

INSTITUTIONAL CAPACITY ASSESSMENT REPORT

**MINISTRY INTERIOR,
LOCAL GOVERNMENT AND RURAL DEVELOPMENT, PUNTLAND**

April 2015

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Acronyms

CBO: Community Based Organization

CSO: Civil Society Organization

DDR: Demobilization, Disarmament and Rehabilitation

GMIU: Grants Management and Implementation Unit

ICA: Institutional Capacity Assessment

JPLG: Joint Program on Local Governance

NAI: New Access International

IDPs: Internally Displaced Persons

IT: Information Technology

MoI: Ministry of Interior, Local Governments and Rural Development

M&E: Monitoring and Evaluation

PSG: Peace Building and State Building Goals

ToR: Terms of Reference

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A. Context

Puntland State of Somalia was established in August 1998 and is located in northeastern Somalia, it is the oldest state in Somalia and has an estimated population of 3.9 million, from which 70% is below the age of 33 years and nearly 52% are nomads¹. Puntland's population density is estimated at 18 persons per km². Livestock is the core of the state's economy.

The Garowe Constitutional Conference of 1998 led to the formation of Puntland State of Somalia. Puntland is based on three branches of government Legislative which consists of 66 members of Parliament, Judiciary and the Executive branch which is spearheaded by the President and Vice President. Puntland state has had five Presidents and has experienced four presidential elections.

The formation of Puntland State illustrates how governance and development have become localized in Somalia and demonstrates the capacity of the people from the northeast region to manage and finance large and complex political processes with limited or no international support.

Ministry of Interior, Local Government and Rural Development is the one of key ministries of the Puntland government of Somalia. Initially being the Ministry of Interior only the Ministry's mandate was increased to include Local Governments and Rural Development. It is mandated to oversee the internal security in collaboration with the Ministry of Security and DDR while managing and overseeing operations of local and regional governments in Puntland. It also is mandated to plan, advocate and mobilize resource for the purpose of rural community development.

Despite years of functionality the Ministry has experienced many different Ministers over five different administrations. This has had an effect on the capacity of the Ministry and its resilience to adapt to the shifting eras in foreign aid and governance in Puntland state and Somalia. This ICA was carried out after the request of the heads of MoI who felt that in order to improve the service delivery of the government, the ministry's capacity needed to be assessed independently by the civil society. New Access International (NAI) undertook this responsibility and carried out an ICA so the ministry can independently assess and understand their capacity needs. Without improving the capacity of the Ministry it will be unable to sustain operations and make full and effective use of the resources committed by the central government and the international community.

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B. Implementation of the Institutional Capacity Assessment

Scope of work

The institutional capacity assessment was used as an opportunity to compile information on key major gaps in areas of coordination, budgeting and financial management, planning and reporting, legal framework, physical infrastructure and human capacity of the Puntland Ministry of Interior, Rural Development and Local Government.

The scope of work was as follows:

1. Assess the context in which the Mol operates, which is determined by the legislative framework that provides its mandate and by the country's general political situation;
2. Inventory the ministry's current resources by gathering information on the human, infrastructural and financial resources of the Mol;
3. Assess budgeting and financial management, internal and external coordination, strategic planning and reporting and human resource management capacity of the ministry;
4. Assess procedures and priorities by acquiring information on the current operational practices of the Ministry, its institutional linkages and technical challenges;
5. Highlighting key challenges;
6. Develop recommendations to assist the Ministry to successfully carry out its mandate.

Methodology

We used a standard approach to this ICA, which is to collect data through interviews and questionnaires, and follow up with brainstorming to generate conclusions and recommendations.

Initial Data Gathering

The team composed of NAI researched the overall political context, institutional mandate and structure of the Ministry through available literature and through contact with Mol officials.

Development of questionnaires

NAI along with Ministry consultants and staff developed four types of questionnaires for the ICA:

- *Resources questionnaire*: this form relating to the Mol's available resources was completed by each of the Ministry's departments and directorates;
- *Responsibilities questionnaire for senior staff*: this form was completed by each directorate head;
- *Responsibilities questionnaire for other staff*: this was completed by several staff members within the various units, under the directorates;
- *Strategic questionnaire*: this information was gathered throughout the process from a variety of sources.

