procedures (SOPs), and possibly support the MoPIC in harmonizing legislation across ministries, most likely in close cooperation with the OPM.

Activity Map

The WB and UNDP are working with the ministry. UNDP assistance has been focused on the governance of MoPIC, providing advisory support on structure and human resource management, and plans to assist MoPIC with improving the ministry's monitoring and evaluation capacity to oversee projects. The WB currently supports MoPIC in drafting a Statistics Bill⁴ to establish the legal framework for the collection of statistical evidence for

³ The assessment team was unable to obtain a copy of the six-month MoPIC progress report and does not know how the 78% figure was derived.

⁴ The assessment team was told is currently with the Finance and Planning Parliamentary Committee.

planning purposes. In early 2014, UNFPA supported MoPIC with financial and technical assistance to conduct a Population Estimate Survey for Somalia (PESS).

During a separate meeting with UNDP, the assessment team learned that UNDP was planning “soon” to hire two consultants for 70-90 work days each to support MoPIC, the Ministry of Labor, and the Civil Service Commission in devising their organizational development plans covering the next three years.

UNDP and the WB are jointly developing a Somalia Capacity Injection Modality over five years and covering both FGS institutions and Puntland institutions. The Capacity Injection Modality is aimed at helping FGS implement its Flagship Program (see Sec. VIII1.□A), below), which will begin by targeting ten FGS institutions for support: MoPIC, MoF, OPM, Ministry of Labor, Ministry of Agriculture, MoPWR, Ministry of Energy and Water Resources, the Central Bank, the Civil Service Commission, OoP, and OPM. The list of targeted institutions is likely to expand over time, subject to the approval of the Capacity Injection Modality’s Steering Committee.

The Capacity Injection Modality intends, “... *to strengthen the staffing and institutional capacity of selected line ministries and central agencies to perform core government functions*” It further defines MoPIC core government functions AS, “... *policy and strategy management (planning, implementation and M&E)*”.

The Capacity Injection Modality will finance the compensation of qualified Somali and Somali diaspora personnel through the SSF, now managed by the WB and funded through UNDP and WB multi-donor trust funds, and will provide training and mentoring for common functions such as financial and human resource management, procurement, and policy management.

As of early January 2015, UNDP, the WB, and FGS have reached preliminary agreements on the purposes and management arrangements for the Capacity Injection Modality and hope to finalize those agreements by late January or early February 2015.

The Capacity Injection Modality is intended to be driven by FGS, with the targeted institutions preparing staffing plans, including job descriptions; identifying priority open staff positions to be filled; and filling those positions within an improved civil service framework. As part of the Flagship Program, the WB is starting to recruit an international human resources management firm to advise the Civil Service Commission on new legislation, recruitment procedures, standardized employment agreements, compensation scales, etc. All FGS staff members funded under the Capacity Injection Modality will be on-budget FGS employees.

Gap Analysis

It appears likely that it will take some time before the effects of this ambitious UNDP/WB program to reach the prioritized institutions. SSG should consider working with some of the currently targeted institutions (MoPIC, MoPWR), as part of SSG’s planned organizational development work with those institutions, to develop their ministerial mandates, organization charts, departmental mandates, and staff job descriptions and, based on that work, to help those

institutions develop their priority staffing needs to be funded through the Capacity Injection Modality. In addition, SSG should consider including in its organizational development work with other key line ministries, the development of priority staffing needs and a strategy to expand the Capacity Injection Modality to include one or more of those other ministries.

There is also room now for SSG to support MoPIC in preliminary organizational development capacity building. This could include training in evidence-based planning for MoPIC's Department of Statistics, workshops on knowledge management, i.e. helping them to establish databases as well as more basic filing/record keeping (the latter was specifically requested by the PS), and PFM. PFM training would include integration of the budgeting and planning processes (MoF and MoPIC working jointly, as well as MoPIC and key line ministries). While UNDP reportedly financed an introductory workshop for the ministry to launch discussions with other line ministry DGs about a future National Development Plan (NDP), much work remains to be done to help MoPIC continue this effort. UNDP has also suggested this is an area where both UNDP and SSG can and should work together, as the task is significant.

SSG can also assist MoPIC by working with the planning departments of line ministries that MoPIC coordinates, providing resources and planning expertise to assist respective ministries develop better work plans as well as training and expertise to MoPIC in fulfilling its coordination role, i.e. reviewing and collating ministry-specific 2015 work plans, and consolidating the whole of FGS work plan under MoPIC's leadership.

D. Ministry of Justice and Constitutional Affairs

Overall Assessment

The assessment team met with MoJCA on two occasions: an initial interview with the Head of the Administration and Finance Department, and a roundtable discussion with two department heads (Administration and Finance and Planning and Development) and eight other staff, including the acting Director of the Legislations and Agreements Department, two Constitutional Development and Capacity Building Advisors, other advisors on public engagement, legislative drafting, judicial affairs, and an advisor from a Joint Implementation Support Unit. The assessment team inquired at the beginning of the discussion how many of the ten participants were core civil service registered staff of the ministry and how many were an externally funded advisor. Eight fell in the latter category, funded through UNDP, IOM, or ILO. According to the Civil Service Commission, MoJCA has 61 registered staff. MoJCA cited 62, as well as an additional 58 externally funded staff or advisors, seemingly far more than most ministries the assessment team met with.

MoJCA has apparently empowered externally funded advisors to run those units of the ministry to which they are assigned. This could create a challenge for SSG, given that the focus of its capacity building assistance is targeted to core civil servants. MoJCA leadership (and perhaps some donors) have decided that the changes they wish to see in MoJCA can be implemented only through externally funded advisors⁵.

⁵ This approach is also evident with MoF, though not to the same degree as MoJCA.

The roundtable participants explained that the mandate of the ministry (and those of all ministries) is provided by the cabinet, and that all MoJCA departmental terms of reference were developed based on the mandate. They informed the assessment team that all employees and departments have revised, up-to-date terms of reference, and explained the participatory process used to develop them. Department heads, advisors, and staff discuss how each section/department supports the overall MoJCA mandate and ensure that there is no duplication or conflict between departments or sections. The PS is also involved and ultimately signs off on the terms of reference. The ministry's organizational structure has been reviewed three times since the ministry came under new leadership in February 2014. The Training and Capacity Building Section has conducted a training needs assessment, and capacity building has been integrated into the department's *Strategy Action Plan*. This *Strategy Action Plan* was significantly more detailed and professional compared to any other strategy documents or work plans the assessment team received from other ministries. Furthermore, all MoJCA staff members and advisors with whom the assessment team met were intimately familiar with the document; it genuinely seems to be a working guide for the ministry.

The staff acknowledged that the MoJCA is heavily populated by externally funded advisors, but said the advisors conduct have regular, in-house skills transfer training for the ministry's core civil servants.

MoJCA staff informed the assessment team that judiciary reform is a huge task. Most people still do not understand the formal justice sector, and any new formal justice sector must co-exist with traditional justice practices that are entrenched in Somali culture. They felt that the capacity of judges can be improved, and that even assessing their capacity is a challenge. They felt it was critical to establish the Judicial Service Commission⁶. Discussion participants also noted the importance of identifying, translating, and cataloguing old laws, some of which date back to the Italian colonial period, and to create a database of existing laws.

Activity Map

The assessment team was unable to obtain detailed information on all 58 externally funded advisors to the ministry, but understood from the assessment team's meetings with MoJCA and several donors that UNDP is covering staff costs for national experts to improve the capacity of the ministry's Constitutional Development Department to more effectively coordinate executive branch support to the constitutional review and implementation process. UNDP is also funding a Joint Implementation Support Unit to facilitate coordination among justice sector entities such as the ICRC, the Attorney General's office, the Somali Bar Association, MoJCA, and the Custodial Corps. This unit is assisted by a Judicial Affairs Advisor, also provided by UNDP. UNDP funded the one-week workshop in July 2014 for the newly established ICRC, MoJCA, representatives from other ministries, the OPM, and OoP.

The US State Department and SSF are funding a Traditional Dispute Resolution (TDR) program managed by IDLO that provides technical experts to the ministry. The SSF is currently in discussions with MoJCA regarding additional support to TDR initiatives but has not yet

⁶ The bill to form this Commission has passed both the Cabinet and the HoP, and now awaits the appointment of the nine members.

determined what this might be. NDI provided a technical advisor to support the drafting of the Judicial Service Commission Bill, led by the MoJCA. The assessment team was informed that many MoJCA staff members had recently attended a four-day training session on legislative drafting facilitated by IDLO.

Gap Analysis

MoJCA's organizational development and staff capacities seemed far advanced compared to other ministries and could serve as a model for other, less well supported line ministries. While MoJCA has recently added a Civic Engagement Section, based on the assessment team's discussions this section has only begun to develop a strategy for public outreach and has not begun actual implementation of outreach/engagement activities. A final area in which support was specifically requested involves the creation of a law repository. None currently exists, though several ministries mentioned they had attempted to collect old laws that pertain to their ministry. All of the above-mentioned gaps are areas where SSG feels it can provide required support. This is reflected in Section VII, below.

