

**Factors affecting Decentralization of Public Sector Services on Local Governance of
Puntland: Case of Garowe District**

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Abstract

The purpose of this study was to investigate the factors affecting decentralization of public sector services in Puntland, case of Garowe district, particularly the areas of resource availability, legislation, Communication system and Staff trainings. The study employed descriptive research design, with the sample size of 91 respondents comprised civil servants, council member's, village committees and UN Staff by using both questionnaire and structured interview schedules to collected primary data. This research noted that ministries slowly decentralized services by devolving responsibilities and functions since the decentralization policy was adopted, these include Primary Education, Basic Health care, waste management, Revenue generation, land management and internal roads rehabilitations. The research established that Garowe district is not adequately funded its programmes of service delivery due to both poor mobilization of resource locally to generate revenue and financial transfer from the central government. it was found out that local government lacks most of the bylaws to regulate the operation of the district, particularly areas include levying local taxes for revenue generation, environmental protection laws and town parking are not yet being enacted at local level. In addition, this study established that training of staff has been improving to implement decentralization agenda. In order for decentralization of public sector services to succeed, it is recommended that enactment of laws that would promote mobilization of resource to generate revenue. Capacitate local assembly on legal drafting to accelerate the time it takes to develop bylaws. Develop communication system strategy to ensure the decentralization services reaches the community.

Keywords: Decentralization, Services, Resource, Legislation, Communication, and Training

1. INTRODUCTION

1.1. Background

Globally many countries have engaged in the process of decentralization by transferring responsibilities of the state to lower tiers of government. Such transfer of power is believed to bring about not only political stability and contribute to democratic governance but also improves service delivery. According to (Azfar, Kahkonen, Lanyi, Meagher, & Rutherford, 1999) decentralization has involved 'the transfer of administrative, fiscal and political powers and functions of the central government to lower-level governments' the number of countries adopting it, and the magnitude of implementation has made decentralization a key global trend in public administration and management in the last three decades (Ahmad, Devarajan, Khemani, & Shah, 2005)

Of interest is that while the earlier focus of decentralization was on transfer of resources and functions to improve administrative and service delivery outcomes, recent shift has been on the government's relationship with the citizens (Brinkerhoff, Brinkerhoff, & McNulty, 2007). The shift has been occasioned by what (Hayden, 2007), terms 'an assumption that development [...] is the product of what people decide to do themselves to improve their livelihoods'. With people as the focus, decentralization efforts now have citizens' empowerment and participation in decision making at their core. In fact, Steiner (2005 citing (Seddon, 1999) notes:

In the context of increasing focus on democratic governance, whose core principles include participation, transparency, accountability, subsidiarity and separation of powers (Cheema, 2007). In this context, decentralization is seen as a conducive means of achieving the principles, by what Cheema (ibid, p.171) calls, 'providing an institutional framework at the sub-national level through which groups and citizens can organize themselves and participate in political and economic decisions affecting them'. (Robinson, 2007), advances that such an arrangement is based on the assumption that the local government units will 'be more responsive to the needs of the citizens and take their preferences into account in determining the type of services to be provided, the level of resources required, and the optimal means of ensuring effective delivery'. This requires local government units that have the political space and capacity to make and effect decisions. It is for this reason that decentralization has been favoured and promoted internationally (Blunt and Turner, 2007).

In Africa, the centralizing trend can be explained in terms of a range of factors in post-independence mainly connected with the role of the state in the post-colonial societies. The 1960s were marked by a vision of the developmental role of the state, (which was shared by both liberal approaches to development) which saw the state as the main agent for modernization and approaches inspired from the left (which saw it as a vehicle to socialism). Equally important, the state as the major economic actor also became the subject of elite competition and accumulation. Later, there was greater support for decentralizing the state as a response to apparent incapacity of the centralized state to fulfill earlier expectations (Regan, 1995).

Thus, it is not whether governments decentralize, but rather, how and why they do – considerations that are significant for the choice between alternative modes of

decentralization. Definitely, a study of decentralization in 30 African countries determined that: It is significant to note that in no country was the claim to centralization as a preferred organizational model made or implied, nor was decentralization considered undesirable, only difficult to effect and sustain (Ndegwa, 2002)

In most countries where it was tried, decentralization was seen as a way of improving the efficiency of planning and management within the central bureaucracy and was often embarked upon in reaction to the slowness with which central ministries responded to pressing social and economic problems (Dillinger, 1992). In a World Bank policy research paper on decentralization and service delivery, (Ahmad, Devarajan, Khemani, & Shah, 2005) observe that in the period 1980-2005 'over 75 countries had attempted to transfer responsibilities of the state to lower tiers of government'. The form and extent of decentralization varies. In parts of Africa, national governments are creating local political entities in territories that were formally solely under the administration units of central government. Local units of government have been transformed into separate political entities, with leadership chosen by local election rather than by appointment through the party structure. In Latin America, decentralization has meant a shift from centrally appointed Mayors to Mayors chosen by election (World Bank, 1994).

The World Bank in its report "Sub-Sahara Africa- from crisis to sustainable Growth states that 'the debate is not simply about the division between the state and the private sector, but also about division among Central authorities, local government and local communities. The goal is to reduce the number of tasks performed by central government and to decentralize the provision of public services. (1989: 54).

In the case of Somalia, the decentralized system of governance, while still nascent, provides a valuable alternative to the highly centralized rule that contributed to state collapse and on-going political instability. Following independence in 1960, a brief period of democracy was followed by a military dictatorship from 1969 and lasted until the outbreak of the civil war in 1991. As a result, Somali people have little experience with public ownership and local participation in governance affairs.

In recent years, progress has been made towards establishing a federal system of governance, which was enshrined in 2004 Transitional Charter and 2012 Provisional Federal Constitution that includes devolved local governments. Devolved power to the state members and local governments, which is a critical component of decentralization. This has been in the context of increasing focus on democratic governance, whose core principles include participation, transparency, accountability, subsidiarity and separation of powers.

In August 1998, the people of North-eastern regions of Somalia formed a single administrative body 'Puntland state of Somalia' and adopted Transitional Charter with introduction of decentralization concept. Following that, Puntland adopted new constitution approved by Constituencies on 18th April 2012. The Constitution of Puntland establishes a decentralized governance system in accordance with the principles and values of decentralization articulated by articles 123, 124, 125, 126 and 127 of the Constitution. The constitution devolved significant powers and responsibilities to local governments, granted them adequate control over their financial and administrative matters. On 23rd September 2003, Puntland Parliament passed Local Council Law No. 7 and endorsed by the President of Puntland. The law activates the constitutional provisions and provides the primary framework guiding the work of local governments in Puntland.