Feedback and brainstorming

Once the fieldwork was completed, the team carrying out the ICA and the MoI met to discuss the findings. Completed questionnaires were sent in advance and other anecdotal information was exchanged in person.

Data analysis

The ICA team analyzed the data gathered through the questionnaires and information provided during the brainstorming session in detail, and produced recommendations.

Reporting

A draft report was written by NAI for comments. Comments received were incorporated before the report was finalized.

C. Summary Findings

The assessment covered the eight departments of the ministry; however the assessment paid close attention to the Planning and M&E department, Admin and Finance department and the Local and Regional Governments department.

The key findings and recommendations of the consultancy team are explained in detail later in this report. The summary will not repeat them all; rather it will draw attention to the main challenges and possible ways of addressing them.

Policies/Procedures

Internal policies are non-existent for most departments. Resulting in confusion of mandates and overlapping of roles and responsibilities. When asked about the current status of departmental policies, department heads stated that this was a key issue that was impeding progress. Internal policies vital to any kind of institution are for the most part non-existent at the Ministry which is very surprising. With a mandate as broad as MOI's, compounded with the fact that various international agencies work under the Ministry's mandate who are by default its partners, it would seem that more agencies would be doing more to build the internal capacity of the Ministry. However policies are non-existent and in the few cases that it has been developed, are not followed by the department either because they are unaware of its existence or negligence. Addressing this major challenge first could enhance the cooperation and coordination of efforts and eventually unify the Ministry. Without addressing this issue it would be futile to begin capacity building efforts in different areas. However NAI suggests that establishing policies and procedures be completed speedily as delays could slow the capacity building efforts altogether.

International Support

The guiding principle for international support should be that it supports the MoI strategy and plans. Since MoI has been unable to provide clear strategies, international agencies have opted to offer well intentioned support that have somewhat increased the capability of MoI but has not produced cohesive sustainable systems.

International partners should be asked to answer to specific requests for tailored support in line with MoI's plans. Along with a host of other requests it should include technical support in the form of people to enhance the human capacity of the MoI during transition. Technical advisors should both assist with the planning and implementation delivery of projects and most importantly, to pass on skills to MoI staff to ensure sustainability.

MoI will need to work with their international partners to come to an agreement on how support requests will be responded to speedily and by what agency. In order to ensure that the ministry is on par with donor projects this support will need to be dispersed in a timely and speedily manner. We suggest that international partners work with the Grants Management Implementation Unit in close partnership.

Vision

This capacity assessment found that MoI does not have a strategic plan or a clear vision that directs the tasks of the ministry. Departments lack proper advice from the planning department to create their plans and to compound the problems there are unclear mandates, roles and responsibilities among departments. This situation is causing confusion and demoralization among staff as many departments believe other departments exercise their roles and responsibilities. The ministry has one a year plan which has not included all activities mandated to the Ministry. Some departments have their own plans that are in-line with their partners' plan and which may not reflect the Ministry plans. The lack of unity and human resource problem has had ripple effects on the Ministry and has resulted in the lack of a clear vision and strategy for the Ministry.

This could be combated by ensuring that the Planning Department's capacity is increased as well as close coordination with GMIU as a transitional unit to ensure that effective strategic planning and distinguishing of roles occur. This will help lay the groundwork to form a vision that is based on integrated planning and the precise aspirations of the ministry. To ensure that the ministry has the foresight to achieve its goals much work will be required to ensure that this is conducted properly.

Institutional Structure

Currently, the Ministry is headed by a Minister and Vice Minister who are responsible for overall policy and strategy development, a Director General leading technical direction and eight department directors: Local Government, Rural Development, Administration and Finance, Planning and M&E, IDPS Affairs, Refugee Affairs, Disaster Management and Aid coordination. There are departments that have units that are not functional or lack human resources. Instead of strengthening the central institution, international partners have opted to decentralize before ensuring that the center had the capacity to effectively supervise districts

under its mandate. This is partly due to the Ministry's inability to clearly communicate their needs. Respondents have stated that department mandates are being carried out by other entities whether civil society or international partners, with little coordination with the Ministry departments. From face value the institutional structure is setup in a way to ensure that there are the necessary departments to carry out MoI's mandate however the reality is, that there are various units missing from the departments and that existing departments have not been empowered to carry out the tasks delegated to them in their ToRs.

