



Capacity Assessment Report

Banadir Regional Administration, Mogadishu, Somalia.

21st September – 1st October 2014

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1 EXECUTIVE SUMMARY

The capacity assessment of the Banadir¹ Regional Administration (BRA) was conducted within the framework of the project entitled ‘*Promoting Good Governance for Sustainable Development in Banadir Region, Somalia: Effective Strategy, Operational Competency and Appropriate Technology*’. Designed and implemented by HIJRA in partnership with the BRA.

The main objectives of the capacity assessment were to:

- a) Conduct a detailed review of the capacities of the BRA at the Strategic, Operational and Technological levels; 11 management components² were identified as key areas on which the assessment process would focus;
- b) Identify and document capacity gaps in the BRA in relation to its core competencies³;

The above objectives were achieved by means of a 4-step process:

- i. Planning meetings in September 2014 with representatives of the BRA to define the scope and methodology of the assessment;
- ii. Selection of assessment team members and key informants;
- iii. Development of assessment tools/ instruments;
- iv. Capacity assessment mission (September 21st to October 5th 2014): assessment team conducted interviews with identified key informants;

The Findings of the assessment can be summarized as follows:

Strategic:

- i. *Legally mandated; specific legislation lacking;*
- ii. *Strategic plan in place; general knowledge and linkage of operations with strategic objectives lacking;*
- iii. *Departmental work plans lacking;*

Operational:

- i. *Performance appraisal/ management system lacking;*
- ii. *Lack of procurement department;*
- iii. *Largely manual and unintegrated processes;*

Technological:

- i. *Use of technology in operations limited;*

¹ Variant spellings include Benadir and Banaadir

² 1.Governance & Leadership, 2.Strategic & Operational Planning, 3.Roles and Responsibilities, 4.Staff & Human Resource Management, 5.Coordination, 6.Adequacy of Physical Infrastructure, 7.Financial Policies & Accounting Procedures, 8.Cash & Banking, 9.Accounting & Recording Keeping, 10. Administration, Logistics & Procurement, 11. Management Information System

³ Strategy, Operations and Technology

2 INTRODUCTION:

HIJRA has been operating in South Central Somalia for more than two decades. The organization's strategic direction as guided by its vision and mission is to contribute towards the *end of human suffering in Africa*⁴ by providing humanitarian assistance⁵ in an accountable, professional and impartial manner⁶. This is primary reason why over the period of its existence, HIJRA has made significant contributions towards addressing the humanitarian and development needs of the communities it works with in Somalia.

HIJRA has worked with others to achieve success; very little could have been realized without the collaborative efforts of communities, other aid agencies and governing authorities. HIJRA has been implementing Emergency WASH and Public Health programmes in Mogadishu since 2009; the establishment of a legitimate government in 2012 has witnessed the shifting of programming priorities from emergency to recovery and development. Correspondingly, HIJRA is also departing from emergency programming in Mogadishu and towards implementing development interventions that ultimately support the Federal Government of Somalia in its efforts to rebuild robust systems and structures in order to effectively assume its mandate of providing public services such as health, education, and security.

It is in this backdrop that in June 2014, HIJRA accepted an official request by the management of the Banadir Regional Administration (BRA)⁷ to design and implement a Good Governance Programme that would appropriately address capacity gaps in the BRA at the Strategic, Operational and Technological levels. The project seeks to build the capacity of the BRA to efficiently generate and utilize public revenue for maximum public benefit. A concept note entitled '*Promoting Good Governance for Sustainable Development in Banadir Region, Somalia through Effective Strategy, Operational Competency, and Appropriate Technology*' was borne out of preliminary discussions and interviews with key management and staff at the BRA.

The progression towards the development of a comprehensive project proposal necessitated the undertaking of an assessment of BRA's ability as an organization to perform its functions effectively, efficiently and sustainably; special attention was given to BRA's Strategic, Operational and Technological capacities.

⁴ HIJRA's Vision : We envision an end to human suffering in Africa

⁵ HIJRA's Mission: Rapid response to basic needs of the most vulnerable communities in the greater Horn of Africa by implementing humanitarian programmes.

⁶ HIJRA's Values: Accountability, Professionalism, Impartiality, Respect for Human Life and Collaboration.