The Constitution of Puntland has mandated the Ministry of Interior, Local Government and Rural Development to support decentralization and local governance in Puntland. A champion's office under the leadership of the Vice-President of Puntland was established in 2013 to lead the decentralization process. The office coordinates efforts of the Inter-Ministerial Committee of Local Government and plays an active role in support of decentralization in Puntland.

Moreover, the decentralization policy for Puntland was approved on 10 July 2014 and roadmap 2014-2020. The policy aimed to establish at the local government level for improved good governance and service delivery through participatory, accountable and transparent local government and to effectively utilize the limited resources available at the central and local government levels (MOI, 2014). From the outset the government recognized the fact that good local governance entails creating conditions that would bring about economic vibrancy, social justice, social freedom and political capacity. In that regard, the Decentralization policy focuses more to decentralize services delivery sector in Primary and elementary education, health, water service delivery, internal roads management, spatial planning, solid waste management and decentralization of natural resources

The key decentralization priorities for Puntland administration (2014-2016) include governance, security, justice, and economic foundations, including improved revenue collection and public financial management. According to the document outlining the Government of Puntland's priorities for the period 2014-2016, the priority in decentralization is to "... strengthen local authority and deliver decentralized services by promoting good governance principles and empowering local communities to constructively monitor decision-making at the local level."

According to (PDRC, 2015), two years after the Local Council Law was passed, the process of establishing local councils started. At that time, Puntland had 37 official districts. The Ministry of Interior established 25 district councils while 12 districts had only executive committees. In 2010, of the 25 established district councils, only one district council remained functional, while 24 had been dissolved or were deemed non-functional. Currently, Puntland has 43 districts, 23 of which have local councils. Meanwhile, 20 of the 43 districts have executive committees nominated by the Ministry of Interior. The executive committee comprises a mayor, a deputy mayor and a district secretary. Each district has number of voting council members, who elects the mayor and deputy mayor of the district. the number of district council members depends on the grading of the district although 2012 Constitution of Puntland allows people to elect their district council but aborted the elections in 2013 due to violence. However, the incumbent President promised to accelerate the democratization process in Puntland, this includes pushing forward with district council elections in 2019.

Some ministries, with support of the UN Joint Programme on Local Governance (JPLG), had piloted the decentralization of service delivery including health, education, environment and water in several districts belonging to categories A and B including Garowe, Bossaso, Gardho, Bandar Bayla, Eyl, and Galkacio (Mid-term Review of the (Integrity, 2015).

Government of Puntland focused more on with the support from donors particularly UN JPLG programme establishment of district level autonomous and accountable local government and development of effective linkage with constituent's communities and private

sector. The support aims empowering local government with systems and resources to deliver services, improve security, and manage conflicts. It also helps the ministries and local government (i) develop the policy and legal framework of decentralization reforms, (ii) develop organizations and procedures for better local governance at State, District and community levels, and (iii) deliver local-level economic and social infrastructure and services. Special emphasis is made on the rights of women and children and on addressing gender issues in local government. Since the start of JPLG II \$40.7 million has been disbursed (ibid).

Though there is now a broad consensus that decentralizing power and authorities to districts is the key for public service delivery improvement. However, decentralization and challenges faced are not properly studied in Puntland. Therefore, this study aims to examine factors affecting decentralization of public sector services delivery at lower levels of government in the selected Garowe District of Nugal region based on the effectiveness of the systems in place, regulations, capacity of the staff/council and resources available to the district.

1.2. Problem Statement

Puntland's decentralization process is more than a decade old and has a vision of "... establishing the local government level for improved good governance and service delivery through participatory, accountable, and transparent local government and to effectively utilize the limited resources available at the central and local government levels" (Puntland Decentralization Policy, 2014). Though, the study appreciates the extent of Puntland's transfer of power from the central authority to local districts through establishment of local councils, which was enshrined in the 1998 Puntland Charter and 2012 Constitution, followed by enactment of Puntland Local Council Law (shortly named Law No. 7) in September 2003, adoption of Puntland Decentralization policy and Establishment of the Inter-Ministerial Committee for Local Governance (IMCLG) with the mandate to lead decentralization process in Puntland chaired by the Vice President.

However, the process has been still impeded by significant difficulties, in practical terms, decentralization is relatively new development in Puntland and Somalia as a whole, which experienced short period of democracy after the independence in 1960 followed by a military dictatorship, which was completely centralized that lasted until the outbreak of the civil war 1991. Empirical studies on the behavior of this phenomenon both at the state and district levels are yet to be introduced.

This has to lack of authentic empirical evidence to enhance management of public affairs in era of the new federalization dispensation in Somalia. However, the concerns have begun to be registered raising the need to study this aspect of Decentralization from an academic point of view. Consequently, the purpose of this study has been to investigate the set of factors affecting decentralization of public sector services in Puntland. Considering the complexity of the concept, attention has been given to study in the concept at a specific district, which was Garowe District.

1.3. Objectives of the study

General objective

The general objective of the study is to investigate the factors affecting decentralization of the public sector services in Garowe District, Puntland Somalia.

Specific objective

The specific objectives of the study include:

1. To determine the effect of resources availability on decentralization of public sector services in Garowe District
2. To establish the extent to which legislation affect decentralization of the public sector services in Garowe District.
3. To find out how staff training affects decentralization of public sector services in Garowe District.
4. To examine how communication system affects decentralization of public sector services in Garowe district.

1.4. Research Questions

1. How does resources availability affect decentralization of public sector services in Garowe District?
2. How does legislation affect decentralization of public sector services in Garowe district?
3. How does training of the staff in local councils affect decentralization of public sector services in Garowe district?
4. How do Communication systems affect decentralization of public sector services in Garowe district?

1.5. Scope

This study was delimited to Garowe District only, despite there are more than 40 pre and post-1991 districts in Puntland. It was to examine the factors effecting decentralization of public sector services in local governance. The study focused mainly look four main areas including the sound implementation regulations, clearly structured systems, availability and mobilization of resources, and staff trainings to explore the challenges affecting the decentralization of public sector.

The conceptual framework shows the relationship between the independent variables which are resource availability, regulations, communication and staff training and the dependent variable which is the decentralization of public services.

2. METHODOLOGY

2.1. Research Design

The study employed a descriptive research design and both quantitative and qualitative data from primary and secondary sources were collected. Descriptive studies are basically interested in detailed description of a phenomenon, group or community. A descriptive study is undertaken in order to ascertain and be able to describe the characteristics of variables of interest in a situation (Uma Sekaran, 2003). Also descriptive research has been used to obtain information concerning the current status of the phenomena to describe "what exists" with respect to variables or conditions in a situation. This study aimed to collect information from the local staff and officials and line Ministries of Garowe district.