E. Ministry of Youth and Sports

Overall Assessment

The assessment team met with the Minister and his DG, who began by stating that the ministry is only ten months old and was created following the cabinet reshuffle in early 2014, following the ouster of the Prime Minister in December 2013. During the first six months of the ministry's existence, the Minister focused primarily on securing office space. About six months ago, the ministry took possession of a facility that had previously housed MoYS but more recently was an IDP camp housing 60 families. The facility is basic but clearly has been recently renovated. The Minister said funding for the facility came from "personal funds"⁷ and that neither the FGS nor external donors provided any support.

The structure of MoYS includes the Minister, a Deputy Minister, and a DG (there is no PS), with six departments reporting to the DG. These are:

- (1) Youth
- (2) Sports
- (3) Planning
- (4) Administration and Finance
- (5) Procurement
- (6) Capacity Building and Training

The ministry's organization chart included an office labeled "Accountant General"; according to the Minister, this office unit performed an internal audit function. Also according to the Minister, there are 67 MoYS staff on the civil service registry, paid under the MoF budget allocation.⁸

⁷ It was not clear what the Minister meant when he referred to "personal funds".

⁸ According to the Civil Service Commission, there are 56 registered employees.

The Minister also reported that there are seven advisors (four sports and three youth experts) serving the ministry, but none are receiving external support.

MoYS submitted its annual work plan to the OPM in February 2014. According to the work plan, the goal of MoYS is, "... *to have a fully functional Ministry ...*" Its strategic objectives include occupying, "... *a head office ...*" and making, "... *rules and regulations for the Ministry.*" The work plan also included programmatic objectives such as forming, "... *a Somali Youth Assembly ...*" and promoting, "... *football tournaments for the benefit of youth.*" During our meeting, the Minister and DG said they had received instructions from the President to develop a National Youth Policy and to draft a National Youth Act by May 2015. They requested SSG support for the latter.

Activity Map

Compared to MoF, MoJCA, and MoPIC, MoYS is working with fewer international partners but has a small number of projects supported by external donors. These include:

- Working with UNFPA on a "preventing early marriage" project and an HIV project.
- Youth 4 Change (Y4C). Working with UNDP, ILO, and UNICEF. According to the Minister, the MoYS is playing a monitoring role for Y4C project activities.
- They report they will soon sign a MOU with UN HABITAT for the promotion of sports activities.
- There is a MoU among these three organizations and a contract between UNFPA and youthpolicy.org on the development of a National Youth Policy. According to the Minister, UN HABITAT and UNDP are also involved, but he did not explain in what capacity.
- MoYS has been somewhat involved in the development of a youth employment program, a flagship program within a sub-working group of PSG4, which has been developed by several UN organizations in consultation with staff from the Ministry of Labor, the OPM, and the MoYS. While this program is still being finalized, it promises to have funding support from ILO, UNDP, and FAO.

Gap Analysis

Based on the assessment team's meeting with MoYS officials and their review of the MoYS work plan, the ministry needs basic organizational development support, such as a baseline functionality review and development of its future work plan; basic training on financial management, human resources systems and management, and office administration. The ministry also needs assistance in developing a draft National Youth Council Act.

F. Ministry of Public Works and Reconstruction

Overall Assessment

At her request, the assessment team met the Minister of Public Works and Reconstruction at her residence. The assessment team was unfortunately unable to visit the actual MoPWR premises.

During the interview with the Minister and one of her advisors, it became evident that the minister feels one of the greatest challenges facing her ministry is to make it more relevant within the government. While public infrastructure projects are ongoing in the capital, the ministry is rarely involved, and largely not staffed. She wish to see a change in how the ministry is being perceived by other ministries, and that the ministry can have a more coordinating role in the future.

Her Advisor, Mr. Farimos Moalim, provided the assessment eam with the terms of reference for the ministry that contains a list of 16 duties and responsibilities and covers both policy (legislation, urban planning, and public housing) and programming (tendering for public infrastructure, quality control, registration and licensing of contractors). The Minister said, however, the ministry is woefully understaffed to be able to perform its duties. The Minister claimed that she inherited many staff who were on the books in name only, but do no substantive work. She also reported that MoPWR had no qualified engineers. Therefore, upon taking office she identified ten engineers in Mogadishu and appointed them to MoPWR on a part-time, voluntary basis. According to the Civil Service Commission, there are 57 staff on the ministry's books. The Minister has said that she is the only female member of the ministry aside from custodial staff.

The ministry has developed a MoPWR website (www.mpwr.gov.so) that includes a biography of the Minister, the ministry's basic mandate, and a brief description of its six departments. The Minister mentioned that MoPWR is also trying to reestablish certification of construction companies but has been unable to do so as there are no rules, regulations, or national policy framework in place. The Minister said she has tried to put a new organizational structure in place and that, with the help of her advisor, has developed a concept note for a Reconstruction and Policy Unit. She says she has conducted staff assessments, has developed a strategic plan for 2014, and a six-month progress report submitted to the OPM. The ministry has done some basic internal training for its staff when developing its work plan, but this was all done in-house, without any external support. According to the Minister, the Prime Minister issued a letter to the Council of Ministers several months ago calling for the formation of an inter-ministerial infrastructure sub-committee (among a number of other proposed Council of Ministers sub-committees), but there was apparently no consensus among the members to create that sub-committee structure, and the inter-ministerial infrastructure sub-committee has not been formed.

Activity Map

Early in her tenure, the Minister wanted to demonstrate what MoPWR could do. With the ministry's volunteer engineers, she identified three priority projects: rehabilitation of the MoPWR building, a management institute for public service, and a mental health hospital. Her team prepared bills of quantities, drawings, and scopes of work, and signed an agreement with the Arab League to fund the projects. Since that time, no funds have been released and her most recent correspondence with the Arab League indicated that funds might be available in 2016.

The only external support the ministry currently receives is funding for one engineer for six months from IOM (QUEST – MIDA). The Ministry is also planning to sign a MoU with UN HABITAT for help with urban planning. UN HABITAT also indicated they could provide a

technical advisor (engineer), but only for two months. The assessment team asked the Minister whether MoPWR interacted with the Benadir Regional Administration's (BRA) Urban Planning Department, which received substantial support from UN HABITAT and has been able to produce key infrastructure maps of several Mogadishu districts. The Minister replied that she was aware of the BRA Urban Planning Unit but that MoPWR does not collaborate with it, because of competition from other ministries.

Gap Analysis

Based on the assessment team's discussions with the Minister, as well as recommendations from Mr. Dalmar Hassan of the OPM Capacity Directorate, the assessment team believe MoPWR needs basic organizational development support. MoPWR has an important role to play within the FGS, but the Ministry needs legitimacy and improved skills to better advocate for and fulfill their role. In addition to this basic organizational development support, MoPWR would benefit from support in developing an overall ministry strategy to help it more effectively advocate for their role within the FGS, and to be better able to advocate for more sustained technical support from other donors in a position to provide that support, such as UN HABITAT and UNOPS. In addition, MoPWR might benefit from support for advocating the formation of, and participating in, an inter-ministerial infrastructure working group. The purpose of that working group would be to give MoPWR (at least lineally) a coordination and oversight role in infrastructure projects proposed and undertaken by other ministries (although those other ministries may not now have a mandate to undertake those projects themselves) and, eventually, the lead role in prioritizing and implementing infrastructure projects proposed by other ministries.

G. Ministry of Women and Human Rights

Overall Assessment

The assessment team was unable to meet in person with representatives of MoWHR, who were out of the country to attend the High Level Partnership Forum in Copenhagen, but instead corresponded via email with the Minister, the Director General, and a Ministry Human Rights Officer. Through this correspondence, the ministry shared information about MoWHR's background, achievements, and challenges. The stated mandate of the MoWHR is as follows:

“To promote gender equality and women's empowerment by ensuring that it is mainstreamed across the government and to advocate for the legislation and implementation of laws, policies and actions for preventing and responding to violence against women and girls such as early marriage and FGM [Female Genital Mutilation]. The Ministry is also responsible for promoting and protecting Human Rights.”

However, a SWOT analysis conducted by MoWHR acknowledges that the mandate is not known to, or clearly understood by, ministry staff.

The Minister is supported by the Deputy Minister, a Director General, and six departments:

- (1) Administration and Finance
- (2) Planning and Training
- (3) Gender
- (4) Human Rights
- (5) Regional Coordination
- (6) Women and Child Protection.

The ministry's organizational chart also includes several advisors on gender, human rights and legal affairs, child protection, and people with special needs. According to the ministry, it has made admirable progress – with significant external support – on key policies and legislation such as the National Action Plan for Ending Sexual Violence, redrafting a human rights bill, drafting a Sexual Offense Bill, the development of a Human Rights Roadmap Action Plan and Child Protection (CP) Policy, and establishing a CP National Coordination Steering Committee.

Activity Map

As noted above, MoWHR has made laudable gains, with extensive support from multiple donor institutions. MoWHR partners include:

- **UNFPA.** Provides several advisors, including advisors on Sexual and Gender Based Violence (SGBV), and assistance in policy development and legislation on SGBV and the development of a Gender Based Violence (GBV) information management system.
- **UNICEF.** Provides a Child Protection (CP) Advisor and assistance with the development of a national CP policy and CP National Coordination Steering Committee, and beginning assistance on FGM and prevention of early marriage.
- **UNSOM.** Provides support working closely with UNSOM's Human Rights and Women's Protection Section on Human Rights Road Map and Sexual Violence in Conflict Action Plan, and support for redrafting the Human Rights Bill.
- **AMISOM.** Provided training on SGBV and support to formulate the framework of The African Charter on Rights and Welfare of the Child.