⁷ Banadir Region is comprised of the 17 districts of Mogadishu, which also serves as the capital city of the Federal Republic of Somalia. The administration is led by Governor H.E. Brigadier General Hassan Mohamed Hussein (Mungab) who is also the Mayor of Mogadishu City.

3 CONTEXT

Over the past 20 years the people of Somalia have suffered dehumanizing conditions arising out of the collapse of the central government in 1991. During this period countless lives and property have been lost through famine, drought, disease and armed conflict. Various political and military attempts to reestablish law, order and statehood have failed miserably. These processes have given rise to a series of transitional caretaker governments that have lacked the legitimacy of mandate to devise and implement long term development agenda that would see Somalia down a path of recovery, peace and reconciliation.

The failure of the Transitional Federal Governments (TFGs) is mainly attributed to power struggles and the fact that for a long time most of the country's territory has been the control of various insurgent factions, the most notable being the Al Shabaab militant group. These conditions have limited the TFGs from making any tangible progress between 2004 and 2009.

In 2009 the Djibouti Peace Agreement was signed between the TFG and the Alliance for the Re-liberation of Somalia (ARS) - it provided for a new power sharing arrangement and the ending of the transition by 2010. However, due to continued in-fighting between TFG Presidents, Prime Ministers, and Members of Parliament, the deadline was extended severally. The intervention of the international community saw the brokering of an accord in July 2011, it was signed in Kampala, Uganda. The accord bore much fruit, a new provisional federal constitution was ratified on August 1st 2012 by a constituent assembly of 1000 clan representatives with each of the four main clans having equal representation and a coalition of minority clans having a quota equivalent to half of the share of the major clans – this was known as the 4.5 formula.

The provisional constitution established two legislative assemblies - a lower house with 275 Members (the people's house) and an upper house (the house of the regional states). The lower house was constituted in September 2012; its membership gained wide acceptance across all the clans. On September 16th 2012 the lower house in turn elected H.E. Hassan Sheikh Mohamud as the President of Somalia's first legitimate and internationally recognized Federal Government since the fall of Siad Barre.

This positive development has ushered in a new era of constructive and direct engagement on development between the Federal Government of Somalia (FGS) and the International Donor Community and Development Partners. The New Deal⁸ for Engagement in Fragile States for the Somali context was launched by the FGS in Mogadishu in 2013. The government is spearheading a consultative but Somali-owned process to define the country's development agenda and priorities. The 'Somali Compact' is one result of these efforts; it is a policy

⁸ <http://www.newdeal4peace.org/news-and-events/somalia-launches-new-deal/>

document that reflects the ongoing process of transition, and delineates five (5) Peace and State Building Goals and their corresponding priorities.

Somalia's transition towards recovery and sustainable development is being driven by the concerted efforts of the national federal government (FGS) and the various regional administrations, which play a critical role in moving the wheels of progress at the grass root level. The Banadir Regional Administration (BRA) is a case in point. Banadir Region is comprised of the 17 districts of Mogadishu, which also serves as the capital city of the Federal Republic. The administration is led by Governor H.E. Hassan Mohamed Hussein who is also the Mayor of Mogadishu City.

4 ASSESSMENT OBJECTIVE

The overall goal of the capacity assessment was establish BRA's ability as an organization to perform its functions effectively, efficiently and sustainably; special attention was given to BRA's Strategic, Operational and Technological capacities. This assessment process was focused on the work of the office of the Deputy Governor/Mayor for Finance and Administration.

The specific objectives of the capacity assessment were are as follows:

- a) Conduct a detailed review of the capacities of the BRA at the Strategic, Operational and Technological levels; 11 management components⁹ were identified as key areas on which the assessment process would focus;
- b) Identify and document capacity gaps in the BRA in relation to its core competencies¹⁰;

These objectives were achieved by means of the following 4-step process:

- i. Various Planning meetings¹¹ were held in September 2014 with representatives of the BRA to in order to reach a consensus on the scope, methodology and objectives of the assessment. The meetings resulted in a preliminary overview of the main challenges the BRA is facing in fulfilling its mandate. In addition, the meetings produced a final version of instruments and a work plan for completing the assessment;

⁹ 1.Governance & Leadership, 2.Strategic & Operational Planning, 3.Roles and Responsibilities, 4.Staff & Human Resource Management, 5.Coordination, 6.Adequacy of Physical Infrastructure, 7.Financial Policies & Accounting Procedures, 8.Cash & Banking, 9.Accounting & Recording Keeping, 10. Administration, Logistics & Procurement, 11. Management Information System

¹⁰ Strategy, Operations and Technology

¹¹ These meetings took place in Mogadishu.