The target Population of this was 219 people (Author, 2017) in the categories of the selected members of the council, staff, line Ministries staff, village committees and UN Agencies staff involved Local government support projects. The sample size of this study was calculated using Slovin's formula (1960) with confidence level of 95% and confidence interval of 8%.

$$n = \frac{N}{1 + N \cdot e^2}$$
$$n = \frac{219}{1 + 219 \times 0.08^2} = \frac{219}{2.4} = 91$$

Where
n = sample size
N = population size
e = Margin error
Which is 95%

The sample size of 91 respondents were used to collect both the questionnaire and interview. The respondents have been categorized as following (79) respondents, by using stratified random sampling and 12 Key Informant Interview, which has been selected as purposive sampling. In the questionnaire, the researcher randomly selected 15 respondents from the district council, 30 from the district staff, 24 from village committees and 10 from local government line Ministries staff. The researcher has used the departmental updated staff lists as the sample frame. This made the sample more representative by having officials and employees of various departments forming separate strata. For each department, the names of the employees have been arranged in alphabetical order to form one list for each stratum. This made the list more accurate for use and reduced bias in the selection of respondents. The number of respondents selected from each stratum were proportionate to the total number in that sampling strata.

The researcher used purposive sampling on various categories of respondents as key informants from whom the researcher hoped getting specific information concerned challenges of the decentralization in Puntland, particularly Garowe district. These include the District Mayor, relevant official at ministry of Interior, UN JPLG staff and among others. Simply because it was the researcher's conviction that these people have sufficient knowledge on the under the consideration. Questionnaire method and structured interview schedule were employed in primary data collection. In formulation of the instruments the researcher considered the objectives and question of the research.

The researcher had undertaken pilot test of 15 questionnaires, as recommended (Kothari, 2004), to bring out the weaknesses in the interviews and effect improvements. Alterations were made, where deemed necessary prior the study.

For quantitative data has been captured on Microsoft Excel spreadsheet. It was then being cleaned and analyzed with Statistical Package for Social Science (SPSS) version 20. SPSS was chosen because it has provided a friendly interface and has ability to create graphical presentations of data and reported with a lot of ease in correcting and cleaning large number entries. The findings have been then presented in charts in relation to the topic of study. For analysis of the qualitative data from key informant interviews have transcribed from field recordings, then data has been entered into computer and coded (identifying the relevant

themes). The coded categories were the sub-items (indicated under each of the main themes in the conceptual framework) it was complement the data from the questionnaire.

3. RESEARCH FINDINGS AND DISCUSSION

3.1. General Information

66.23% of the respondents were male while 33.77% were female. This indicates that generally there were more male respondents for the study than females, indicating the fair representation of each gender group in this study. This shows that women are not entirely left behind in terms of selective posts, professional jobs and village committees within the Garowe local government.

The age breakdown of the respondents showed figure 1 below, that 20.78% were aged 31-34 years, followed by 19.48% were between 25-30 years old, where 18.18% were between 35-40 years old, while 14.29% were in between 41-44 years old and 7.79% were aged 18-24 old, this shows two important things; that there are high youth in different posts in the Garowe local government and that most of the elective and employees are of productive age and likely to work for the local government for long period before retirement. While 7.79% of the respondents were aged over 51 years, this also shows that few local government officials are heading towards retirement but have still some time.

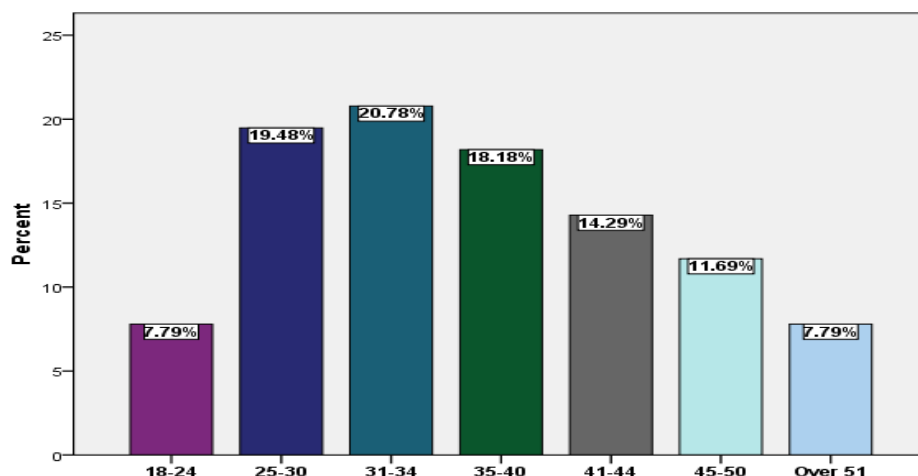


Figure 1: Respondents by Age

The education background of the respondents was mixed that 31.17% have academic qualification of diploma level, where 23.38% have certificates. There are some of the respondents, who have Bachelor degree, which is 18.18%. Respondents with secondary level of education was 14.29%, while small number of respondents were Primary Education level with 6.49%, those who also had other qualifications comprised 6.49%. This is an indicator that officials and employees of the Garowe Local government have some formal education level and competent to implement decentralization policy.

Years of services of the respondents that 40.26% of the respondents have served 1-10 years, where 31.17% of the respondents served in an office 11-20 years. This is mainly because Puntland was established in 1998 and decentralization started afterwards. 11.69% of the

respondents have served for less than a year. Also 10.30% and 6.49% of the respondent's served between 21-30 years and over 30 years respectively, this means that some of the respondents served previously in local government before the Siyad Barre Regime collapsed.

3.2. Decentralization of Public Sector Services

As shown the figure 2. below, 38.96% of the respondents agree that health care services are being decentralized, where 11.69% strongly agree, while good number of respondents either disagree with 36.36% or strongly disagree with 10.39% respectively. Also few people of the respondents rated 2.60% were replied neither, they were not sure whether actually health care services were decentralized. In different context, Saito noted that Ministry of Health of Uganda decentralizes health services in collaboration with the Local councilors, where they mobilize the people for health education and other services which require participation. It also found out that the degree of support to decentralized health services may be reduced as the level of administrative hierarchy reaches closer to the grassroots level.