Information Management/Technology

The complexity of function of the MoI requires good information management. This is not yet present in MoI, although a number of systems collecting information pertaining to the Ministry's mandate have been put in place independent of the ministry, they rarely share information and information is not centralized under the Ministry. There are many independent databases that are not directly linked to the MoI. Ministry officials were skeptic of the credibility of district information and also acknowledged that it was poorly stored and managed; to compound the problem there is very little ownership and limited access of the government specifically MoI and the civil society in large. Many districts lack information systems altogether and lack the human resource capacity to manage information. The ministry's capacity to collect, compile and store this information is very poor. Information is not shared completely between districts and MoI, nor is there a central database where districts can easily share information. This has adverse effects on MoI's capacity to carry out its mandate effectively which involves collecting, compiling and storing information.

NAI feels that the current efforts will not generate the required results for MoI, rather the ministry needs IT systems that give the Ministry easy access to necessary information and IT that is sustainable or manageable by a Ministry with the current limited human capacity.

A focus on information management/technology projects should be undertaken; IT systems need to be:

- basic easy to use and developed in Somali language
- compatible so that districts and regional systems can share information with each other and provide adequate management information
- sustainable in terms of cost and human capacity

The systems should gradually expand to grade A and grade B districts with the capacity to reach all the districts in a planned manner.

Unity

Mol recognize a weakness in policies which gives way to the disunity of efforts. Mol will only be able to operate effectively if there is unity of effort across the Ministry and the processes in place amount to a system. This is currently absent, with competition rather than cooperation being the default setting. One reason is that there has been a lack of direction from previous leaderships to require cooperation towards the achievement of common goals. International support has also been focused on particular departments or separate processes rather than the promotion of a system across the Ministry. To ensure that there is unity of efforts will require the Ministry staff understanding and adhering to internal policies and their job descriptions. Formulation of policies while distinguishing obscure roles and responsibilities will ensure that ministry staff has the guidance and framework to carry out their day to day activities. The ministry will also have to conduct awareness campaigns within the ministry to ensure that staff is aware of the benefits of cooperation and also the disadvantages of the lack thereof. This will allow staff to properly understand the aspects of teamwork.

Financial Resources

The budget allocated for the ministry is inadequate and extremely limited and a major contributing factor to preventing the ministry from carrying out its mandate effectively. Also there is lack of proper budget allocation to ministry priorities and delays in budget that the ministry receives from the Puntland government and its donors. Vital programs to the Ministry such as the JPLG programme were extremely lackluster in reaching the goals set for 2014 according to Ministry officials. This has detrimental effects as the Puntland government suffered revenue shortages affecting the institution's limited, but imperative funding. The Ministry receives support from its partners that provides incentives and other administration costs for some departments that are in-line with the partners. **It was noted that the Ministry of Interior has four finance officers as one manages the government budget and others manage partner's budget.** This has created overlapping in finance activities, roles and responsibilities as well as disparity among directors as some receive adequate salaries from the partners of the ministry as their departments collaborate with the partners or in some cases were created by partner's budgetary support. This has perhaps unintentionally created autonomy within the Ministry as some departments have their own finance and administration system. Improved direction and coordination of budgetary support is required by international partners to ensure that the Ministry can cohesively and effectively carry out its mandate.

Delays in budgetary support and the lack of consultation and communication in setbacks of proposed projects have weakened the Ministry's financial capacity. Partners will need to ensure that proposed budgetary support for the Ministry from projects and programs such as JPLG do not delay as they have in 2014 and are carried out in close consultation with the Ministry.

The Ministry needs to ensure that they have effective financial policies and procedures in place, which is currently very lacking. The external audit unit is very weak and needs to be developed in order to properly oversee the financial activities of the Ministry. This unit needs to be empowered and will require capable staff that has the incentive to audit the Ministry and report the findings to all stakeholders.

Finally, the ministry needs to create a Fund Development Unit. This unit will ensure that the Ministry has diversified methods of funding, by actively pursuing agencies that could assist the ministry in its efforts.