- ii. A capacity assessment team of 4 members was constituted; it comprised of 2 representatives each from HIJRA¹² and BRA¹³. The BRA key informants were also identified; they consisted of representatives from the following departments within the BRA: Finance, Taxation, Markets, Projects and Coordination, Planning and Development, Human Resources, and Training
- iii. The assessment questionnaire¹⁴ was developed and finalized by HIJRA and BRA; it was divided into 11 areas of focus:
 1. Governance and Leadership: Aimed at acquiring an understanding of the BRA's legal mandate, management roles and responsibilities, policy framework, and strategic planning;
 - i. Strategic and Operational Planning: Review of operational strategies and work plans;
 - ii. Roles and Responsibilities: Job descriptions, staff capabilities and organizational structure;
 2. Staffing and Human Resource: Staffing numbers, induction procedures, HR policies, performance management, and HR systems;
 3. Coordination: Development and Humanitarian coordination, partnerships and collaboration;
 4. Adequacy of Physical Infrastructure: Office space, equipment and supplies. Computer and telecommunication infrastructure;
 5. Financial Policies and Procedures: Financial Manual, policies, budget planning, reports, and accounting systems;
 - i. Cash and Banking: Cash controls and banking;
 - ii. Accounting and Record Keeping: A look at the Chart of accounts, financial processes, and computerized accounting;
 - iii. Administration, Logistics and Procurement: Procurement Manual, procedures and policies on inventory and fixed assets;
 6. Management Information Systems: Information Management and computer based information systems.
- iv. Capacity Assessment Mission: during the mission (September 21st to October 5th 2014): the HIJRA/BRA team carried out a series of interviews and discussions with identified key informants of the BRA.

¹² Assessment Lead and Technology Consultant

¹³ Director of Taxation and Director of Revenue

¹⁴ A Derivative of the Organizational and Technical Capacity Assessment Tool (POTCAT) under the PC3 program.

5 ASSESSMENT FINDINGS:

STRATEGIC LEVEL

5.1 GOVERNANCE AND LEADERSHIP:

The Banadir Regional Administration (BRA) is a local government established in law by article 48, 1(b) of the constitution¹⁵ of the Federal Republic of Somalia. The article states as follows:

Article 48. The Structure of the State

(1) In the Federal Republic of Somalia, the state is composed of two levels of government:

(a) The Federal Government Level;

(b) The Federal Member States Level, which is comprised of the Federal Member State government, and the local governments.

(2) No single region can stand alone. Until such time as a region merges with another region(s) to form a new Federal Member State, a region shall be directly administered by the Federal Government for a maximum period of two years (Federal Republic of Somalia, 2012)

Banadir is one of the 18 administrative divisions¹⁶ of Somalia established at independence in 1960. Banadir itself is comprised of 17 administrative districts¹⁷ that make up the city of Mogadishu, which is also capital of the Federal of the Republic. BRA bears the dual responsibility of managing the affairs of the region as well as the municipality of Mogadishu. Thus, its head is dually the Governor of the region as well as Mayor of the City. In the current administrative structure the Governor/Mayor of Banadir¹⁸ is appointed by the President.

The Governor/Mayor is assisted by three deputy Governors/Mayors, each assigned with one of the following specific functions:

- i. Finance and Administration;
- ii. Security;
- iii. Political and Social Affairs

¹⁵ A Provisional constitution adopted on August 1st 2012 by constituent assembly of 1000 clan representatives.