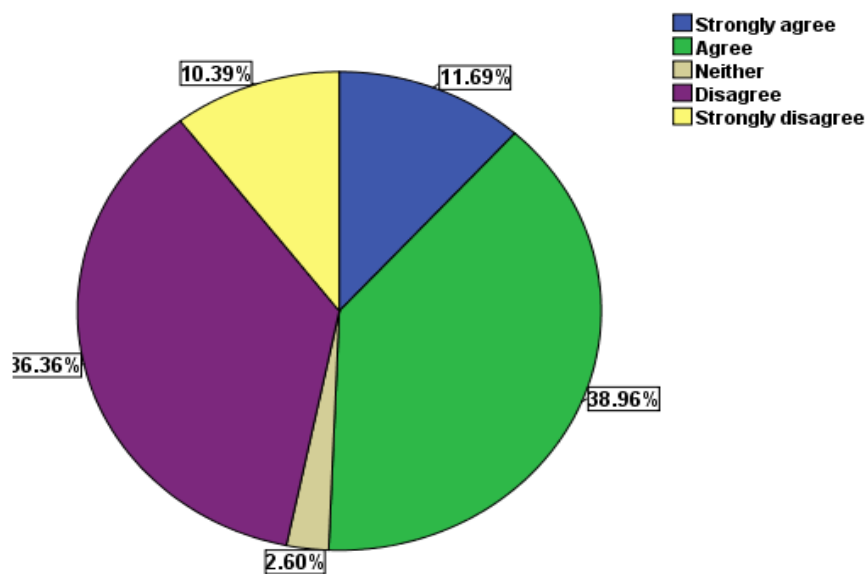


Figure 2: Decentralization of Health Care Services

Education services were slightly decentralized which 40.26% and 12.99% respondents agree and strongly agree respectively that the education service is decentralized. Whereby 37.66% of the respondents disagree and 5.19% strongly disagree if the education services are being decentralized. A very few of the respondents of 3.90% replied neither, they were not sure if the education services have been decentralized. Decentralization of water services which 44.16% of the respondents disagree and 10.39% strongly disagree this means that local government of Garowe is not providing water services to the community. Whereby 29.87% and 1.30% of the respondents agree or strongly agree that water services have been decentralized. 14.29% of the respondents said neither; this implies that they are not sure if the water services are yet to be decentralized.

Decentralization of Waste Management and Sanitation, where a high number of respondents of 49.35% strongly agree and 42.86% have agree, this means that Garowe local government have full authority to waste Management and sanitation of its jurisdiction. Few respondents of 5.19% and 2.60% have either disagreed or strongly disagreed with the statement that waste management and sanitation had been decentralized. In terms of Decentralization of Land Management, 49.35% of the respondents strongly agree and 35.06% agree that the government has decentralized the land Management. whereby 7.79% of the respondents disagree and 2.60% strongly disagree whether the land Management has been decentralized. 5.19% of the respondents chosen neither as they were not sure if that services have been decentralized. This is also observed by PDRC in 2015 Mapping study, that noted major services provided by local governments in Puntland are mainly sanitation, security and in some districts land management.

55.84% of the respondents strongly agree and 35.06% agree that the government has decentralized the business licensing at district level. In contrary 7.79% and 1.30% disagree and strongly disagreed whether the business licensing has been decentralized by central government of Puntland. In regard to Public work decentralization, which 44.16% of the respondents of the agree 22.08% strongly agree that public work has been decentralized. Whereby 28.57% of the respondents disagree and 3.90% of respondents strongly disagreed that the government have not decentralized public work. Few people responded neither, which is 1.30%.

Additionally, the Key informant interview respondents were unanimous on the services that have been decentralized to local governments since the adoption of the decentralization policy in 2014; these include Primary education, Basic Health care maximum MCH, Revenue generation, land management, Waste Management, NRM, and Road maintenance. They were however divided on whether there are decentralization strategies and action plans to facilitate the devolution of public sector services with 20% of the respondents confirming the presence of action plans and strategies while 80% said only action plans have been approved with no strategies. Primary education services were ranked as the most decentralized service in Puntland while water was least decentralized due to resource constraints.

On the role of local governments in decentralizing public sector services, the respondents were unanimous to the fact that Local government play significant role as guided by the Puntland constitution in developing public sector in the initial stage (preparation), consultations with local citizens, validation and approval process. As such, the Local Governments tasks include creating an enabling environment to promote environmental stewardship. All stakeholders must base this on the fulfillment of legislative and executive obligations and acceptance of authority, responsibility, transparency as well as accountability as envisioned in the by-laws/by constitution, the Local governance at all levels of the stakeholders are fully engaged in sustainable management of all laws and constitutions. However, despite the fact that local governments are responsible to the local people they are not up to the task and since decentralization is at its initial stages and majority of the functions are yet to be devolved.

3.3. Effects of Resource Availability on Decentralization of Public Sector Service

Natural resource availability whereby 38.96% of the respondents agree that there is available natural resource, while 32.47% disagree and 15.58% of the respondents strongly disagree. whereby 11.69% strongly agree the availability of natural resource in the district. Majority of the respondents shown that the district has potential and well-endowed natural resources, that local government can generate the revenue to be able to deliver the services. Few respondents of 1.30% make verdict of neither, which means they are don't agree or disagree the availability of natural resources in the district. It was also established by (PDRC, 2015) that Most of the districts in Puntland (including Garowe) are rich in natural resources, that include Livestock, Fishery and agricultures. According to the findings of aforementioned study the two key resources of livestock and agriculture remain underdeveloped and would benefit from revenue generation at local and national levels. Therefore, it was reasonable respondents to dispute the availability of natural resources, since it has not been utilized but potential.