Infrastructure

At the central level, the Ministry has a small building. The building is overcrowded and the staff does not have sufficient space. Some departments work in private buildings rented by the Ministry of Interior. District offices are in poor conditions and lack basic furniture and other office equipment (hardware, software, printers, etc.). There have been pledges from international partners to support the budget of the construction of the Ministry building.

Infrastructure at district and regional level is poor as the Ministry is responsible for local governments, office space in other regions and districts are very weak. The ministry has very few vehicles; with such an immense mandate the current vehicles are not adequate to support the operations of the ministry.

Infrastructure desperately needs to be developed and the Ministry needs to develop a financial scheme to ensure that they take part in constructing the vast infrastructure needs of the MoI.

Human Resources

A constant theme across the Ministry is limited skills and qualified staff to meet the complex challenges of sustaining operations and transforming the ministry. Without adequate investment in human capital, MoI will be incapable of functioning sustainably and effectively. This is rampant at the ministry despite extensive support by many international partners supporting the Ministry. Although this support has helped build and create vital departments at the ministry and budgetary support has paid for human resource costs, the working relationship between departments is poor. The departments that receive budgetary support from international partners perform better than other departments, some of these departments are very crucial to the productivity of the ministry. MoI's inflicted human resource weakness has stemmed from poor communication of capacity building needs to international partners and the lack of designing sustainable capacity building programs for MoI. In order for

the ministry to effectively carry out its mandate requires a human resource reform and modification of structures proposed by the Mol with support of international partners.

Short term capacity building will not alleviate this problem; this is a long-term process that needs to be addressed by effective training. However, training is not the only answer. There is an immediate need for recruitment of skilled personnel, both as short-term advisors and permanent staff.

Staff numbers do not necessarily reflect the specified roles as per the organizational structure. The human resource department lacks a strategic policy document and the necessary self appraisal tools for measurement of staff performance and incentives. There is an urgent need to improve HR policies and practices to ensure that the right people are put in the right jobs across the Ministry. There are very vague job descriptions that are in practice, and are very rarely adhered to. During the assessment, it became clear that most staff received modest training regarding their job descriptions, however possessed years of experience under the auspices of vague job descriptions that were rarely adhered to.

In order for swift change to occur there is a need for rigorous training courses for different departments to occur simultaneously. Although staff lacks capacity, NAI does not propose removing staff however through a nurturing capacity building effort ensure that the staff blossom into duties that fit their skill set.

D. Key Findings and Recommendations

The Puntland government is attempting to transition into democratic elections while decentralizing authority and empowering districts. These transitions will require strong institutions that can provide the leadership required to successfully achieve these objectives. In order to reach these goals the central government and international partners cannot overlook the capacity needs of one of Puntland's most crucial institutions.

Whilst the assessment focused on key areas, there are common issues in all these departments that have to be addressed across the ministry. These cross-ministry recommendations are divided into five categories. 1) Strengthening Coordination 2) Strengthening Leadership, Governance and Oversight, 3) Strategic Planning and Reporting, 4) Budgeting and Financial Management and 5) Human Resource Management.

1. Improving Coordination and Cooperation

• Coordination and Cooperation within Mol:

There is a serious absence of coordination and cooperation between departments. They are in fact competing with each other rather than cooperating with each other, which has a negative effect on the ministry. This could be addressed by revision and clarification of instructions developed for the roles and responsibilities of all departments including Planning, Finance and

Administration departments for implementation of the plans and vision. As well as how these departments would work together to achieve a common goal and increase productivity.

Recommendations

- Conduct Interdepartmental Interdependence and Coordination training as soon as possible
- Conduct Cooperation Campaign within the Ministry

- **Mol, Community Based Organizations and Donor Coordination:**

This is a serious issue. There is no coordination mechanism in place to ensure matching of priorities and strategies between Mol and donors which results in wastage of a lot of resources, duplication of efforts and creation of many gaps and loose ends. In summary the past interventions have not amounted to the establishment of a coherent sustainable system. NAI proposed creating Grants Management and Implementation Unit (GMIU) which was welcomed by the Ministry officials. GMIU's roles and responsibilities are listed below. Once the ministry is assured of the capacity to properly coordinate with donors, the ministry can inform donors to align their support with Mol priorities based on a one year strategic vision.