¹⁶ Lower Jubba, Middle Jubba, Gedo, Bay, Bakool, Lower Shabelle, Banadir, Middle Shabelle, Hiiraan, Galgudud, Awdug, Nugal, Bari, Sool, Sanaag, Togdheer, Woqooyi Galbeed, Awdal

¹⁷ Dharkeynley, Wadajir (Medina), Hodan, Hamar Weyne, Hawl Wadag, Wardhigley, Bondhere, Shingani, Shibis, Yaqshid, Abdiiaziz, Huliwa, Karan, Waberi, Daynille

¹⁸ The incumbent is H.E. Brigadier General Hassan Hussein Mohamed Mungab, appointed on February 27th 2014.

Working under the deputies are the heads of 38 departments/units (Wandati & Nassor Sultan, 2012).

It was noted through direct observation and key informant interviews that the Head of BRA is well respected with an appreciated leadership style. Department heads appreciated the accessibility and approachability of their supervisor to discuss their work.

5.1.1 MANAGEMENT STRUCTURE:

Governor/Mayor				
Deputy Governors				
Finance & Administration		Security		Political & Social Affairs
Heads of Departments				
Finance	Human Resources	Taxation	Revenue	Markets
Social Relations	Audit	Investigations	Health	Sanitation
Registration	Sports	Education	Parks & Livestock	Culture & Arts
Construction Services	Roads	Sewage	Transportation	Housing
Logistics	Petroleum	Electricity & Water	Telecommunications	Hotels & Tourism
Cooperatives	General Services	Coordination of Districts	Monitoring	Training
Organizing	Social Relations	Land	Security	Special Secretariat for the Mayor

Figure 1 BRA Management Structure 2013 (Wandati & Nassor Sultan, 2012)

The table above reflects departments/units that were in place in 2013. The new administration which was appointed in February 2014 is currently restructuring the

departments; their present numbers and designations may therefore differ from those listed in the table.

5.1.2 VISION, MISSION AND STRATEGIC OBJECTIVES:

The BRA's strategic direction is documented in its current strategic plan for the period 2013 – 2016. The document defines the organization's Vision, Mission, Values and Objectives. The strategic plan is also under review as it was devised prior to the appointment of the current administration. The management is in agreement with the basic principles of the plan but feel that the document requires some adjustment so as to align it to the prevailing context. Many of the HODs are newly recruited and therefore lack the knowledge of the existence of the strategic plan. Those that do know of its existence demonstrate little understanding of the main tenets of the document.

Vision:

A Peaceful, harmonious and prosperous city attracting local and international confidence.

Mission:

To revive, secure and restore the dignity and entrepreneurial spirit of Mogadishu.

Values:

1. **Courage** to serve the residents of Mogadishu in a challenging environment;
2. **Integrity** in whatever we do;
3. **Teamwork** and cooperation with all government and non-government organizations;
4. **Inclusiveness** and pooling all residents in making Mogadishu a better city;
5. **Environmental** sustainability and beautification;
6. **Service** that is delivered with caring attitude and commitment

Objectives (by 2016):

1. Improve the Security level of the City;
2. To hasten the reconstruction of the city infrastructure;
3. To foster harmonious working relationship with the federal government, other regional administrations and the general public;
4. To improve the delivery of fundamental services and products;
5. To strengthen city administration structures and systems.

There are accompanying strategies and expected outcomes for each of the above strategic objectives.

5.2 STRATEGIC AND OPERATIONAL PLANNING

5.2.1 ROLES AND RESPONSIBILITIES

While an organizational strategic plan is in place, departmental level work planning is negligible. In many departments work plans simply do not exist. Those that do have work plans present basic activity lists without specific indicators for success. There is general lack of knowledge amongst interviewed staff in work planning and its importance in facilitating the achievement of the organization's strategic goals. Existing Department level plans are also not shared or updated regularly which affects coordination and synergy across the BRA.

OPERATIONAL LEVEL

5.3 STAFFING AND HUMAN RESOURCE

As at 2013 the human resource base of the BRA was 1,260 staff members (Wandati & Nassor Sultan, 2012) serving in various positions and departments. The current administration was appointed in February 2014, and since that time 400 staff have been laid off, the majority being inadequately qualified.