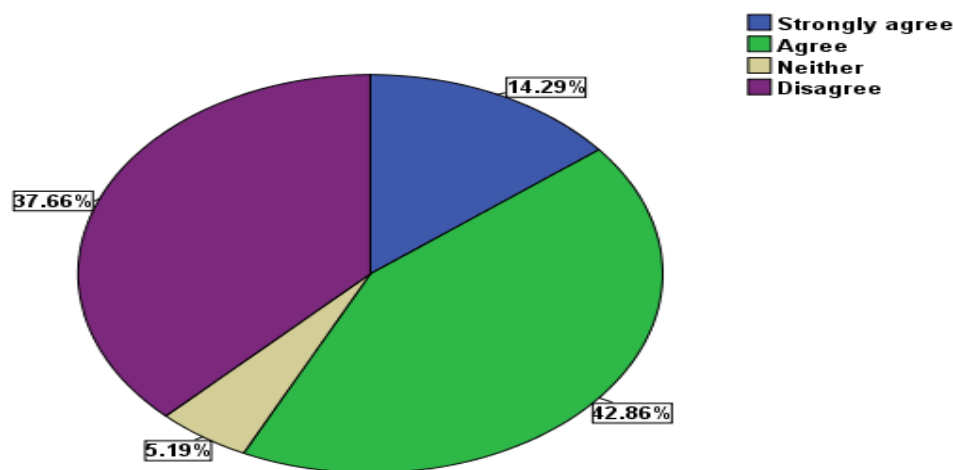


Figure 3: Mobilization of Resource Locally

It was established in Figure 3 above, that Majority of the respondents with 42.86% agree and 14.29% strongly agree that the local government has mobilized the resources available at district level and need to utilize the potentials of the natural resources available at local level. Though, 37.66% of respondents disagree whether the local government mobilizes the resources locally to service the population efficiently. 5.19% of the respondents felt neither of the other chooses. This is a similar case to the findings of (Korir, 2013) where he found out that 51% of the respondents felt that Kericho County resources in Kenya had not been adequately mobilized despite the availability of the natural resources in the county and due to weak resource mobilization. Relevant context, Richard (2009) articulated in his study in Kampala, that taxpayers had a negative attitude towards the payment of taxes. According to his findings, this negative attitude relates to the poor quality of services by local authority. This speaks that local governments need to improve services to local community to change the attitude of not paying tax. These findings don't empirically relate with those of (Tidemand, 2009), where he noted that Uganda local government managed approximately 25% of public expenditure and wide ranging service delivery responsibilities, while local governments in Tanzania managed approximately 22% of public expenditure.

In terms of Central government support, 49.35% and 7.79% of the respondents agree and strongly agree respectively that central government of Puntland provides budget support to the local government. This shows that central government has constant support to the district for smooth implementation of the decentralization policy. 31.17% disagree and 9.09% of the respondents strongly disagree, while few people of 2.60% felt neither, which means they are not sure the government support. In contrast, (Muriisa, 2008) found out that in Uganda, district and sub-counties have financial autonomy. That financial decentralization facilitates access to resources by the local government. the financial decentralization involves devolving budgetary and spending powers to the districts. In another note, Kayizzi-Mugerwa (1999) argues that the success of decentralization will depend on the capacity of districts and urban governments to raise their own revenue and use it efficiently in the provision of services. However, the generation of local revenues is limited, with local governments largely depending on central government financial transfers. The recently adopted decentralization policy of Puntland stipulates: “Fiscal decentralization provides the framework for the allocation of financial resources to local government and includes the fiscal relationship between the central and local governments” (Decentralization policy, 2014 p. 23).

Donor provides resource injection to local government, which 59.74% of the respondents agree and 29.87% strongly agree. This implies that international partners have full support to decentralization process in Puntland. Very few of the target respondents of 9.09% disagree whether donors give support to local government of Garowe, while 1.30% of respondents said neither of the options. According to Saito (2000), illustrated that donors maintained the agreement with the central also negotiated a parallel agreement with the district authority particularly in Rakai. These allowed donors to channel funds directly to Rakai with the notice to Kampala government. this increased the financial autonomy and contributed to enhance the capacity of local government offices, particularly Rakai district.

For district Programmes funds, 46.75% of the respondents disagree, 27% of the respondents agree, 10.39% do strongly disagree, whereby 9.09% strongly agree that the programmes of district are adequately funded. Very small percentage of 6.49% are not sure. This shows that the district programmes are not adequately funded. These findings coincide with (Sarah, 2010), where she noted that decentralization had not created any autonomy in the districts in Uganda due to the fact that the central government had a greater role in the affairs of the local government because funds they gave.

Furthermore, the Key Informants interview respondents were unanimous in their responses regarding the availability of resources for the devolved units; they said there was ineffective intergovernmental fiscal transfer system to support public sector and that each line ministry used its own fiscal transfer modality to acquire resources from central government and development partners but local government has limited role delivering public sector services. Many of the respondents were of the view that the revenue generated from local authorities is not sufficient due to lack of enforcement capacity and compliance issues. It was also a unanimous response on the great role of the international community’s support to the decentralization policy in Puntland with the support technical expertise, developing institutional systems and capacity development, fundraising and supporting district authorities in planning. It was however noted that despite the adoption of the decentralization policy by Puntland government, there was little alignment between the policy and the International Community (INGO and UN) approaches to service delivery. For instance, it was reported that

the District Development Frameworks were rarely honored by the development actors at state and local levels, hence a need for buy-in and institutionalization and harmonization of the planning processes at all levels.

3.4. Effect of Legislation on decentralization of public sector services

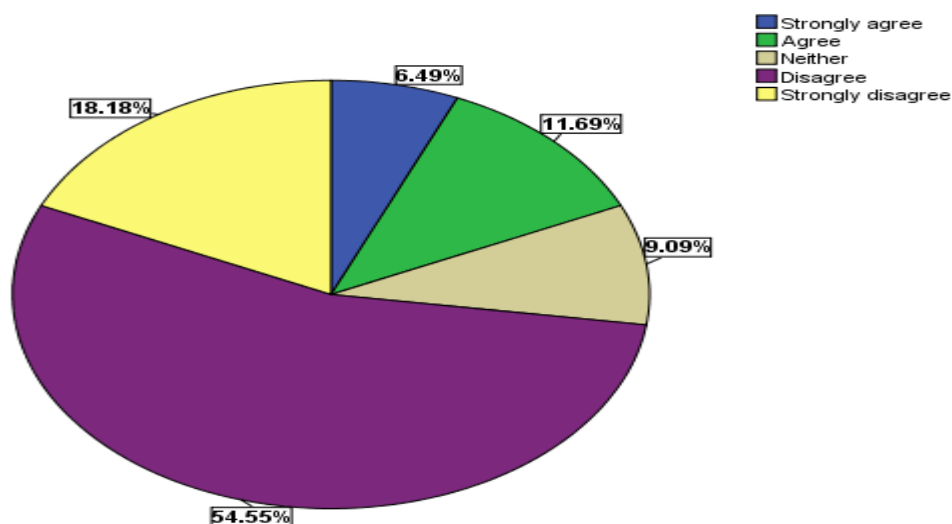


Figure 4 Law for Levying Local Taxes

As shown in figure 4 above, 54.55% of the respondents disagree that there is law for levying local taxes, 18.18% strongly disagree, while 11.69% agree, 9.09% of respondents are not sure, 6.49% of the respondents strongly agree. This clearly shows that very little has been done in enacting law for levying taxes. Comparatively, (Tidemand, 2009), found out that Uganda had by far the most clearly outlined local government legislation which was furthermore embedded in great detail into the constitution compared to Tanzania and Kenya. (PDRC, 2015), explains that most district councils lack the tools and knowledge to properly fulfil its responsibilities –feeding popular mistrust that negatively affects the public’s willingness to contribute to taxes, further widening the gap between local governments and their constituents.