Gap Analysis

Based on the number of agencies providing support to the MoWHR, SSG believes that policy support would be more valuable to other ministries assessed through this exercise. However, because it seems most of the external support the MoWHR is receiving is advancing programmatic priorities of the ministry, SSG believes there is still space for organizational development support, including hosting workshops for MoWHR staff on the mandate and strategy of the ministry, reviewing and revising if needed departmental and position specific terms of reference, and providing similar financial management, human resource management, and office administration training and support, based on further discussions with MoWHR leadership.

H. Ministry of Information

Overall Assessment

The assessment team held an interview with Abdirahman Omar Osman (also known as Engineer Yarisow), Senior Media and Strategic Communications Advisor to the FGS in the Ministry of Information (MoI). His position is funded by the UK Government. The Minister is supported by a Deputy Minister, a Permanent Secretary, a Director General, and five departments that report to the DG. The Minister also has three advisors (of whom Eng. Yarisow is one). According to the Civil Service Commission, the ministry has 299 employees. It seems likely this number includes staff of Radio Mogadishu and Somalia National TV (SNTV), both of which are part of MoI. Eng. Yarisow said MoI used to be part of a larger MoI, Transportation and Telecommunications.

MoI is attempting to develop strategic communications for the whole of the FSG, and has drafted a strategy in consultation with key stakeholders from other government offices. MoI has formed a Media and Strategic Communications Coordination Group, which includes media advisors and communications staff from the OPM, OoP, Ministry of Foreign Affairs, MoIF, MoJCA, the Ministry of Petroleum, and the Benadir Regional Administration. Communications representatives from AMISOM and UNSOM's Public Information Office have also begun attending, as has media-focused NGO Internews. The group meets weekly at the MoI. Through these meetings, the MoI is coordinating information that goes into the ministry's weekly press briefing, disseminated once a week in English and Somali.

Other activities of MoI include administering Radio Mogadishu and SNTV, reviewing the outputs of both stations, and trying to promote religious messages advocating peaceful co-existence rather than only reciting the Quran. MoI is also producing – with USG funding – a program called “The Right Path” that promotes positive religious messaging, and is working with Muslim clerics and scholars on messaging to counter violent extremism. MoI drafted the media bill that has been approved by the Council of Ministers and is pending approval by the Somalia HoP. According to Eng. Yarisow, the Minister engaged extensively with private media during the drafting of the law.

Activity Map

Because the assessment team was unable to visit the MoI premises or speak with a broader group of MoI staff, the assessment team was unable to determine the extent of international support being provided to the ministry, or the extent to which MoI is able to implement its strategic communications strategy with available internal and external resources. The fact that the UN and AMISOM, both of which have significant communications departments and resources, are participating in the ministry's coordination group, implies that they are working with MoI. In addition the UK Government is supporting the ministry by providing funding for Eng. Yarisow.

Gap Analysis

Eng. Yarisow stated that MoI has a problem with retaining staff, due to far-reaching sentiments that they are underpaid according to the Civil Service Commission salary scale. He also stated the Ministry has a problem paying for the dedicated V-Sat Internet. These are indeed relevant issues, but the assessment team does not recommend any support from SSG since neither salaries nor monthly payments for Internet are in the planned scope. Eng. Yarisow also mentioned that

the FGS needs a secure Intranet for FGS internal communication, but the assessment team felt this was beyond SSG's scope as well. As such, the assessment team is not recommending MoI as a beneficiary institution at this time.

I. Independent Constitutional Review and Implementation Commission

Overall Assessment

The ICRIC was formed in May 2014, and includes five members nominated by the Minister of Justice and Constitutional Affairs, endorsed by the Prime Minister, and approved by the Somalia HoP. In July 2014, the five commission members attended a four-day retreat in Mogadishu organized by MoJCA. Participants also included five MPs, representatives of MoJCA, the OoP, OPM, Office of the Speaker of the Somalia HoP, members of the MoIF who specifically work on federalism, and observers from the UN involved in constitutional affairs. The retreat was intended to introduce the ICRIC members to the other stakeholders, discuss a strategic framework for the work of the ICRIC, and draft a MoU among between the stakeholders. A MoU, dated July 14, 2014, was agreed upon between the HoP Oversight Committee, ICRIC and MoJCA. This MoU has not yet been signed because the ten-member Oversight Committee has still not been formed. According to both the chairperson of the ICRIC and a representative from MoJCA, the ICRIC's offices are now being prepared in Mogadishu, near the Peace II Hotel.

Three members of the ICRIC are abroad. The assessment team corresponded via email with Prof. Omar Hassan Mahadallah, a political science professor at Louisiana State University and who is currently in the U.S. The ICRIC chairperson, Ms. Asha Gelle, was at her home in Galkayo when the assessment team was in Mogadishu. According to the chairperson, the ICRIC has:

- Drafted a work plan for the coming six months based on public perceptions and lessons learned from the Provisional Constitution, and agreed on a three-month cooperation strategy with MoJCA and the Oversight Committee.
- Developed ICRIC rules and regulations and an organizational structure.
- Identified the selection criteria for the professionals and experts who will be part of the constitutional review process.
- Started collecting public opinion regarding the Provisional Constitution and the areas that need further discussions.
- Attended meetings with civil society organization and elites to listen to their concerns about the Provisional Constitution and collect their suggestions.
- Held meetings and discussions with international agencies that have expressed willingness to support ICRIC with its work, including NDI, UNDP, and UNSOM. However no concrete plans for international support are in place, pending the return of the members to Somalia and the signing of the MoU.

Activity Map

The chairperson informed the assessment team that while the above mentioned organizations have indicated potential support, she feels that until the current political impasse is resolved (i.e. the motion of no-confidence against the PM), there is little the ICRIC can do, and ICRIC has not

made specific plans with donor agencies regarding activities. The chairperson, however, welcomed support from SSG though was unable to articulate what specifically this might be.

Gap Analysis

The assessment team believes that once the current political impasse is resolved and the ICRIC reconvenes in Mogadishu, there will be ample opportunity, in collaboration with other actors, to support its work, based on the MoU and a Constitutional Review Process Comprehensive Strategic Plan: Phase 1 document which includes a detailed activity matrix for the MoJCA, ICRIC, and the Oversight Committee. While other donors may be able to provide equipment and capital support to help the ICRIC settle into its new premises and begin to function, SSG will stand ready to complement this support by providing targeted equipment as needed. This could include basic office supplies, whiteboards, and printers, but will be limited in scope, and importantly, will complement the efforts of others. Additionally, the Phase 1 Strategic Plan details an ambitious Public Launch: Civic Education & Public Outreach section, where SSG believes it can assist the ICRIC, MoJCA, and Oversight Committee in collectively agreeing how this might be conducted, by whom, and by providing resources in support of these agreed upon activities.

J. Other Commissions (National Independent Electoral Commission, Boundaries and Federation Commission, and Judicial Service Commission)

The National Independent Electoral Commission, the Boundaries and Federation Commission, and the Judicial Service Commission have recently been formed. Support will likely be required to draft and review the bills to form these commissions, creating public awareness regarding their mandates and future activities, helping ministries and the Somalia HoP and its committees think about how they will relate to the independent commissions once they are formed, as well as possible organizational development and technical assistance to those commissions when they have been formed. The assessment team suggests that SSG will not support the commissions with venue or large-scale equipment, but that SSG look into small-scale hard support such as laptops for the leadership of the commissions and some office equipment if needed. Before any hard support will be provided, SSG should be in close coordination with other potential donors to ensure this has not been provided already. The assessment team suggests that SSG's main focus should however be on technical capacity building of new staff and possible technical support by hiring one local consultant that will assist in writing policy papers and mission statement, if needed. If proven successful, further support can be discussed with USAID and the relevant commission.

K. Office of the Prime Minister – Capacity Directorate, Policy Coordination Unit

The assessment team corresponded via email with Mr. Abdi Sheikh, head of the Capacity Directorate within the OPM, who has now returned to the U.S. He was not sure whether he will be returning to Mogadishu in 2015, but indicated he hopes to provide support to the Capacity Directorate in any event. Mr. Abdi Sheikh introduced the assessment team to Mr. Dalmar Hassan, also of the OPM's Capacity Directorate, who has been deeply involved in the development of the FGS Flagship Program (see Section VIII, below). Mr. Hassan spoke

extensively about the Flagship Program and encouraged SSG to collaborate with it as much as possible. Mr. Hassan also noted a role for SSG on the Flagship Program’s steering committee and SSG participation in the Capacity Development Working Group would be helpful to ensure coordination.

However, the WB and UNDP intend to focus on the OPM as a key partner for the Flagship Program, providing additional human resources to the OPM through the Capacity Injection Modality. Mr. Hassan noted that line ministries need organizational development support and suggested that SSG focus on specific units or departments within ministries that are important to advance progress but technical enough to work despite the often combative politics of Somalia.