The current HR management has since their appointment achieved the following:

- Implementation of a Computerized Human Resource Information System¹⁹;
- Implementation of a computerized Payroll system;
- Implementation of a Biometric Access Control System²⁰

Monthly work plans are in place. The HR department is currently receiving support from the United Nations Development Programme within the framework of the Joint Programme on Local Governance and Decentralized Service Delivery (JPLG) in the following areas:

1. Training (including gender content) and mentoring of HR and planning department staff
2. Recruitment of national technical experts in Human Resource Management and Public Sector Reform;
3. Production of a gender-sensitive Human Resource Management Guideline and Manual (including consultation, a technical expert, translation and printing)
4. Provision of ICT and office equipment;

A restructuring process is underway to enhance operational efficiency. Terms of Reference defining the specific functions of each BRA department have been developed in the Somali language. Individual job descriptions are being developed with the assistance of the UNDP under the auspices of the JPLG. HR departmental goals and targets are set in consultation with senior management, other departments and the BRA strategic plan. Monthly reports are submitted to senior management and reviewed in an open, interactive and collegial

¹⁹ These systems are primarily used by the HR Director, Payroll Manager and HR Manager.

²⁰ To manage and monitor staff attendance; this is a work in progress.

process. However, a framework for employee performance management and appraisal is lacking for the HR department and all others.

There are numerous²¹ departments in the BRA; each is headed by a director, most are political appointees. The majority of the directors are young, highly motivated and well educated and thus is the greatest asset of the organization. However, they are fresh graduates with little or no professional working experience. Despite the cut backs, the workforce is still too large. There are numerous cases of duplication and overlap, with the existence of multiple positions performing the similar function. There are efforts being made to move away from political appointments. A strong desire exists within the HR department to implement a merit based recruitment and selection plan that will place the right people in the right positions.

There are three groups of people that make up the BRA's human resource base:

1. Adequately and appropriately qualified professionals with the requisite skills and experience; they form a minority of the staff base. The majority are newly recruited;
2. Unqualified individuals; possessing underdeveloped or outdated skills. These require training and development so as to fit within the existing structures and make meaningful contributions;
3. Unskilled labour: cleaners, clerks etc.

A HR manual containing various policies²² and procedures is in place and currently under review.

A training department was established in March 2014 to equip staff with skills and knowledge in areas such as good governance, leadership and mediation (peace and conflict resolution). Since its inception four trainings have been undertaken; initial participants have been staff in the office of the Mayor, and the Mogadishu district commissioners²³. Training curricula are developed internally and with the assistance of various external partners.²⁴

A training needs assessment has recently been undertaken for all departments. The assessment focused on individual staff skills and equipment. The release of the assessment report is expected in November 2014.

²¹ 38 in 2013.

²² Grievance, complaints, health benefits etc.

²³ The appointed administrative heads of districts; there is one district commissioner per district, which now number at 17.

²⁴ Interpeace, International Labour Organization (ILO), UNHABITAT

5.4 COORDINATION

The mandate of the projects and coordination department is two-fold:

1. Manage the planning, monitoring and evaluation processes of humanitarian and development activities undertaken by or on behalf of the BRA;
2. Coordinate and document all humanitarian and development activities undertaken within the Banadir Region by BRA and others²⁵

The department organizes a quarterly coordination meeting chaired by the Governor/Mayor. Representatives of the department also regularly attend coordination meetings organized by the United Nations, NGO Consortia and Government. They actively engage with all relevant stakeholders to avoid duplication and promote the implementation of relevant and sustainable interventions within the Banadir region.

5.5 ADEQUACY OF PHYSICAL INFRASTRUCTURE:

The current BRA premises is inadequate to house the entire staff in one office space. The office location is within the fishing district of Shingaani²⁶. This is a temporary arrangement; rehabilitation of the pre-1991 Mogadishu Municipality office buildings is underway. The rehabilitation project is being spearheaded by the office of the Governor/Mayor and should be concluded within the first quarter of 2015. Observations revealed that some of departments appear to have adequate and appropriate office space and equipment to perform their functions while others do not. Some have old and outdated equipment while other appear to be newly furnished with modern equipment.

5.6 FINANCIAL POLICIES AND ACCOUNTING PROCEDURES:

5.6.1 ACCOUNTING AND RECORD KEEPING

A financial policies and procedures manual is in place.²⁷ The document defines the minimum level of accounting procedures and financial controls that must be implemented by the BRA. The application of the policies and procedures in the document extend to all financial systems in all municipality offices.