Existence bylaw for Business licenses that 35.06% of the respondents strongly agree, 31.17% disagree, 23.06% agree, whereby 6.49% strongly disagree and 3.90% were not sure. This shows that proper bylaw has been developed but not sure how perfect it could attract external and internal investors. In regard to environment protection bylaw, 51.95% of the respondents disagree that there is existence of sound bylaw for environment protection. This implies that Garowe local government has not given adequate attention to environmental issues which then brings down the delivery of services. 18.18% agree, 16.88% strongly disagree, 6.49% of the respondents strongly agree while 6.49% were not sure whether sound bylaw exist for environment protection. In a similar case, (Korir, 2013) found out in Kericho that environmental laws at county level have not been enacted with 63% of the respondents in affirmative.

Enactment of bylaw for waste management, 48.05% agree, 35.06% strongly agree, this shown that local government has enacted bylaw for waste management locally. While 7.79% disagree, 7.79% not sure and very few respondents strongly disagree of 1.30%. For Town Parking bylaw, 42.86% disagree, 37.66% strongly disagree that the local councilor has

enacted sound bylaw to regulate town parking, where 19.48% were not sure if the local council enacted a law for the town parking. This means that the council has not tried to adopt laws for better parking, where they can generate revenue as well.

Functionality of the district Assembly, which a high percentage of 37.66% of the respondents agree, 18.18% replied strongly agree, while 35.06% disagree and 6.49% strongly disagree. Generally, this implies that there are some laws which were passed while some of the respondents feel that the assembly is not yet fully operational. These findings related to (PDRC, 2015), which established that one challenge is that clan representatives and elders are not inclined to select candidates based on their knowledge and experience of local governance, but rather on their clan affiliation or personal connections. In the local councils, it is therefore possible to find university graduates, as well as people with only primary school education and people who are illiterate. It is difficult, in turn, to facilitate cooperation among people from such diverse educational and professional backgrounds.

Local council take short time to enact laws, where 44.16% of the respondents disagree and 14.29% strongly disagree. This implies that the council is ineffective and take long time to legislate a law that supports implementation of the decentralization policy. while 31.17% agree, 6.49% strongly agree. In addition, 3.90% said neither.

4.4. Effect of Communication System on Decentralization of public sector services

Linking the district with the state government, 49.35% disagree, 5.19% strongly disagree, though 32.47% agree and 10.37% strongly agree, this implies that the district and central government of Puntland has some sort of links. Few respondents of 2.60% replied neither. This is in similarly to (Alemu, 2015) where he states that while districts were legally declared to be independent local government entities in Ethiopia; Amhara region, in reality intergovernmental relationships among the region, districts and their lines of authority were not clearly defined, that led structure to be top-down approach of control and supervision.

Moreover, the Key Informant responses on presence of some necessary legal policy and financial frameworks to achieve decentralization in Puntland, it was agreed by all respondents that there is Decentralization Policy that guides decentralization process in Puntland. But, it lacks strategies or implementation plans to realize the ambitious milestones reflected in the policy. Key components of the policy have not been implemented thus; the policy is not functioning well. Half of the respondents said that the Puntland sector ministries were willing to devolve more powers (administrative and fiscal) to local governments; 40% felt that only administrative aspects have been devolved as they were skeptical about districts' capacities in effectively delivering basic services. Furthermore, the absence of clear-cut sector decentralization strategies and the fact that service provision is more or less donor-driven also exacerbate the matter.

Around 44% of the respondents felt that the Puntland local governments the JPLG supported districts (7 out of 47 districts) including Garowe district are better placed to ably undertake the planning and delivery of local services and thus were able to effectively embrace the devolved powers and functions from central government because in the last two years there has been a tendency of devolving certain function to local governments through pilot project implementing by the selected local governments as directed by the decentralization policy;

56% of the respondents however said that the local government lacked capacity to effectively embrace the devolved powers and functions from the central government. The following institutional gaps that exist to impede the evolution of decentralization of public sector to local governments in Puntland were as follows: low capacity of the local government staff; low tax revenues; lack of dedicated authority or department to catalyze decentralization process; policy and legal gaps, institutional capacity deficiencies, low awareness of decentralization, loose commitment of state government, financial resources constraints both at local and state level and multiplication of districts and absence of district demarcation; lack of collaboration and synergy between line ministries and local governments and budgetary allocation and bottlenecks in transfer of resources for current expenditure for the salaries of the health workers and teachers.

Existence of communication system among the district departments, which 61.04% of the respondents replied agree, 15.58% responded strongly agree, and 3.90% of the respondents strongly disagree, whereby 3.90% returned a neither response.

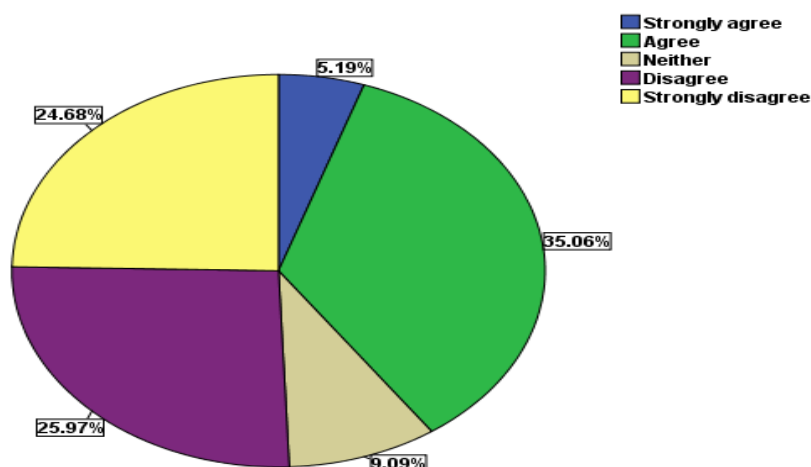


Figure 5: Communication system to Community

As the figure 5 above, majority of the respondent of 25.97% disagree and 24.68% strongly disagree that there is a good communication system connecting the district local government with the community. 35.06% agree and 5.19% strongly agree that there is a system connecting the district with the population. Few respondents of 9.09% returned a verdict of neither. Generally, this implies that there is a gap or disconnection between Garowe local government and the community. The findings are comparable to (Korir, 2013), where he found that the system in place to communication in the county with population were not well developed to facilitate smooth operation of the decentralization agenda in Kericho County, Kenya.

It's worth noting that, the Key Informant interview respondents were united on the view that local government and sector ministries communicate on issues of sector service devolution, however, a few of the respondents felt that level of communication are limited and lacks clear communication platforms as the process seems to be donor driven, they communicate occasion with involvement of donors and line supporting agencies only, other areas there are almost no communication system in Puntland's devolved units.