Documentation of past and current projects is rare to find at the Ministry. For a ministry to effectively communicate the priorities of the state, will require analysis of current projects and completed projects as well as independent analysis to effectively measure progress and weaknesses to ensure government priorities and goals are met. CBOs or CSOs play an iatrical role in achieving these Puntland goals however there is a huge gap in cooperation between CBOs and the Ministry. Although international agencies do not cooperate as closely as required by the Ministry they cannot be compared to CSOs. There isn't one CSO actor who works closely with the Ministry to ensure that the institution is capable of carrying out its mandate by equipping them with the correct tools i.e. needs assessment reports, training, translation services and any other services. The onus on the civil society is to ensure that every aspect of their society is enhanced. However they are the Ministry's poorest advocates, partners and supporters. The Ministry desperately requires CSO's willing to enhance the capacity of their government institutions to effectively carry out its duties and reach the goals set out by their government. The Ministry needs to seek CSOs who are willing to show commitment to reach the goals of the Ministry and Puntland.

Recommendations

- Empower coordination mechanism (GMIU) for local and international stakeholders

- Host forum to announce new procedures for CSOs working under the mandate of the Ministry of Interior, Local Governments and Rural Development
- Host regular review meetings with international agencies
- Inform international agencies of GMIU's procedures
- Ensure regular reporting from all projects under the Ministry's mandate from CSOs and international agencies

- **Coordination and Communication between Centre and Districts:**

Regions and districts face issues on a day to day basis and require guidance and supervision from the centre, which the ministry is having serious issues getting across. Although the highest officials coordinate with regional and district officials, department rarely provide technical guidance to districts and regions. On the other hand communicating with the relevant departments and getting timely responses is very difficult. The Local Government unit/department is responsible for communication and coordination with the 36 districts however its capacity is very limited and cannot sufficiently follow up with district issues with relevant departments at central headquarters. **There are 9 regional coordinators who are also responsible for coordinating efforts for Puntland regions.** This number is very undersized and drastically needs to be increased in order for effective coordination between region and MoI occurs. Not only do the coordinators require human resources and financial resources they also require proper training in order for coordination to be effective. Firstly however, what requires addressing is the local government department communications capacity, with regards to collecting information and relaying information to the necessary departments. Usually in ministries this function is seen quite as low level and not of any urgent priority to be addressed. In the view of NAI of this report this is one of the most important issues to be addressed.

Recommendations

- Empower Local Government Department with capacity building trainings to improve coordination with districts
- Enhance staff and technical advisors to improve guidance to stakeholders and districts and ensure capacity to carry out mandate is present
- Create communication strategy for Districts and Center to improve coordination
- Review existing communication strategies for districts
- Develop internal communication strategy for Ministry

- Develop communication strategy and procedures for districts and regions
- Improve human resources at the regional coordinator level in the department of Local and Regional Governments

- **Mol's Communication Strategy to External Stakeholders:**

Mol's internal and external stakeholders and many other people need to be properly updated on Mol's plans, projects, vision and priorities as well as Mol's strategy for achieving them. The Ministry has completed their official website as well as social media platforms, which have been very successful as they are regularly updated. What is crucial is that these platforms are regularly updated and interactive to allow for discussions. The platforms are a productive start; however need to be ratified by a guiding document which discusses all forms of communication. It is therefore essential that Mol develop and implement a comprehensive Communication Strategy to improve accountability through effective sharing of information.

Recommendations

- Formulate communication strategy
- Finalize communication strategy
- Train department heads on communication strategy

- **Information Storage:**

There is a total lack of technological information systems for crucial departments. Most of these departments rely on documents which are poorly stored in binders and is very difficult to locate certain documents despite reference numbers. Although reference numbers should ease locating documents these documents are primarily stored by region or district or issuing office/department. However these documents are predominantly internal documents issued from the Director General and Minister's office. Other important documents that should be compiled and stored by departments such as Rural Development, Regional and Local Governance, Civil Protection and Disaster Management, Planning and Administration are extremely poor. While some departments have semi-functional databases they rarely openly share information within the Ministry. This has detrimental effects on the Ministry, due to the lack of data many priorities or needs cannot properly be communicated to partners and stakeholders such as the legislative branch and civil society organizations. It is extremely necessary for a reform in the current over-decentralization and weak capacity of information storage. There needs to be a Ministry owned central database where information can be stored and viewed easily by Ministry staff and other civil servants with access to this information.