Mr. Hassan also suggested building the capacity of ministries to communicate with one another. SSG has begun following up on these suggestions with representatives of the Office of the Prime Minister (see Sec. IV(A), above). NDI had supported a nascent Policy Coordination Unit within the OPM, it is unclear whether that Unit was actually able to coordinate any policy or whether it survives today.

VII. PROPOSED SSG ACTIVITIES

The following Objective 2 activities are based on the assessment team's review and analysis of the information already presented and discussed in this report. Recommended activities are organized by ministry or other executive branch agency.

These proposed activities will be implemented with selected key line ministries, but are intended to serve as models that can be rolled out to other ministries and government bodies during the life of the SSG project and after the SSG project ends. Some of these activities – including capacity-building in basic public financial management, legislative drafting, and organizational development – are intended to be implemented with several key line ministries, all of which appear to have capacity gaps in those areas to some degree. Those activities are intended to institutionalize important systems and procedures and improve the ministries’ overall performance and functionality.

Other proposed activities are aimed at addressing capacity gaps specific to particular ministries and are aimed at enhancing their performance and functionality with respect to key elements of their mandates.

A. Basic Public Financial Management for Key Line Ministries

(Ministry of Planning and International Cooperation, Ministry of Justice and Constitutional Affairs, Ministry of Interior and Federalism, Ministry of Public Works and Reconstruction, Ministry of Youth and Sports⁹)

Public financial management capacity – preparing budgets that reflect clear objectives and realistic assumptions, and monitoring and internal and external reporting on budget execution –

⁹ Possibly also with Ministry of Women and Human Rights.

is one of the important gaps in the capacities of most line ministries. Linking the budgeting process with the process of preparing annual and longer-term work plans and programs will help ministries plan their work in a more realistic way and make it more likely that they will achieve their objectives.

The first step in public financial management capacity building should be to give ministerial staff a solid theoretical understanding of the purposes, structure, and process of budgeting. SSG should then work with key line ministries to help them apply that theoretical understanding to the preparation of their FY2016 budgets based on clearly articulated goals and assumptions, in compliance with Ministry of Finance instructions. UNDP and WB are offering similar support but the assessment team suggests that SSG will coordinate with both of these to see where potential areas of support may be since funding might not have been sufficient, especially for the UNDP. According to what the assessment team heard, the aim would be to fill potential gaps since the budget process is essential. SSG can also involve civil society and the Somalia HoP in this support. SSG should then also build the capacity of key line ministries to report on budget execution in compliance with the new Ministry of Finance Financial Information Management System to be rolled out in 2015.

1. PFM workshops and training for key line ministries to prepare them for compliance with new MoF FMIS.
2. Workshops and on-the-job training for mid-level staff of key line ministries to prepare for FY2015 budget cycle, including:
 - Linkages between policy and budgeting
 - Identification of budget stakeholders
 - Elements of a budget
 - Current and capital budgets
 - Existing and proposed budget legislation (including proposed public finance bill)
 - Budget cycle
 - Budget preparation process
 - Consultation with stakeholders during budget preparation
 - Internal budget execution monitoring, evaluation, and reporting
 - External budget execution reporting
 - Compliance with new MoF FMIS requirements

B. Basic Budgeting for Key Line Ministries

(Ministry of Planning and International Cooperation, Ministry of Justice and Constitutional Affairs, Ministry of Interior and Federalism, Ministry of Public Works and Reconstruction, Ministry of Youth and Sports¹⁰)

¹⁰ Possibly also with Ministry of Women and Human Rights.

1. Workshops and on-the-job training for mid-level staff of key line ministries on preparation of FY2016 budget, including development of budget statement describing ministry policy and objectives for new budget:
 - Articulation of each department’s FY2016 objectives and monitoring and evaluation plan.
 - Coordination at ministry level of department objectives and monitoring and evaluation plans.
 - Initial preparation of each department’s FY2016 budget and budget statement explaining how it will accomplish department objectives.
 - Coordination at ministry level of each department’s FY2016 budget and budget statement.
 - Consultations with relevant civil society organizations.
 - Coordination with MoPIC.
 - Compliance with MoF budget instructions.
 - Completion of MoF budget forms.
 - Design and implementation of internal budget tracking systems.

C. Basic Organizational Development for Key Line Ministries

(Ministry of Planning and International Cooperation, Ministry of Justice and Constitutional Affairs, Ministry of Interior and Federalism, Ministry of Public Works and Reconstruction, Ministry of Youth and Sports¹¹)

The Objective 2 assessment revealed that most staff members in most key line ministries lack a common, clear understanding of the ministry’s mandate, the mandates of its directorates and departments, the duties of particular staff members, and administrative systems and procedures. Many ministries have not adopted a number of such systems and procedures, leaving staff members uncertain of how to perform some aspects of their jobs. Taken together, these gaps in systems and procedures and of staff members’ knowledge about them contribute to inconsistent, ad hoc approaches to the work of the ministry and to inconsistent approaches and results within a given ministry and across ministries.

In order to improve the overall functionality and performance of key line ministries, SSG should assist them in compiling and disseminating “briefing books” for staff members containing complete and up-to-date descriptions of the ministry’s administrative systems and procedures, and in preparing additional administrative systems and procedures to fill any important gaps. The compilation of administrative systems and procedures being compiled by the Ministry of Justice and Constitutional affairs can serve as a model for other ministries.

1. Workshops and on-the-job training for mid-level staff of key line ministries (possibly beginning with MoIF) on basic organization and functions, including:

¹¹ Possibly also with Ministry of Women and Human Rights.

- Review of each ministry’s mandate and preparation of written summary of its mandate
 - Map functional relationships between each ministry and other relevant ministries
 - Review and revision, as required, of organizational chart to align it more closely with its mandate.
 - Review and revision, as required, of individual departmental mandates to align them more closely with ministry’s overall mandate.
 - Preparation of job descriptions for staff to align them more closely with ministerial and departmental mandates and functions (including priority staffing plans for proposed funding through the Capacity Injection Modality).
 - Identify staffing gaps and develop proposal(s) to other donors for filling gaps.
 - Collection of all laws affecting ministry’s mandates and functions.
 - Collection of all existing ministry and department rules and procedures.
 - Identification of gaps in existing ministry and department rules and procedures, development of strategy to fill those gaps, and preparation of required additional rules and procedures.
 - Preparation of briefing books for each department containing copies of items listed above, including development of rules and procedures for periodic updating of briefing book. This activity will begin with the Ministry of Justice and Constitutional Affairs (MoJCA), which has already made progress in collecting the materials for a briefing book. The MoJCA briefing book and its process for creating and updating it can then serve as a model for other line ministries.
2. Support for preparation of annual work plans by key line ministries (Ministry of Planning and International Cooperation, Ministry of Justice and Constitutional Affairs, Ministry of Interior and Federalism, Ministry of Public Works and Reconstruction, Ministry of Youth and Sports¹²)
- a. Provide training to Planning Departments of key line ministries to prepare annual work plans to be coordinated by MoPIC. Training should include inter-ministry communications and planning.

D. Ministry of Interior and Federalism

The Ministry of Interior and Federalism (MoIF) is responsible for preparation of most proposed elections-related legislation and for overseeing the process of formation of the emerging federal

¹² Possibly also with Ministry of Women and Human Rights.

states. Both of these activities are crucial parts of the Somali state-building process and are politically highly sensitive.

SSG should help MoIF build the capacity of MoIF to draft proposed elections-related legislation that is based on appropriate research, policy development, and analysis. SSG should also take advantage of all available opportunities to facilitate consultations regarding that proposed legislation between MoIF and the relevant Somalia HoP committees (mainly the Committee for Internal Affairs, Regional Administration, and Security) and with Somali civil society organizations that represent constituents with important interests in the elections process, including those representing the interests of women and youth. This assistance can serve as a model for the process of preparing other proposed policies and legislation by other ministries, and will help the FGS move forward in a timely, effective manner toward the planned 2016 general election.

1. Training on policy-making and legislative drafting in anticipation of preparation of legislation as led by MoIF. Assistance possibly targeted to bills such as: the National Independent Electoral Commission; the Independent Commission on Boundaries and Federalism; and other draft elections-related bills (Political Parties, Boundary Demarcation, and/or Elections). Specific training activities may include:
 - Joint workshops for MoIF and relevant Somalia HoP committee(s) to discuss (i) basic policy options for draft bill, (ii) options for encouraging women's participation in 2016 elections; and (iii) roles of Somalia HoP, MoIF, other governmental bodies (e.g., MoJCA), and civil society organizations in implementing the bill when enacted into law.
 - Workshops on basic techniques for conflict management and resolution.
 - On-the-job training in research sources and methods and preparation of research reports related to draft bill.
 - Facilitation of roundtable discussions of draft bill by MoIF and relevant Somalia HoP oversight committee(s).
 - Facilitation of joint round table discussions of draft bill by MoIF and relevant Somalia HoP oversight committee(s) with other government stakeholders (e.g., MoJCA).
 - Facilitation of joint consultations by MoIF and relevant Somalia HoP oversight committee(s) with relevant civil society organizations.
 - Joint workshop(s) and on-the-job training for MoIF and relevant Somalia HoP oversight committee(s) to prepare agreed revised draft bill, including basic training on legislative drafting.