The policy statements in the document appear to be based on Generally Accepted Accounting Procedures (GAAP). There are however, notable inconsistencies in the actualization of established policy and procedure.

²⁵ NGOs and development agencies.

²⁶ May have alternative spellings.

²⁷ 2nd edition published in November 2012

There is neither a departmental work plan no individual work plans in place. However, a business plan for the municipality of Mogadishu is place. It was developed with the assistance of external consultants in December 2012. Its operational period is 2013 through to 2016.

The department has been using QuickBooks 2013 accounting software since January 2013. Budgets are entered into the systems as required; budget versus actual expenditure is closely monitored. A budget variance report is produced on a quarterly basis. The accounts are audited on an annual basis by the auditor general of Somalia; the latest audit report is for the fiscal period January – December 2013. The QuickBooks cashbook is exported to Microsoft Excel format and then reconciled with bank statements on a monthly basis.

The policy and procedure manual dictates best practice on cash control, banking and cash flow. All receipts and payments are properly documented and reconciled. All payments are recorded on vouchers and supported by full documentation; these are duly reviewed and authorized by the designated approving authority. All advances are requested and approved for in writing; they also must be reconciled with relevant supporting documentation. An income statement is produced on a monthly basis.

The current chart of accounts structure is sufficiently detailed and organized; it is however under review. All expenditure is authorized by the Governor/Mayor. All expenditure is coded and allocated within the approved chart of accounts and budgets respectively. A trial balance is extracted and balanced on a monthly basis.

5.6.2 INCOME:

The BRA derives its income from the following sources:

- i. Taxation:
 - a. Business licenses;
 - b. Property Gains Tax;
 - c. Entity Registration²⁸;
- ii. Revenue:
 - a. Airport;
 - b. 15% of seaport revenue;
 - c. Public transportation levies;
 - d. Small trader fees;
 - e. Market fees.

²⁸ Businesses and NGOs.

The legal mandate to collect tax and revenue is derived from a letter of authority issued by the office of the Governor/ Mayor. Income collection and management processes within the BRA are generally manual; there is little or no utilization of information technology.

5.6.2.1 TAXATION:

Prior to March 2014, income generated from taxation in Mogadishu was limited to the districts of Xamar Weyne and Hawl Wadag. The collection area has since been extended to the other districts as a result of a successful public awareness campaign programme conducted through radio and billboards. A list of business categories is in place and it is under constant review; final approval is made by the Governor/Mayor. The category list rates different business types on the basis of business activity and turnover. Business licenses have a 12 month validity and are issued as per calendar year²⁹.

The modes of tax collection are cash and mobile money; 85% of licenses are paid for in cash, and the remaining 15% is received through mobile cash transfer.³⁰ Cash transactions are recorded on printed vouchers that have unique serial numbers; these are requested for and issued in writing by the director³¹. All cash received is then deposited into a central bank account and the deposit slip is filed. As per a management directive³², 35% of all business license revenue is disbursed to the district commissioner on a monthly basis. The business licensing process is manual and takes up to 7 days or more from application to issue. License certificates do not appear to have any modern security features and can be easily duplicated.

The current property gain tax rate is 200 USD per transaction; this is for sale of houses and buildings. The ministry of finance levies an additional percentage on sales of undeveloped land. License fees for the registration of businesses and NGOs are currently collected by the ministry of foreign affairs on a biennial basis.

5.6.2.2 REVENUE:

The revenue department collects income from the airport, seaport, ³³public transport operators, small traders and public markets through various fees and levies. There is daily collection from 9 areas³⁴ in Mogadishu. Pre-numbered receipt books of different denomination are issued to municipal staff who are based at the designated collection points around the city; cash collected is then returned and reconciled with receipt leaves issued. Cash is deposited into a central bank account and the deposit slip is filed. A daily revenue

²⁹ New licensed issues within the year are prorated.

³⁰ There is a designated pay bill number issued by local mobile companies.

³¹ Of the tax department.

³² Governor/Mayor.

³³ 15% of income from the seaport remitted to BRA by the federal government.