Recommendations

- Reform current information storage mechanisms
- Create new information storage database
- Train staff to maintain and update database
- **Unifying Efforts**

Instead of competition, staff needs to be encouraged to work together and even penalized if they don't. The establishment of a steering committee under the Minister or Vice Minister's leadership comprised of the Director General and all department heads with the GMIU as the secretariat to meet bi-monthly to review implementation of the ministry's plans, discuss challenges and brainstorm solutions. This will create unity and empower departments to review their responsibilities together. International partners also need to unify their efforts and have a closer working relationship with the Ministry.

Recommendations

- Establish steering committee
- Weekly meetings by the steering committee
- Advocacy within the Ministry to improve coordination within the Ministry

2. STRENGTHENING LEADERSHIP, GOVERNANCE AND OVERSIGHT

- **Establishment of a Ministry Trust Fund:**

MoI should discuss with all donors how to develop a trust fund with the suitable management and governance adequate to all. To coordinate funding through one mechanism instead of the many different sources that currently exist. MoI will then encourage all donors to channel their funding to MoI through that Trust Fund. Partners of MoI need to take the lead role to assist in creating this Trust Fund initially and ensure that the proposed Trust Fund would serve the purpose and needs of MoI. Eventually the ministry should develop a mechanism itself, with strong governance and oversight in consultation with donors and support of MoF, to a Puntland owned approach to the whole process but it should be done tactically and gradually so that donors will have confidence in the mechanism and channel their funding through this funding committee.

Recommendations

- Setup Pilot Ministry Trust Fund

- Create necessary oversight committees to ensure financial compliance
- Capacity building to internal audit unit
- Create Fund Development Unit

- **Grants Management and Implementation Unit (GMIU):**

Many international partners work with the various departments in the ministry however if questioned would not know where their departments are located in the ministry. This is due to the lack of strong departments at the Ministry. International agencies frequent the Minister and Director General's office and according to respondents very rarely department's offices. By and large departments are not aware of key projects or programs concerning their departments and are very rarely up to date with international agencies plans. In order to ensure the Director General and Ministers are not overwhelmed, and Mol is up to date with critical information, Mol has established a Grants and Implementation Management Unit (GMIU) as a one-stop shop for donors supporting Mol. This unit will act as a bridge between all departments of the Mol and donors. The primary job of this unit is resource mobilization, coordination and provision of technical support to all departments. This unit will work under direct leadership of the Minister and Director General, however, will be responsible to work parallel with other departments to provide them with technical support to assume their responsibilities in leading the Strategic Vision, planning, implementation and coordinating all donors support to Mol. It is also important that all donors recognize GMIU and coordinate all their support to Mol through this unit by providing information, involving GMIU in project formulation or project design, project discussions, appraisals and concerns with GMIU whenever they face problems with implementation of their projects. Most ministries that have undergone a reform process have established such units for immediate addressing of their capacity gap.

Recommendations

- Empower Grants Management and Implementation Unit
- Rally international and local support to GMIU

- **Establishing Policies and Procedures for Mol**

As stated in the summary findings, the lack of internal policies has made it very difficult to govern the Ministry effectively and has also caused overlapping in mandates and internal quarrels. Without effective policies and guidelines for ministry staff, the ministry's productivity will remain low. To combat this, there is a need to ensure that policies and guidelines are drafted and established as soon as possible; also that the staff are trained on the meanings of these policies and guidelines for the ministry and staff.

Recommendations

- Create internal policies
- Create guidelines and review existing job descriptions
- Create clear guidelines for staff
- Train staff on policies and guidelines

3. STRATEGIC PLANNING AND REPORTING

- **Planning**

Effective planning can only occur when the institution has credible up to date information to base their plans on. This is an obstacle currently at the Ministry due to many facts. Until the issues are resolved it will be very difficult to plan accurately. The issues that impede the Ministry's ability to effectively plan are listed below and above. To ensure that planning is improved will require the establishment of the GMIU to ensure there is strengthened coordination between the planning department and the other various departments.