E. Ministry of Planning and International Cooperation

MoPIC's highest priorities include systematizing the process of preparing the annual work plan covering all FGS ministries and strengthening MoPIC's coordination role in that planning

process. SSG support for MoPIC in that regard would serve as a model for institutionalizing a key ministerial procedure and for inter-ministerial coordination. It may also present an opportunity to link the ministerial planning process more closely with ministerial budgets, thereby making those plans more realistic and achievable.

For similar reasons, SSG should also support MoPIC in developing a strategy for preparing a national development plan. MoPIC intends to involve emerging federal states and regions in this planning process, as well as ministries, so this strategy could also serve as a model for coordination between the national government and the governments of regions and emerging states. This strategy could also serve as a model for input by civil society organizations for government decision-making at both the national and state and regional levels.

1. Training to MoPIC to improve coordination role of annual ministerial work plans, including development of work planning guidelines for ministries and a consolidated annual work plan.
2. Workshops, training, and roundtable discussions to enable MoPIC to develop a strategy for preparing a multi-year NDP, including consultations with key line ministries and other stakeholders (e.g., federal states, emerging states, and interim regional administrations, civil society organizations, etc.)
3. Basic organizational development 101, including training on:
 - Evidence-based planning for government decision-making and planning (Department of Statistics).
 - Knowledge management – databases, repositories, basic filing/record keeping, ICT.
 - Integration of budgeting and planning processes (in consultation with MoF and key line ministries).

F. Ministry of Justice and Constitutional Affairs

The Objective 2 assessment team found that the Ministry of Justice and Constitutional Affairs functions at a markedly higher level than other ministries the team assessed (See Secs. 0(B) and VI(D), above). SSG should take advantage of MoJCA leadership by helping MoJCA develop procedures for dissemination to other ministries to help them improve their functionality.

Very recently MoJCA was split into two separate ministries: a Ministry of Justice and a Ministry of Constitutional Affairs. It is therefore not clear at this time what the priorities of the new Ministry of Justice will be; this will begin to become clear now that the Somali HoP has approved the new cabinet.

MoJCA has begun to develop a compilation of its administrative systems and procedures that could serve as a model for other ministries (see Sec. VII(0), above), helping them to enhance their functionality. Dissemination of that model by MoJCA or its successor ministry would also provide an opportunity for productive inter-ministerial communication and cooperation.

Similarly, SSG should work with MoJCA or its successor ministry to develop guidance for line ministries on procedures for preparing proposed draft legislation. This would also take advantage of MoJCA's expertise in legislative drafting and help other ministries develop that expertise. It would also provide an opportunity for useful inter-ministerial communication and cooperation. Finally, it could offer the chance to incorporate procedures in the MoJCA legislative drafting guidance for ministerial consultations with other stakeholders, including other ministries and civil society organizations, thereby encouraging ministries to take a more participatory approach to legislative drafting.

Finally, SSG should work with MoJCA's successor ministry and other government bodies to compile a complete, up-to-date legislative database by hiring a local consultant to create this database, making it user friendly and easy to access for the intended users. If no such alternative is possible, the minimum support should be to train staff in record keeping and follow up during the project. SSG should also provide support to expand MoJCA's publication of the new Official Bulletin.¹³ These two activities will make existing and new Somali legislation available, in its official form, to the Parliament, government bodies, the courts, law enforcement, and the general public. This will help the Somali HoP, ministries, and civil society organizations conduct legislative research while they prepare policies and proposed draft legislation. It will help media and other organizations examine the legal basis for government decisions. It will also enhance government transparency and the rule of law in Somalia.

1. Support for compiling MoJCA¹⁴ best practices in organizational development for use by other line ministries.
2. Civic Engagement – support the nascent civic engagement strategy, integrate CSOs in the development of the civic engagement action plan, and provide targeted logistical and programmatic support to enable delivery of the action plan. This also includes incorporating the three signatories of the constitutional review MoU – MoJCA, ICRIC, and the Somalia HoP Oversight Committee - to work collaboratively in a phased manner.

¹³ SSG has a copy of a list, in electronic form, of Somali laws adopted between 1948 and 1989. Other individuals in government, the Somali HoP, and outside the government have copies of that list, but it has not been widely disseminated. There are some gaps in the list – for example, it does not include laws passed in the early 1970s. In addition, the list provides access to copies of some but not all of the laws on the list. Between 1989 and 2004, when the current Somali HoP was formed, a handful of laws were adopted; SSG has copies of those laws as well, but they have also not been widely disseminated. Since 2004, the Somali HoP has published laws on its web site, but only some of those bear the necessary signatures that make them official. That web site has been updated through December 2014.

Beginning around 1948, during the Italian colonial period in Somalia, the colonial government published an Official Bulletin, containing the official version of all Somali Laws adopted by the Parliament and signed by the Prime Minister, and certified by the Italian colonial administrator (who held the office of President). Publication of that Official Bulletin ended in about 1989. Beginning in July 2014, the Office of Attorney General has begun publishing an Official Bulletin, updated most recently in August 2014.

¹⁴ MoJCA may be split into a Ministry of Justice and a Ministry of Constitutional Affairs. If so, the assessment team suggests that SSG will work with the Ministry of Justice on items 1, 3, and 4 and with the Ministry of Constitutional Affairs (as well as with the ICRIC and the Somalia HoP Oversight Committee) on item 3.

3. Support for preparation and roll-out of policies and guidelines for key line ministries on legislative drafting process in consultation with key stakeholders.
4. Workshops and trainings to establish an up-to-date, comprehensive, publicly accessible legislative data base, including locating, categorizing, scanning, and organizing existing legislation.

G. Ministry of Youth and Sports

During a recent meeting H.E. Mohamed Osman Jawari, Speaker of the Somali HoP, informed SSG that one of his priorities is to form what he referred to as a “Youth Parliament” that would involve young Somalis in governance and groom future leaders. Speaker Jawari said that this idea arose from a meeting he had had in September 2014 with about 800 young people, who asked him how young people will be able to succeed to political leadership in Somalia. The Speaker delegated the task of creating this organization to the Ministry of Youth and Sports. MoYS asked the Objective 2 assessment team for support in preparing the draft legislation to form what the ministry refers to as the National Youth Council.

SSG support for this MoYS activity would advance several SSG objectives: it would help develop the capacity of MoYS to develop policy and draft legislation; it would present an opportunity for SSG to facilitate consultations by MoYS with civil society organizations representing the interests of young Somalis, a politically marginalized group; it would help create a vehicle for youth to understand how democratic government functions and to become involved in Somali governance; and it would help MoYS and the Speaker achieve one of their priority goals.

1. Workshops and training for MoYS in drafting policy and bill on a National Youth Council in consultation with key stakeholders.

H. Ministry of Public Works and Reconstruction

The assessment team suggests that SSG will assist the Ministry of Public Works and Reconstruction with capacity building in terms of its organizational development and staff members’ capacities (see Secs. IV(C) and VI(F), above). Its mandate overlaps with those of other ministries. The former Prime Minister issued a directive to form an inter-ministerial working group on infrastructure, but that working group has not been formed and it is not yet clear what the new Prime Minister’s position about this working group will be.

MoPWR was headed by one of the very few highly-placed women in the government. While she started to take positive steps to enhance the organizational development and functionality of the ministry during her slightly more than one year in office, she was hampered by limited number of qualified staff and government support as well as the very limited donor support.

The assessment team suggests that SSG should consider supporting MoPWR in continuing to enhance its organizational development and functionality. That support could include assistance to enable MoPWR to articulate its priorities and needs to the government, the Somali HoP, and donor organizations more effectively in order to attract additional support for organizational

development and staff capacity. In addition, SSG should explore with MoPWR and the Office of the Prime Minister any opportunities for operationalizing the proposed inter-ministerial working group on infrastructure in order to clarify the roles and responsibilities of key line ministries (MoPWR, Ministry of Health, Ministry of Education, Ministry of Transport) in the infrastructure section, enhance inter-ministerial communication and coordination, and reduce counterproductive inter-ministerial conflicts and rivalries. SSG should also consider providing legislative drafting support to enable MoPWR to create the legislative basis for some of the priority functions described in its annual work plan.

1. Workshops, training, and roundtable discussions to enable MoPWR to develop an overall strategy and lobby for support of its objectives, priorities, and needs effectively to the FGS, the Somalia HoP, and donors (e.g. UNOPS, UN-HABITAT).
2. Workshops and training to establish and launch an inter-ministerial infrastructure working group including development of TORs (possibly including other key stakeholders).
3. Workshops and training to enable MoPWR to develop legislative and regulatory basis for exercising key elements of its mandate (e.g. certification of construction contractors, contractor licensing).
4. Workshops and on-the-job training to support the preparation by MoPWR of a comprehensive, long-term strategy to renovate and repair FGS buildings and to prepare financeable proposals for particular renovation and repair projects.

I. Independent Constitutional Review and Implementation Commission

The legislation forming the Independent Constitutional Review and Implementation Commission was adopted in May 2014, and the five members of the ICRIC were approved by the Somali HoP in July 2014. According to the chair of the commission, the ICRIC has undertaken a number of important initial organizational and programmatic activities (see Sec. VII(I), above).