³⁴ Ex Kontarol, Galgalato, Blka Banadir, Bosteejada Dabulka, Gadiidka Dhismaha, Gadiidka Dhismaha Jaziira, Offica Pra, Airportka, Tabelayasha

report is prepared and compiled into weekly and monthly reports. The receipt books do not have anti-duplication security features and can easily be reproduced.

5.7 ADMINISTRATION, LOGISTICS AND PROCUREMENT:

Despite the existence of policies and procedures on logistics and procurement; there is no substantive logistics and procurement department in place. A head of procurement position is listed in the current finance and administration organizational structure but the office is currently unoccupied.

The procurement function is performed by an external entity; a private company has been contracted to undertake all procurement on behalf of the BRA. All purchase requisitions are reviewed and approved by the Governor/Mayor; once approval is obtained, written authority is issued to the contractor, who then proceeds to source and deliver the required goods or services. This policy applies to all purchases.³⁵

There is a comprehensive fixed asset register that is regularly updated.

TECHNOLOGICAL LEVEL

5.8 MANAGEMENT INFORMATION SYSTEM:

The existence of an information management system, policy or structure is lacking. Processes are typically undocumented; organizational knowledge is scattered and hard to access.

There is no substantive IT department; IT work is currently outsourced on ad hoc basis. A personal computer³⁶ is not available to every staff member neither is every staff member fluent in its use for basic office tasks. In addition, the BRA does not have a proprietary email system; staff are currently using public email³⁷ to communicate. The BRA does not appear to have a substantive website where information on its activities, structure, and legal framework can be found. Physical voice and data networking³⁸ is also lacking. Access to the internet (Wireless and Wired) is limited to select offices.

The lack of networking of the existing individual work stations is impeding the sharing of documents and collaborative work. This currently done through email document attachment. There is no electronic archive upon which to draw past work and lessons learned from.

³⁵ This may not include petty cash purchases.

³⁶ 81 Desktops and 37 Laptops in place.

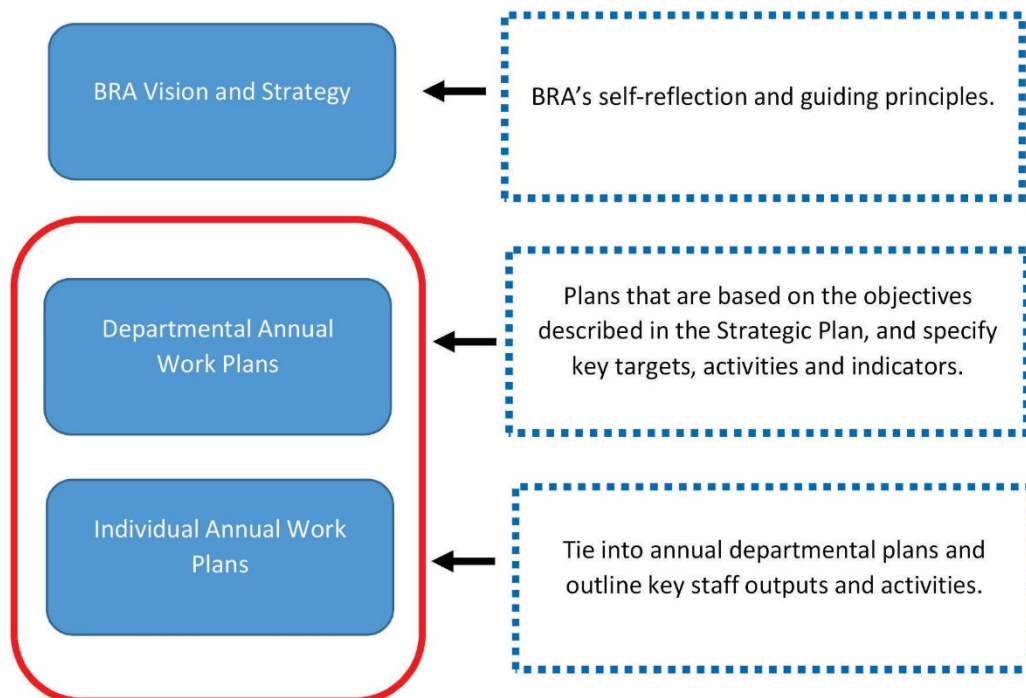
³⁷ Yahoo, Gmail, Hotmail etc.