- **Finalization and Implementation of 2015 Strategic Vision**

The MoI still hasn't completed the 2015 Strategic Vision. The Minister needs to send clear instructions to ministry officials to immediately begin finalization of the Strategic Vision of 2015 and 6 Month Implementation Plans for all departments; and instruct donors to support them in these processes. Furthermore MoI needs to take immediate action for the formulation of the Strategic Vision and implementation of the vision by:

- Attaining subject matter experts with regards to Strategic Planning, Implementation Planning and Action Plan development
- Aligning MoI's planning and reporting timing with donor support submission and reporting timeline
- Guiding all line departments in formulating implementation plans for their specific roles in the Strategic Vision
- Create effective and workable mechanisms for monitoring and reporting of at least quarterly performances of all departments

- **Mol's Internal reporting**

There is very poor reporting at the Ministry. There is no reporting template for the Ministry at most of the departmental levels. Reports are rarely ever disseminated nor are they compiled and filed into a database. Reporting is relatively non-existent at the Ministry apart from district reports which are inconsistent, untimely and disorganized. These district and regional reports on activities is the only form of reporting that is somewhat consistent. However these reports lack vital information and do not cover all districts in Puntland. For the most part reporting is done at regional level alongside the regional focal points. The regional focal points simply do not have the human and financial resources to compile the reports from every district in their region. Reporting at the Ministry could be improved by developing reporting templates for every department. Ministry staff will undergo training on how to fill in these reports. District reporting could also be enhanced by improving reporting templates however districts in remote areas will require ICT user friendly systems to generate reports. These systems could easily be formulated using technology and will drastically improve information sharing and coordination among MOI's local and international partners. Drastically improving internal reporting will equate that capacity building efforts by international agencies are sustainable and examinable strong systems that improve transparency of the Ministry's operations.

- Develop reporting templates for every department
- Train staff on how to use this reporting templates
- Create innovative reporting tools for remote areas
- Create Mol reporting template

- **External reporting by local and international partners**

According to department heads CSOs very rarely share project reports or documentation with the Ministry. International agencies also very rarely share reports from projects carried out by these CSOs with the Ministry. The project status reports that are shared with the Ministry, by international and local agencies are poorly written, hurried and rarely reflect what is on the ground. Despite that almost all projects reports state that their projects were very successful, year after year funding for the same projects are being requested for and carried out in the same areas; which creates uncertainty in how sustainable these projects are. This external reporting weakness stems from the monitoring and evaluation department which mentioned above is in very poor condition and desperately requires external support to enhance their capacity. This external support should come from CSOs to ensure that it is Puntland owned. This will ensure that effective monitoring and evaluation mechanisms are shared with the

department and their skills are enhanced via capacity building and field work in collaboration with CBOs who will be closely attached to the Ministry.

- Request monthly reports from international agencies and their CSOs conducting projects under the mandate of Mol
- Build a unit within the Planning Department that coordinates with CSOs

4. FINANCIAL MANAGEMENT

As mentioned above, currently there is no linkage between Mol's policies, plans and budgets. All are developed and implemented in isolation from one another. The internal audit unit needs to be empowered to carry out its duties. The internal audit will need to carry out regular audits and should develop these financial reports with the upmost confidence. This department will only be functional with the assurance of ministry officials. The finance department needs to take the following steps:

- Formulate financial policies
- Capacity of admin and finance department should be built to understand results based budgeting and execution
- Finance department alongside Planning Department should be empowered to guide all departments in costing Implementation Plans when capacity is reached
- Empower Internal Audit unit
- Adopt Budget Tracking and Expenditure Reporting System
- Regular Budget Execution Report to Mol leadership by departments and districts

5. HUMAN RESOURCES MANAGEMENT AND DEVELOPMENT

Most departments are deficient in technical capacity to assume the lead role in their areas for development and execution of implementation plans, not only for their own departments but also to provide assistance to other departments. Consequently they have been sidelined, not only because of limited technical capacity but because they lack the leadership capacity to exercise roles and responsibilities and guide the departments in proper planning, budgeting and execution and human resource management. They are also not empowered with enough authority and support to exercise their roles and be taken seriously by other departments. The Mol has to immediately insert that capacity in these departments through national and international advisors, with specific and identified skill sets appropriate to the roles they are

advising or mentoring. This can only be achieved by international partners and the MoI working together.