The ICRIC, MoJCA, and the Somalia HoP Committee for Review and Implementation of the Provisional Constitution (the Oversight Committee) have tentatively agreed on a MoU regarding their respective roles and responsibilities in the constitutional review and revision process. The chair of the ICRIC has informed SSG, however, that important aspects of the MoU require clarification. At the time of the Objective 2 assessment, the MoU had not been signed by the parties because the Oversight Committee had not yet been fully-formed. SSG has recently learned that the Oversight Committee has been fully formed. It is not clear what will happen to the MoU now that MoJCA is split into two new ministries – a Ministry of Justice and a Ministry of Constitutional Affairs.

SSG should explore whether the ICRIC, the new Ministry of Constitutional Affairs (if it succeeds to MoJCA as a signatory of the MoU), and the Oversight Committee are ready to clarify the MoU and sign and implement it. If so, SSG should consider facilitating that clarification process. That process could serve as a model for coordination and communication among a key government ministries, an important independent commission, and a major Somali

HoP committee regarding the implementation of the critical, constitutionally-mandated, and politically sensitive constitutional review and revision process.

SSG should also assess the ICRIC's office and IT equipment needs, and determine whether they are being met by the government or other donor organizations. Providing required office and IT equipment will enable ICRIC to function as intended in the constitutional review and revision process. SSG has repeatedly tried to contact the ICRIC chair about this, but she has not responded. Instead, SSG has recently contacted the MoJCA Permanent Secretary who, in turn, has put SSG in touch with two of his staff members whom he has assigned to provide information to SSG regarding the ICRIC's equipment needs. SSG should also provide the staff with technical support in practical trainings designed to meet the needs expressed, e.g. implementation of a public outreach strategy.

1. Provision of targeted equipment – whiteboard, printers, furniture (limited and as needed, to be determined in consultation with other stakeholders).
2. Assist ICRIC to operationalize MoU with MoJCA and Somalia HoP oversight committee regarding constitutional review process, including allocation of responsibilities for implementing public outreach strategy. (Possible support for preparation of informational materials, use of media to disseminate messaging, solicitation of public opinion, etc.).

J. Office of the Prime Minister

The Office of the Prime Minister will play a key role in implementing the Flagship Program and managing the Capacity Injection Program. The OPM is planning to form an Agreement Unit to work with FGS institutions targeted by the Capacity Injection Modality to coordinate the preparation of priority staffing plans and the recruitment and hiring of candidates to fill those positions. In addition, also as part of the Flagship Program, the OPM is planning to reconstitute its Policy Coordination Unit to ensure inter-ministerial coordination in the development of key policies, related proposed draft bills, and other activities that may require coordination.

SSG should pursue opportunities to work with key line ministries to help them follow the Capacity Injection Modality Unit and Agreement Unit guideline for preparing priority staffing plans to be funded and filled through the Capacity Injection Modality (see Sec. VII(0), above).

In addition, SSG should seek to work with the Policy Coordination Unit to help it develop its coordination strategy and guidelines, to disseminate those guidelines to key line ministries, and its mechanisms for overseeing the policy coordination process at the ministerial level.

1. Assist the OPM Policy Coordination Unit develop its coordination strategy and guidelines, to disseminate those guidelines to key line ministries, and its mechanisms for overseeing the policy coordination process at the ministerial level.

VIII. CURRENT FEDERAL GOVERNMENT OF SOMALIA AND DONOR PLANS AND ACTIVITIES

A. Federal Government of Somalia

The FGS has an enormous amount of work to do in order to achieve, in the words of The Somali Compact (March 2013), “... *a new beginning for a sovereign, secure, democratic, united and federal Somalia at peace with itself and the world, and for the benefit of its people.*” Fortunately, the FGS has developed, in some cases with the support of its international development partners, a number of guiding documents, which help prioritize initiatives for the FGS as a whole and allocate implementation responsibilities to various ministries and commissions. The Somalia Compact provides an overarching strategic framework for coordinating political, security and development efforts for peace and state building activities over the period 2014 – 2016, codified in five Peace Building and State Building Goals (see Section IIA).

The Somali Compact breaks each PSG down into several priorities. The proposed SSG activities proposed in this Objective 2 assessment report address several of these priorities:

- **PSG 1. Priority 2:** *Finalize and adopt a Federal Constitution by December 2015* – advanced through proposed SSG support to MoJCA, the ICRIC, and the Somalia HoP Oversight Committee.
- **PSG 3. Priority 1:** *Key priority laws in the legal framework, including on the reorganization of the judiciary, are aligned with the Constitution and international standards* – advanced not only through proposed SSG support to MoJCA but also to other ministries in drafting legislation and ensuring public and inter-governmental consultations during the process.
- **PSG 4. Priority 1:** *Enhance the productivity of high priority sectors and related value chains, including through the rehabilitation and expansion of critical infrastructure for transport, market access, trade, and energy* – while SSG will not directly deliver infrastructure, it will strengthen those institutions, such as the MoPWR, MoPIC, and MoF, mandated to coordinate and prioritize such work, thereby enabling the FGS to better manage and take greater ownership of these processes and their results.
- **PSG 5. Priority 3:** *Strengthen PFM to enable the different levels of government to better manage financial resources in a transparent and accountable manner, in support of national priorities* – advanced through proposed SSG PFM capacity building for key line ministries.

Likewise, SSG also aligns with the OPM’s 2014 Program of Work (March 2014). As the Prime Minister states in the introduction to the Program of Work, “*A key focus of the 2014 Action plan is to create credible, effective public institutions* [emphasis added]. *To rebuild the integrity of our institutions, my administration will adopt zero-tolerance policies on corruption, nepotism and injustice. We are committed to good governance in all public institutions to achieve efficiency, fairness and inclusivity anchored in strong laws.*” Additionally, the 2014 Program of Work identifies “*Core Government Institutions Building – capacity building*” across all ministries is indicated as one of its four top priorities.

Finally, the FGS's Vision 2016: Framework for Action (February 2014) articulates three foundational elements of the Government's strategy, namely:

- Constitutional review and implementation
- Completion of the federal system
- Democratization

Vision 2016 then divides each of these into key activities and outputs, many of which will be advanced by proposed SSG Objective 2 activities, including support for the work of the ICRIC, in coordination with MoJCA and the Somalia HoP Oversight Committee, and support to both the NIEC and IBFC as these two commissions develop.

B. Other Donors and Actors

SSG recognizes that there are many other actors supporting the FGS generally, and executive branch ministries and commissions more specifically. This assessment has identified areas where SSG can complement the efforts of others. Given the plethora of donors and implementing agencies either working with, or planning to work with, the FGS, it is possible there are additional activities underway. Based on its meetings with key donors, agencies, and FGS stakeholders, the assessment team has tried to capture the most prominent programs targeting FGS institutions with whom SSG is likely to engage.

This section begins with an overview of the recently developed FGS Flagship Program that featured prominently in the assessment team's discussions with the OPM Capacity Directorate, UNDP, the WB, and DfID. The remainder of the section is organized by donor and implementing agency.

FGS Flagship Program

With the support of the WB and UNDP, the FGS has developed a so-called flagship program on public sector capacity development that provides a programmatic framework closely aligned with the Government's priorities for public sector capacity development identified in The Somali Compact and the PSG4 Economic Recovery Plan. Broad agreement on this program was reached in May 2014 based on consultations among the Government, UNDP, and the WB. According to Mr. Dalmar Hassan, Capacity Development Coordinator in the OPM, negotiations to finalize the program are scheduled to take place in early December 2014, with funding expected to commence in January 2015. The program's overall goal is to, "... enable the government to fill critical capacity gaps in the civil service and to strengthen the capacity of key ministries and agencies to perform core government functions."

The FGS Flagship Program includes the following main components:

Component 1 - Developing Capacity for Core Government Functions

1.1 Supporting Harmonized and Government-led Capacity Injection in Priority Institutions

1.2 Providing Targeted Technical Assistance, Training and Coaching Support for New Recruits and their Teams

Component 2 - Strengthening the Frameworks and Procedures for Civil Service Management

2.1 Strengthening Basic Frameworks for Civil Service Managements

2.2 Payroll, Pension and Work Force Management

Component 3 - Strengthening Capacity at the Center of Government to Effectively Coordinate Policy and Lead Reform

3.1 Supporting Priority Ministries in Re-organization and Change Management

3.2 Supporting Central Policy and Coordination Functions

The Flagship Program’s planned management arrangements include a Steering Committee, Implementation Boards, and a Program Secretariat. In addition, there is a Capacity Development Working Group established under the Somali Development and Reconstruction Facility (SDRF) that provides the main forum for donor-to-government coordination in the area of cross-cutting public sector capacity development. The working group is intended to be the forum to discuss and agree on overall principles, standards, and approaches for capacity development and to harmonize assistance that is not channeled through the Flagship Program. During discussions with Mr. Hassan Dalmar, UNDP, and the WB, the assessment team was encouraged to collaborate with the Flagship Program as a participating member of the Capacity Development Working Group or perhaps more formally as a member of the Steering Committee.