On whether the local governments had effective communication and awareness raising mechanisms to interact with sectors and local communities; 67% of the respondents were in affirmative citing well developed substantial capacities to engage communities in local planning and decision making process in JPLG supported districts, existence of a growing collaboration between sectors and districts on issues of service delivery. For instance, community awareness by PSAWEN; pursuance of ad hoc mechanisms by local authorities to interact with sectors and communities; the development by an inter-ministerial Committee of the ‘local government communication guidelines’ that supports local governments’ in their awareness raising purposes and the development of the local government and sector ministries communication guide. Around 33% of the respondents felt that there were no mechanism and where they existed they were not effective, since the local government was not providing the expected services to the community.

Despite the various efforts employed to enhance communication between local government and community it was nevertheless viewed to be ineffective. Around 24% of the respondents were certain that the local communities were aware of their civic roles, responsibilities and cooperate with the local government since wider civic and community participation has been conducted in Puntland and was one of the main achievements made in the decentralization process; 53% felt that the concept of decentralization was quite new and communities have had little understanding of their civic roles and responsibilities and the importance of collaborating with local government while 23% had information on the same.

5. Effect of Staff Training on Decentralization of public sector services

Training exercise initiated by the local government, which 40.26% agree and 18.18% strongly agree that good trainings for the staff had been initiated to capacitate and give necessary skills and knowledge to bring forward decentralization policy. 28.57% disagree and 12.99% strong disagree that staff doesn’t receive meaningful trainings, that was initiated by the local government. These results slightly relate to Mutumba (2005) findings, who reported that decentralization had improved their job knowledge and skills through attending seminars, workshops, training and sharing knowledge with personnel from other units.

That there has been significant sponsorship for staff training as shown by the research, where majority of 54.55% agree, 6.49% strongly agree, whereby only 23.38% of the respondents disagree and 5.19% strongly disagree. Some respondents felt neither of 10.39%. (Sarah, 2010) felt that 65% of the respondents in Uganda district, training the staff has promoted local capacity building because it has led to the growth of personal institutional capacities and competencies.

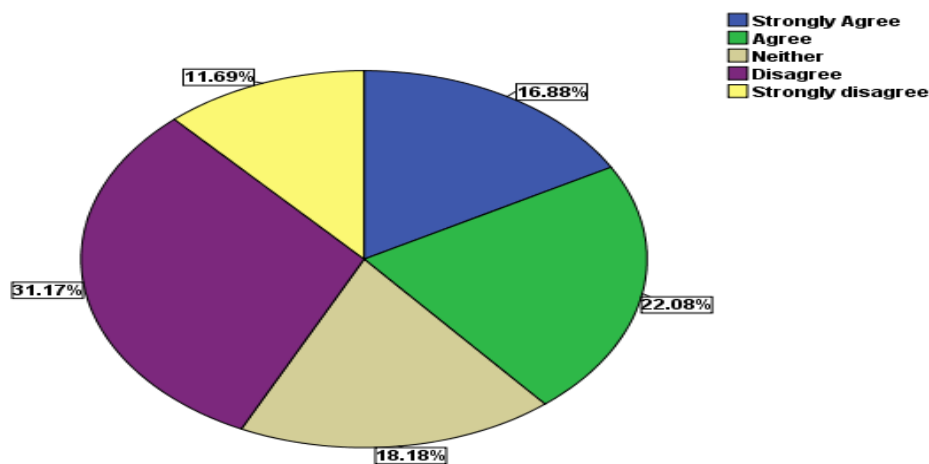


Figure 6: Offered on the Job Training on a Continuous Basis

As show figure 6, indicates that 31.17% disagree and 11.69% of the respondents strongly disagree that there has been on the job training initiated in the local government. 22.08% agree and 16.88% strongly agree that there is on the job training exercise for the staff. A good number of respondents of 18.18% gave a verdict of neither. This shows that the district is not well equipped in manpower development which is necessary to carry out its functions effectively. Kyaddondo & Whyte (2003) also found out in the 1998 study of Tororo and Busia that “the opportunities that did exist for skills training mainly took the form of seminars and workshops that were donor funded under specific programmes organized by government or NGOs. This implies that local government has limited capacity to provide on job training to its employees.

Furthermore, about 56% of the key informant interview respondents affirmed that local councilors had the required capacity and integrity to support and oversee district development processes since: they undertook induction trainings on participatory planning and budgeting guide, civic education while other staff are trained in Human resource Manual, Operational Manual, Office Management and district participation, planning and budgeting; there are district development framework developed in the JPLG targeted districts. 24% said that majority of local council members had no capacity thus impacting negatively on districts’ development processes. This was attributed to the poor staff recruitment process where workers are employed on basis other than competency and qualification which has occasionally led to internal conflict within local councils with some of those with protracted conflicts being dissolved. The remaining 20% of the respondents had mixed feeling and a few said that local councilors did not possess the required capacity and integrity to support and oversee district development processes due that the council themselves were not selected based on their competence.

Although with the support of JPLG, Ministry of interior has put in place Human resource Manual for Local Governments; with the Human Resource Management (HRM) Manual guiding the Local governments on HR planning and budgeting, payroll management, rules and regulations, health and safety, recruitment, transfer-promotion-demotion and discipline, separation and retirement, performance management, leave, training and development, etc; only 23% of the respondents reported that local government (municipal) staff were recruited through merit-based process and subjected to performance appraisals. They added that most of the qualified people however did not apply for local government positions due to low pay.

While majority (77%) of the respondents said that staff recruitment was not merit based and there was no performance appraisal at all which resulted unfair and lack transparency staff recruitment process.

44% of the respondents confirmed that local government staff especially in the JPLG supported district had developed some capacities to undertake effectively and were independently capably to undertake planning and management of public service delivery at the local level despite the prevalent challenges; 44% affirmed that Garowe district staff (14/40) nearly lacked the minimal capacities to steer planning and delivery of services to their constituencies due to low remuneration, incomplete implementation of staff performance tools etc and incomplete transfer of the responsibilities from line ministries. The rest of the respondents (12%) were certain there was total incapacity of local government staff to effectively and independently undertake planning and management of public service delivery.

There was marked unity in responses on whether local government staff received capacity-building trainings with all respondents affirming of the efficacy of the various curriculum based capacity building conducted covering, Human Resource Management (HRM), Office Management, Public Expenditure management, civic education, District Development Framework (DDF), Public expenditure management cycle (PEM) service delivery management, communication, land management, financial, fiscal transfers and others. The impact of these trainings on local government staff performance and delivery of public services was reportedly significant but due to low staff remuneration the staff turnover was markedly high which tended to erode the positive gains made in service delivery in the devolved units.

4. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

4.1. Summary of the finding

4.1.1. Decentralization of Services

On the decentralization of services, this research noted that ministries decentralized services and devolved responsibilities since the decentralization policy was adopted. 50.65% of the respondents agree that health care services have being decentralized. 53.25% of the respondents agree that education services have being decentralized. Majority of 92.21% of the respondent agree that waste management and sanitation have been mostly decentralized at local levels, followed by land management, where 84.41% felt that it have been decentralized. Other sectors include, business licenses, construction and maintenance of internal roads in Garowe have been devolved. These have been supported by key informants that established decentralization of Primary education, Basic Health care maximum MCH, Revenue generation, land management, NRM, and Road maintenance with support of International Partners including UN Joint Programme on Local Governance, while some of the functions remain with the central government. This is an indication that decentralization policy yet to be implemented fully.

4.1.2. Effect of Resource Availability on Decentralization of Public sector services

In fact, Garowe district is facing several challenges as it has been discovered by this research. Significantly, that 37.66% of the respondents feel that local mobilization of resources to serve the population is low, despite the availability of natural resources within the district that can

be utilized to speed up development at local and national level. Though 57.14% and 89.61% of the respondents felt that central government of Puntland and donors provided budget support and projects to local government, however, 46.75% disagreed whether the district programmes were adequately funded. This has been affirmed by key informants that intergovernmental fiscal transfer system to support public sector is ineffective and each line ministry used its own fiscal transfer modality to acquire resources from central government and development partners but local government has limited role in delivering public sector services.

4.1.3. Effect of Legislation on Decentralization of Public sector services

As a result of this research, Garowe district lacks most of regulations or bylaws to facilitate the operations of the district, particularly areas include levying local taxes for revenue generation, environmental protection and town parking are not yet being enacted at local level. 72.73% of the respondents disagree whether there is bylaw for levying local taxes, where 51.95% disagree the existence of bylaw for environmental protection. In relation to these findings, 41.55% felt that local assembly is yet to be fully functional, where 58.45% agreed that Garowe local council takes long time to legislate a law to support smooth implementation of the decentralization agenda. Moreover, 40% of key informants felt that only administrative aspects have been devolved as they were skeptical about districts' capacities in effectively delivering basic services. These speaks the ineffectiveness of the district legislative body that was supposed to lead devolved initiatives and guide the services to the community.

4.1.4. Effect of Communication system on Decentralization of Public Sector Services

As of this findings, the communication system between district and the population is underdeveloped as 50.65% of responds agreed that inadequate communication system between the district and community. This limits citizen participation in the development and decision making at district level. This can be attributed that the concept of decentralization was quite new and communities have had little understanding of their civic roles and the importance of collaboration with local government. 54.54% agreed that the linking between the district and state government of Puntland is ineffective, as the Ministries reluctantly to devolve powers and responsibilities to local levels. According to the key informants felt that level of communication is limited and lack clear communication structure as the process seems to be donor driven, where they communicate occasions with involvement of donors and line supporting agencies.

4.1.5. Effect of Staff Training on Decentralization of Public Sector Services

Training programme in the district to equip staff with the necessary knowledge to carry out their mandate is improving as 58.44% of the respondents agreed that there are trainings for the staff that have been initiated to capacitate to bring forward decentralization of services at local levels. 61.04% felt that district offers sponsorship training for the district staff, as key informants affirmed that local councilors undertook induction trainings, while district staff undertook trainings on participatory planning, budget preparation, civic education, HRM, office Management, Public expenditure and other specialized training sponsored under JPLG. Good number of respondents said that local council members has limited capacity thus

impacting negatively on districts' development processes. Majority of the respondent stated that impact of these training on local government staff performance and delivery of public services was reportedly significant but due low staff remuneration, the staff turnover was markedly high which tended to erode the positive gains made in service delivery in the devolved units. 42.86% of the respondents agreed that limited on job training have been offered to the district staff. As a result of this findings, trainings have been provided by international partners but local government lacks budget allocated to staff trainings. This could be attributed to lack of adequate funding to the public services at local level.

5. CONCLUSIONS

On the availability of Resources, this research proven that unless there is adequate funding either by the local government through mobilization of local resources, from the central government of Puntland or international partners support, decentralization will remain a dream for many years to come in Puntland. It's good to recognize that International partners support should not wholly and completely have been relied upon as study findings tends to allude to all best decentralization agenda being limited to the JPLG supported district with local councils. Thus the implementation of genuine decentralization policy is hampered resource constraints both at the district and central government. It is clear from this research that availability of resources determines to greater extent the implementation of the decentralization of public sector services.

On legislation, this research found out that Garowe local council has not operating regularly and have not enacted necessary bylaws. It was found that it took too long to enact a law for specific issue. The researcher noted that the local councilors had not enacted laws for town parking, environmental protection, water, natural resource management, which is key to decentralize the public sector services in the district. therefore, this research established that local government cannot function effectively without sound legislation in place to govern its operations and public sector services.

On the communication system, particularly links the local government with the community is poor as shown in this study, due to capacity and financial resource constraints. This shows that the system in place was given limited role for community to receive information and participation in the formulation of policies for better services delivery to the community. This research noted that poor communication system and structures cannot properly realize the decentralization goals in the district. this need to be either improved, setting necessary legal provisions and capacitating the human resource for effective improvement in service delivery.

On staff training, this research established that successful decentralization of services required planned staff development program that would involve dedicated staff training including refresher and on job training on various technical skills and knowledge areas to enhance delivery of the decentralized services. Acknowledging the fact that decentralization is new and that it has being introduced in Puntland, it comes with a lot of challenges which can only be dealt with effectively if capacity of the staff is enhanced to achieve more decentralized services in the district.

5.1. RECOMMENDATIONS

The study recommendations are based on the challenges identified in the service delivery and functioning in the devolved unites at the Puntlands' local authorities in Garowe district. To improve service delivery and operational inefficiencies the following are the recommendations.

- The local government should enact laws that would promote mobilization of local resources and revenue generation to boost its income so as to meet the needs and expectation of the people. Local government also should accelerate the time it takes to develop necessary bylaws so as to encourage utilization of the potential natural resources in the district.
- Local Assembly should receive continuous professional trainings on legal drafting, budgeting, oversighting and community orientations. This will enable local assembly to legislate and engage community in to decision making to enhance their confidence with the local authority.
- Hasten the development of communication system strategy for better relationship and improved public sector services delivery to the community.
- For any institution to succeed, training of staff is a key requirement. The local government should have a training policy and a budget to facilitate training of staff in order to equip them with the relevant knowledge to effectively offer services to the population.

5.2. Suggestions for Further Research

From the study findings, the researcher recommends further studies on the following topics:

1. Enhancing increased revenue collection in Puntland local authorities
2. Which sectors need to be devolved and at what level.
3. Enforceability of the Enacted laws at district level by Local Councils
4. Similar study can be conducted on another districts to compare the findings

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