➤ **Appointment of Expertise Based on Merit:**

i. Empower officials to exercise their leadership roles without interference

ii. NAI recommends that the ministry employs national professionals with the correct skills and empowers these professionals as well as the other officials to conduct their responsibilities.

➤ **Long Term Technical Support:**

Many departments desperately require technical support. Up to now they have not been provided with the right kind of support to understand the process and procedures themselves and be able to not only guide other line departments to implement them but also ensure their proper implementation. This is mainly due to, too many different unnecessary short term trainings and capacity building opportunities are provided for these departments by different consultants. It is irrational to expect them to understand and apply all these lessons especially given that there is no coherence between all the approaches and the trainings don't necessarily relate to employees capacity to carry out their ToR.

These departments require long term national advisors with the relevant expertise and experience to not only provide training but also mentor them to implement the appropriate processes and procedures themselves and assist other departments as well. NAI believes that the concept of phasing and sequencing is required. This concept applies not only to the Puntland Priorities but the Somali Compact, and should also inform the process of capacity building so that capacity is not temporarily injected or replaced by international or national advisors. However skills must be transferred over time to increase levels of internal accountability and reduce dependency on external advisers. In the past the ministry has been provided advisors who did not have the relevant experience and expertise themselves. Recently the Ministry has been provided with technical advisors who have been swamped with an overload of work due to the limited human resource capacity at the Ministry.

- Contracting more national technical advisors for each department
- Strategic long term capacity building for all departments
- Increased budgetary support to departments for salaries
- Performance appraisals

- Having years of experience and understanding the inner workings of the Ministry, the current veteran staff require nurturing of skills and specific training courses to enhance their productivity. Instead of an overhaul of staff, targeted prolonged capacity building of current will ensure swifter results.
- Empowering Staff and Administration/HR Department:

It is recommended that first immediately an HR Policy is developed and second this department should be provided with right authority to lead HR reform process. The other internal policies also need to be developed as soon as possible. Extensive capacity building efforts for MOI personnel should be supported by international partners. Also the formation of necessary units is required to ensure that the reform is conducted properly.

- Summary Recommendations

To sum up, some of the key issues that the ministry will need to address are:

- Recruitment
- Professional Development and Training based on Needs
- Career Path, Appointment and Promotion
- Strengthening of Information Systems
- Good Governance
- Performance Management
- Building capacity of department heads with national subject matter experts with regards to Monitoring, Policy Development, Reporting and Coordination

E. Conclusion

The capacity assessment was conducted in October 2014 until January 2015 and assessed eight departments of Ministry of Interior including technical advisors, project staff and interns. This assessment discovered many weaknesses at the Ministry, although many international partners have been supporting the Ministry since its inception. The assessment found gaps in all the areas that were assessed, even departments currently being supported by international partners. The fact that the Ministry did not work as a cohesive unit, has resulted in an institution with many different parts working at poor levels for their own motives and not necessarily for the ministry's needs. Most of these problems stem from years of not addressing weak capacity and the disunity.

His Excellency Minister Ahmed Elmi Osman and the Director General Mohamed Ali Farah have stated that their vision for the ministry is a unified institution with the capacity to carry out its mandate effectively throughout Puntland state of Somalia. That is why they have supported this capacity assessment to identify the areas of weakness and address them as soon as possible. Most ministries would rather not shine light on their weak capacity; however the stance that the Minister and Director General have taken will only strengthen the ministry and create a sustainable institution with or without their leadership, an issue that previous leaders have failed to successfully address.

The findings will highlight to Mol and its partners, areas in need of immediate addressing and the recommendations will guide the future. For change to happen, will require strong leadership to implement recommendations provided by the assessment and develop short and long term plans for capacity building, coordination, data storage and department functionality. The onus of improving the Mol will rest on the shoulders of the Mol who will need to rally support from their partners to fill current gaps in order to fulfill its mandates and reach the goals projected by the Puntland Government.