In terms of timeframes and financing, Stephan Massing from the WB reported that they now have funds to begin supporting the Flagship Program in January for a five-year period, and is currently supporting its start up with bridge funding. UNDP will fundraise separately and anticipates support being provided by the UK and EU.

UNDP

Support to FGS capacity building has historically been led by UNDP’s Strengthening Institutions for Development Project (SIDP). Future support from the UNDP in this regard will primarily come via the Flagship Program. UNDP has also provided capacity injection¹⁵ to several FGS ministries through the IOM-UNDP Qualified Expatriate Somali Technical Support – Migration for Development in Africa (QUESTS – MIDA) Project, which was part of the SIDP program and will be continued through the Flagship Program under the Capacity Injection Modality. Through the bridge funding mentioned above, UNDP is in the process of hiring two consultants (expected “soon”) to be contracted for 70-90 work days each to assist MoPIC, the Ministry of Labor, and the Civil Service Commission to prepare organizational development plans covering the next three years. Within MoJCA, UNDP is supporting the establishment of a Constitutional Development Department by covering staff costs for seconded Somali experts.

The UN JPLG Program provides sector specific support to MoIF by providing two diaspora Local Governance Advisors to the ministry and by funding a Decentralization Expert who is expected to facilitate intra-governmental discussions around decentralization. Additionally, the UN Peace Building Fund has recently approved a program to support MoIF’s Stabilization

¹⁵ QUESTS – MIDA injects capacity by directly hiring qualified Somali diaspora to fill key positions jointly identified by the FGS and partner UN agencies.

Strategy, which includes hiring three diaspora advisors to oversee this program along with district-based consultants in each of the 25 target districts.

World Bank

Key beneficiary institutions targeted to receive UNDP/WB funding support through the FGS Flagship Program and the Capacity Injection Modality include MoF, MoPIC, the Ministry of Labor and Social Affairs, the Civil Service Commission, the OPM, the OoP, the Central Bank of Somalia, and selected key line ministries – Agriculture, Energy and Water, and MoPWR - that focus on the economy and infrastructure. The WB has also been the main actor working with the FGS on PFM. That project is intended to establish institutional capacity for the management of public funds in what the relevant WB document refers to as Central Finance Agencies and selected sectors. A PFM working group meets regularly in Mogadishu and at times in Nairobi. Stephan Massing from the WB suggested that SSG could coordinate its planned PFM activities through this working group. Finally, the WB is also managing a Recurrent Cost and Reform Financing Facility that is financing and supporting an operational payroll and payment system for the non-security sectors.

African Development Bank

The AfDB is currently implementing a three-year Economic and Financial Governance Project. The expected project outcomes include increased budget credibility to be achieved through enhanced macro-economic management, policy and planning. The outputs include: preparation of a macro-economic and fiscal framework underpinning resource allocation; drafting of monetized gender sensitive sector strategies; and external debt reconciliation. The project's other expected outcome is strengthened budget process and participation, whose outputs include: establishment of a budget calendar; comprehensiveness of budget information and inclusiveness and participation in the budget process. Finally, the project intends to strengthen the FGS' PFM capacity.

DfID

Ms. Anna Walters, the DfID Governance lead, briefed the assessment team on a forthcoming five-year, Accountability Program. The Accountability The management agent is still being finalized. Activity details will be specified only when the management agent is on board and has conducted detailed assessments.

DfID will channel money to UNDP in support of the Flagship Program. DfID encouraged SSG to seek ways to complement this work. She suggested, for example, that if UNDP or WB conducted capacity assessments of ministries, SSG could potentially support specific trainings identified by the assessment. DfID is also providing support to NDI (see below).

EU

The assessment team spoke with Ms. Katarina Motoskova, who has replaced Ms. Anna Schmidt, overseeing institutional capacity development, core state functions and PFM for the EU. The EU

is supporting the Flagship Program and will be funding the WB's and UNDP's respective components of the Flagship Program.

NDI

With funding from DfID, NDI provided two Somali lawyers to assist MoIF in drafting a citizenship bill. Support also included organizing and funding a number of workshops for ministry staff, other executive offices, and members of the Somalia HoP. Presently, the bill, which is actually framed as an amendment to the pre-existing 1962 law enacted under Italian rule, is in its fourth draft and has not yet been submitted to the Council of Ministers. According to NDI, UNHCR has also been involved, providing a lawyer to review and provide inputs to the draft regarding statelessness and human rights. UNHCR will also reportedly provide assistance to MoIF to facilitate consultations on the bill in regional centers such as Kismayo, Bosaso, and Garowe. Through the OPM, NDI has developed Public Policy Development Guidelines, a publication that has been endorsed by the FGS Council of Ministers and is currently being printed for dissemination. NDI will share a copy of the guide with SSG, though it was not yet ready when the assessment team met with NDI.

EISA

The EISA established operations in Somalia approximately two years ago. With funding from the SSF, a multi-donor trust fund comprising support from the UK, the Netherlands, Norway, Denmark, the United Arab Emirates, Sweden, and the EU, EISA has conducted one-week training for personnel of caretaker administrations who have been deployed to newly recovered districts under MoIF's stabilization strategy. Since then, EISA has also received funding from the Government of Sweden to conduct a series of general trainings on local governance, federalism, and decentralization.

SSF

SSF is providing support to the OPM by funding salaries and allowances for a three-person Stabilization Support Unit (SSU). The SSU is primarily assisting the OPM on advancing the federal member state formation process. The head of the SSU is SSF's primary liaison in preparing budgets for logistical support for the recently concluded Interim South West Administration (ISWA) process and the current process of forming the Central Regions state. The SSU is also coordinating the development of a Youth Employment Program, a program within a sub-working group of PSG4 that anticipates funding support from ILO, UNDP, and FAO.

The SSF is also supporting, in partnership with the US State Department, a TDR program through MoJCA, being implemented by IDLO. The TDR program seeks to link the informal and formal justice sectors, identifying ways by which informal justice practices can co-exist with more formal justice sector practices. Support includes funding a TDR Unit in MoJCA. The SSF is exploring additional support to TDR through MoJCA but has not yet specified what this might entail.

IX. GENDER ANALYSIS

Despite concerted efforts by the international community, the FGS has not been very successful in empowering women in the governance sphere. The assessment team met with representatives of seven ministries and the OPM, and corresponded with an eighth ministry and representatives of the ICRIC. Although two of the eight ministries are headed by women, the Minister of Public Works and Reconstruction is the sole woman serving in any managerial or technical capacity. Among the other seven ministries assessed, typically only one department head or in some cases only one or two section head positions are held by women. Women hold no PS or DG posts in any of the ministries assessed by SSG. Although the chairperson of ICRIC is a woman, draft legislation for the IBFC contains no provisions to ensure women's representation.

In such an environment, SSG must strive to ensure that women are represented in training events, workshops, and roundtable discussions, even if they do not hold senior positions within their ministries. In one of the ministries, for example, only one of ten department heads is female, but one of the Accountants in the Administration and Finance Department is a woman. SSG training for this ministry should make a concerted effort to include this individual and other female staff members to ensure their capacity is being developed. To support women's participation in project events and ultimately to support more women entering into leadership positions within the ministries, SSG will extend a select number of training events, workshops, and roundtable discussions to junior level staff within the ministries. In expanding access to SSG lead activities, the project will provide women and other marginalized groups who often are relegated to junior level positions with the skills, experience, and opportunities needed to help them advance to more leadership positions.

X. SUMMARY OF FINDINGS AND RECOMMENDATIONS

SSG is beginning at a critical and challenging time in Somalia's political history. There is ample encouraging evidence that the country is witnessing greater progress toward stability than at any time in more than 20 years. Despite the ousting of two Prime Ministers since the FGS came into being in late 2012, in both cases, these removals adhered to a constitutional process rather than being accomplished through violence. The FGS has received international recognition from many key partner governments and is enjoying greater state building support than at any time in the last two decades. The SNA and AMISOM control the majority of regional and district capitals of South Central Somalia. District, regional, and state administrations are being formed that perceive themselves to be part of a unified Federal Republic of Somalia. Although progress takes time, legislative advances are being made with important bills being drafted and submitted to the Somalia HoP for approval.

Nonetheless, there have been significant growing pains, characterized by persistent infighting between political elites that has impeded progress. Furthermore, the assessment team found that there is significant room for improvement at some of the FGS institutions. What progress has been made has been assisted by external support, both in terms of policy development, where international agencies have provided technical support to draft legislation, and in terms of basic administration, where external advisors seem to be the driving force behind some of the

successes the team encountered with regard to internal policies and procedures. In some ministries, the majority of staff have limited understanding of their roles and responsibilities, nor of their respective ministries' priorities. Of the several commissions whose formation is prescribed in the Provisional Constitution, only one – the ICRIC – has been formed, though it has failed to make any meaningful progress in delivering on its objectives due to capacity gaps as well as to the political infighting mentioned above.