³⁸ PABX and Local Area Network

6 RECOMMENDATIONS

6.1 STRATEGIC LEVEL

BRA Department level work plans should be developed in detail. Objectives should be set per department to support achievement of those in the Strategic Plan; indicators should be listed for measuring their achievement, the human and financial resources necessary, as well as the partners. A supporting procedure will need to be elaborated detailing timelines for department work planning, lead staff members, and minimum requirements will also need to be developed. If individual work plans are also recommended at this time; but the process of their development should strictly follow after the establishment of plans at the department level. The diagram below highlights in red where the primary focus of BRA should be in the short term.



6.2 OPERATIONAL LEVEL:

6.2.1 HUMAN RESOURCES:

BRA does not have an effective performance appraisal/ management system in place. Performance measurement is the process of assessing progress toward achieving predetermined goals. Performance management builds on the measurement process and adds the management components focusing on communication and action on the progress achieved against the predetermined goals; put another way, performance management includes activities to ensure that goals are consistently being met in an effective and efficient manner. The main purpose of performance management is to link individual objectives and organizational objectives and to develop skills of people to improve an organization's efficiency and effectiveness. Performance management will be necessary in order to ensure BRA's systems, processes and procedures mature and move from being ad-hoc to defined and repeatable.

As noted previously, the BRA does provide a series of trainings, as do numerous international agencies. The first recommendation will be to develop an organizational learning plan that notes which key skills need to be developed over the short, medium and long term; following this, individual learning plans will need to be developed as well. As discerned through the capacity assessment there is a need to provide specific individual technical and management skills to the BRA staff. While the specific content will be covered in a subsequent section focusing on the individual level, the method of providing such skill development is important for BRA. It is recommended that BRA move away from short-term trainings and focus on longer-term engagements for staff. This can be done through bringing mentors or coaches from local governments in neighboring countries or by sending BRA staff to such countries for extended periods (1 month for example). This will allow skill development, link the staff to mentors that will be able to support them from abroad, and if the staff travels abroad will be an attractive option for learning.

6.2.2 FINANCE:

As indicated previously, BRA's revenue collection and financial management processes are largely manual. There is an urgent need to:

- i. Increase revenue collections;
- ii. Integrate Financial processes;
- iii. Examine cost-effective collection methods;
- iv. Automate manual activities and implement electronic transactions.

The above can be achieved through the development of strategic, operational and technological solutions that will improve business processes, accelerate and increase

revenue collection. The accrued benefits from the implementation of an innovative revenue management strategy may be as follows:

- i. Enhanced collection policies and procedures;
- ii. Improved revenue generation, tracking, and compliance;
- iii. Rigorous reporting on leading and lagging performance measures; financial and operating reporting, dashboards and scorecards, that identify positive and negative performance trends;
- iv. Reduced cost of collection;

6.2.3 PROCUREMENT:

The assessment exercise revealed that BRA does not have a substantive procurement department despite the fact that procurement related policies can be found in the financial manual. It is unclear whether the outsourced contractor does and is obligated to follow BRA policy and procedure when procuring goods and services on its behalf. One of the most important functions of any organization is how goods and services are purchased, at what cost, how they are managed, budgeted, and processed. Without these goods and services, an organization cannot service its clients (internal and external). The creation of a procurement department is not just about the direct involvement of BRA staff in the procurement function, it is about the establishment of strategic partnerships that will bring sustainable and long-term success.

6.3 TECHNOLOGICAL:

Technology may be defined as the practical application of knowledge especially in a particular area (merriam-webster, 2014). Information management extends beyond the use of ICT (which is merely a tool to support a system) to a broader process on how an organization produces, share, and circulate information both within it and with external partners. As noted previously such a system does not exist within BRA. It is recommended that BRA utilize a consultant to assist with the development of the information management processes and procedures (such as what type of information should be shared amongst the departments, how to archive such information, how to classify information for public sharing or not, etc.). The ICT architecture should then be adjusted to support the information management system. This will include establishing a common server and intranet (for frequently needed documents, online calendar to track staff movements etc.) shared folders for storing document, departmental emails and other elements. A website and a proprietary email system is also required. In addition, a data backup system should be established in order to prevent loss of documents due to equipment failure.

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