In summary, the assessment has concluded that SSG should assist the FGS executive branch institutions on two fronts. One is basic organizational development, tailored to fit each ministry's current capacity but consistent in building capacity on financial, human resources, and administrative management. Such support will capitalize on some best practices identified with some ministries, such as MoJCA and MoF, so that peer mentoring can be utilized in addition to externally provided training. Second, SSG should support several ministries and commissions to enable them to fulfill their mandates through targeted policy and programmatic support, including assistance to develop and review draft legislation, as well as to facilitate greater intra-governmental communication in this process and to include CSO participation wherever possible. Proposed policy and programmatic support also includes assistance designed to help institutions perform their core tasks, such as supporting MoPIC in working with line ministries on annual planning, and ICRIC in its role implementing the constitutional review process.

In implementing these activities, SSG should seek to be both responsive to, and flexible in, what is often a dynamic and changing political environment, and should recognize that progress often depends on multiple stakeholders reaching agreement before an activity can be advanced. SSG's presence on the ground in Mogadishu positions it well to remain continuously abreast of these changing dynamics and will enable the project to seize upon opportunities to engage as they emerge.

XI. ANNEXES

Annex A. Bibliography of Resources

Annex B. List of Meetings Conducted

ANNEX A. BIBLIOGRAPHY OF RESOURCES

Somalia Government Documents

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ANNEX B. LIST OF MEETINGS CONDUCTED

No.	Name	Title	Organization	Organization Type
1	Dr. Ismail Jimale Jumale	Permanent Secretary	Ministry of Interior & Federalism	FGS
2	Abdulrahman Aligab	LG Advisor	Ministry of Interior & Federalism	UN/ FGS
3	Halane Ali Abdidoon	Director General - Interior	Ministry of Interior & Federalism	FGS
4	Abdullahi Yusuf	Director General - Federalism	Ministry of Interior & Federalism	FGS
5	Mustakim Waid	Policy Advisor	Ministry of Interior & Federalism	FGS
6	Nuur Axmad Diikiy	Admin and Finance Director	Ministry of Interior & Federalism	FGS
7	Muhudin Khalif Abdi	Rural Development Department Director	Ministry of Interior & Federalism	FGS
8	Muse Abshir Cabdi	Social Affairs Department Director	Ministry of Interior & Federalism	FGS
9	Abdifatah Hassan	Communications Department Director	Ministry of Interior & Federalism	FGS
10	Aynab	Good Governance Department Director	Ministry of Interior & Federalism	FGS
11	Yahye Omar Hersi	Political Parties Department Director	Ministry of Interior & Federalism	FGS
12	Omar Mohamed Alim	Planning and Training Department Director	Ministry of Interior & Federalism	FGS
13		Reconciliation Advisor	Ministry of Interior & Federalism	FGS
14	Mohamed	Local Governance Department Director	Ministry of Interior & Federalism	FGS
15	Hon. Minister Hussein Abdi Halane	Minister	Ministry of Finance	FGS
16	Farhan Ali Mohamoud	Senior Policy Advisor/PFM Reform Coordinator	Ministry of Finance	WB/ FGS
17	Ali Haji Adan	Special Finance Facility TIU Head	Ministry of Finance	FGS
18	Suad Egal	Special Finance Facility TIU Deputy Head	Ministry of Finance	FGS
19	Ahmed Abdi Adan (Iraad)	Head of Budget Department	Ministry of Finance	FGS
20	Abdikarim Mohamed	Deputy Director of Budget	Ministry of Finance	FGS
21	Robert Ojala	Advisor – FMIS (WB)	Ministry of Finance	FGS
22	Abdi Dirshe	Permanent Secretary	Ministry of Planning & Int'l Cooperation	FGS
23	Dahir Salad Hassan	Senior Consultant	Ministry of Planning & Int'l Cooperation	FGS
24	Abdirahman Said Osman	Consultant	Ministry of Planning & Int'l Cooperation	FGS
25	Hassan Abukar Haji	Head of Department	Ministry of Planning & Int'l Cooperation	FGS
26	Osman Y Mohamoud	Senior Advisor to the Minister	Ministry of Planning & Int'l Cooperation	FGS
27	Abdikarim Mohamed	Deputy Director of Budget	Ministry of Planning & Int'l Cooperation	FGS
28	Robert Ojala	Advisor – FMIS (WB)	Ministry of Planning & Int'l Cooperation	FGS
29	Ahmed Farah	Director General - International Cooperation	Ministry of Planning & Int'l Cooperation	FGS
30	Dahir S. Hassan	Advisor to the Ministry	Ministry of Planning & Int'l Cooperation	FGS

31	Ahmed E. Muhumad	Director General - Statistics	Ministry of Planning & Int'l Cooperation	FGS
32	Abdullahi Sh. Mohamed	Director General - Planning	Ministry of Planning & Int'l Cooperation	FGS
33	Hassan Abukar	Director Planning Department	Ministry of Planning & Int'l Cooperation	FGS
34	Mohamed Abbi Hassan	Director, Administration and Human Recourses Management Department	Ministry of Justice & Constitutional Affairs	FGS
35	Mohamed A. Zubeyr	Director, Planning and Development Department	Ministry of Justice & Constitutional Affairs	FGS
36	Abdihakim Moalim	Constitutional Coordination Specialist	Ministry of Justice & Constitutional Affairs	FGS
37	Zahra Hassan	Public Engagement Policy Advisor	Ministry of Justice & Constitutional Affairs	FGS
38	Abdirahim Shafie	Constitutional Development and Capacity Building Advisor	Ministry of Justice & Constitutional Affairs	FGS
39	Abdirizak Ahmed	Acting Director of Legislations and Agreements Department	Ministry of Justice & Constitutional Affairs	FGS
40	Hamza Abdullahi	Policy and Legislative Drafting Unit	Ministry of Justice & Constitutional Affairs	FGS
41	Hussein Sheikh Mohamed	Joint Implementation Support Unit	Ministry of Justice & Constitutional Affairs	FGS
42	Said Birmad Egal	Judicial Affairs Advisor	Ministry of Justice & Constitutional Affairs	FGS
43	Mohamed Farah Mohamed	Constitutional Development and Capacity Building Advisor	Ministry of Justice & Constitutional Affairs	FGS
44	Hon. Minister Khalid Omar Ali	Minister	Ministry of Youth and Sports	FGS
45	Dahir Abdi Abdullahi	Director General	Ministry of Youth and Sports	FGS
46	Abdirahman Omar Osman (Eng. Yarisow)	Senior Media & Strategic Communications Advisor to the Federal Government of Somalia	Ministry of Information	FGS
47	Hon. Minister Khadiijo Mohamed Diiriye	Minister	Ministry of Women and Human Rights	FGS
48	Mohamed Omar	Director General	Ministry of Women and Human Rights	FGS
49	Halima Adam Hasan	Human Rights Officer	Ministry of Women and Human Rights	FGS
50	Ms. Asha Gelle Dirie	Member	Constitutional Review Commission	FGS
51	Prof. Omar Hassan Mahad-Allah	Member	Constitutional Review Commission	FGS
52	Hon. Minister Eng. Nadifa Mohammed Osman	Minister	Ministry of Public Works and Reconstruction	FGS
53	Farimos Moalim	Advisor (unfunded)	Ministry of Public Works and Reconstruction	FGS
54	Hon. Saman Mohamed	Chairperson	Finance and Planning Committee of HoP	FGS
55	Hon. Osman Haji Ali	Secretary	Finance and Planning Committee of HoP	
56	Hon. Dr. Elmi Mohamoud Nur	Member	Finance and Planning Committee of HoP	

57	Hon. Mohamed Idle Geedi	Member	Finance and Planning Committee of HoP	
58	Hon. Abdulkadir Abdi Hashi	Member	Finance and Planning Committee of HoP	
59	Ali Omar	Chief of Staff	Office of the President	FGS
60	Abdi Sheikh Ahmed	Executive Director, Capacity Development Directorate	Office of the Prime Minister	FGS
61	Bashir Tani	Deputy Director, Capacity Development Directorate National Capacity Development Program	Office of the Prime Minister	FGS
62	Dalmar Hassan	Advisor, Capacity Development Directorate	Office of the Prime Minister	FGS
63	Alas M. Jama	Cabinet Secretary - Council of Ministers	Office of the Prime Minister	FGS
64	Albert Soer	Chief Technical Advisor / Project Manager Capacity and Institutional Development	UNDP	UN
65	Phillip Cooper	Project Manager - UN Joint Programme on Local Governance and Decentralized Services	UNDP	UN
66	Edmond Efendija	Acting Country Director	National Democratic Institute (NDI)	NGO
67	Mohamed Mohamud (Garibaldi)	Program Manager	National Democratic Institute (NDI)	NGO
68	Hamadzipiri Munyikwa	Country Director	Electoral Institute for Sustainable Development in Africa (EISA)	NGO
69	Palmira Ciaciarelli	Stabilization Advisor	EU / Crown Agents	Donor
70	Katarina Motoskova	Capacity Development, Core State Functions, PFM Advisor	EU	Donor
71	Stephan Massing	Senior Public Sector and Governance Specialist	World Bank	Donor
72	Winston Cole	Sr. Financial Management Specialist	World Bank	Donor
73	Robert Otua	PFM Advisor	World Bank	Donor
74	Ivan Parks	Head of Secretariat	Somalia Stability Fund	Donor
75	Ahmed Aden Mohamed	Deputy Country Manager	Somalia Stability Fund / ASI	Donor
76	Anna Walters	Governance Head	DFID	Donor

