ROLE OF INSTITUTIONAL CAPACITY BUILDING IN ESTABLISHING EFFECTIVE GOVERNANCE IN JUBALAND STATE OF SOMALIA

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ABSTRACT

Through effective governance, sustainable growth and poverty reduction can be achieved since public resources would be managed well, quality services would be accessible and the goals for sustainable development will be achieved. Effective governance is what brews functionality of government. There is a wide agreement among scholars that despite progress across the globe in ensuring effective governance, democracies in some of the regions are still widely fragile. Bureaucracy in Jubaland State still faces challenges that range from economic problems, political fragility, structural and administrative challenges which render the governance ineffective. Even though there are efforts from the Government of Jubaland, non-profit organizations, national government and other organizations, the situation doesn't seem to improve. There is an argument that the administrative role of capacity building can ensure effective governance and that is why this study sought to find out the role of institutional capacity building in establishing effective governance in Jubaland State of Somalia.

The study was anchored on the New Public Management (NPM) Theory in explaining the link between the study variables. A descriptive research design was adopted by the study because of the need to interrogate the issue using quantitative and qualitative research methods. The target population of the study was categorized into the public administration representatives of Jubaland focusing on Gedo, Middle and Lower Juba regions as well as three members from each of the 43 civic groups that operate in the state and reflect the opinions of the citizens. A census was conducted on the three regions of Jubaland. A total of 180 respondents were targeted by the study. A semi-structured questionnaire which has both open and closed questions was adopted for the study to collect qualitative and quantitative data. Before its use, a pilot study was conducted on 10 questionnaires to establish its validity and reliability. Reliability was enhanced by checking the internal consistency of the research instrument using Cronbach's (α) reliability coefficients at a threshold of 0.7. Validity was established through the opinion of the supervisor on the clarity of the questionnaire. The study findings indicated that Jubaland administration has made efforts to build its institutional capacity to a high extent and that institutional capacity building is positively and significantly associated with effective governance. The study recommends that the administrative government of Somalia should further invest in improving and developing the civil servant's capacity such as administrative, public finance management, technological adequacy and coordination capacity. This would further improve the governance.

Key Words: *Institutional Capacity Building, Governance, Jubaland, Somalia*

BACKGROUND OF THE STUDY

Some of the prerequisites put forth for ensuring that there is sustainable development and poverty alleviation in developing economies is reforming governance and strengthening the public sector accordingly. Other factors are promotion of civic engagement, managing conflicts and protecting the environment (Peters & Pierre, 2003). Countries have made tremendous steps in improving governance and upholding the rule of law but challenges still linger in as far as practices such as upholding democracy and protecting human rights is concerned (Grimmelikhuijsen, Jilke, Olsen & Tummers, 2017). An ineffective governance system characterized by state capture, disproportional allocation of resources, lack of accountability and transparency in most cases leads to inequitable distribution of resources and extreme poverty and underdevelopment (Melville & Mironyuk, 2016).

There is a need to acknowledge that having an effective governance structure is not an easy affair. Despite the fact that a lot of money has been spent in ensuring that the governance in developing economies as well as Organization for Economic Co-operation and Development (OECD) countries is improved, since the 90s, the record in this endeavor is just considered modest. The same can be said of not just the countries considered developing, but also for the developed countries in OECD where questions still linger as to whether their governance are reliable, accountable, transparent, responsive and fair.
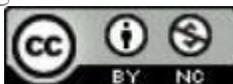
To achieve effective governance, there is reliance on not just the political will, but also the need to find solutions to what specific needs countries face (Melville & Mironyuk, 2016). Institutional capacity building by the public administration has been termed as crucial in achieving effective governance (Koliba, Meek, Zia & Mills, 2017). To have effective facilitation for government responsibilities, effective governance through competent civil servants is necessary (Frederickson, Smith, Larimer & Licari, 2018). An effective and competent civil service in the society has been linked to improved civic engagement, private public partnerships and collaboration in the different government institutions where local and national governments work hand in hand with the private sector and the not for profit organizations in a transparent and participative process to deliver on their mandate (Wamsley *et al*, 2016).

In Somalia, efforts are being directed to rebuild institutions decimated from a two decade long civil war, continued drought, climate induced crises, and ongoing conflict. One of the major strategies being adopted in partnership with NGOs and other international partners as well as institutional capacity building (UNDP, 2017). In the year 2016 the government held an electoral process that resulted in a peaceful transition of power. A joint Government led, UN supported reconciliation, peace building and federalism process led to four new federal member states, Galmadug, Hirshabelle, Jubaland and South West State, emerging during 2015-2017 (UNDP, 2017). Through collaboration, the Government of Somalia and authorities are building effective institutions which can deliver accountable governance and services to Somali people through the following main support areas: Local Governance, Aid Coordination, Institutional Capacity Building, Innovation, Anti-Corruption, Human Resource Management, Monitoring and Evaluation, Planning, Monitoring and Evaluation and Statistics and Support to Stabilization (Mwangi, 2016).

STATEMENT OF THE PROBLEM

Through effective governance, there is sustainable growth and poverty reduction because there is efficiency in the usage of public resources, services delivered are of high quality and the development goals are easily met (Grimmelikhuijsen, Jilke, Olsen & Tummers, 2017). The functionality of any government is a direct product of effective governance and efficient public administration (Uzezi, 2010). There is a wide agreement among scholars that despite progress across the globe in ensuring effective governance, democracies in some of the regions are still widely fragile (Grimmelikhuijsen, Jilke, Olsen & Tummers, 2017).
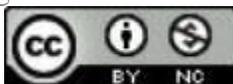
The establishment of Somalia's newest semi-autonomous region Jubaland, perceived as Kenya's buffer zone, has created a new security dilemma as well as governance issues for Somalia. The new state faces cases of broken systems and ineffective governance and also poses security dilemma and risks to the neighbors (Mwangi, 2016). It has been argued that institutional capacity building is a key determinant of effective governance. Effective institutions can reduce wastage and minimize errors in its mandate thus reducing significantly cases of incompetence in the execution of public policies (Uzezi, 2010; Frederickson, Smith, Larimer & Licari, 2018).

In as much as that is the case, some of the existing studies on the topic have indicated research gaps which trigger this interrogation. Studies such as Zafarullah and Huque (2001) on the role of public management in ensuring good governance focused on Bangladesh ; Sangita (2002) on the role of administrative reforms for good governance focused on India ; Nag (2018) on the relationship between Government, Governance and Good Governance focused on India and Uhaib and Djani (2018) on the role of public administration reform in fostering effective governance was based in Asia. The studies besides looking at institutional capacity building, also considered other roles of public administration thus creating a conceptual research gap. In addition, the studies were conducted in contexts outside of Somalia, not considered as fragile and thus their findings cannot be generalized to Somali.

THEORETICAL FRAMEWORK

The study was anchored on the New Public Management (NPM) Theory. The theory was proposed by Hood (1991) in the 1980s and 1990s whilst arguing for the reconfiguration of the public sector along more cost efficient and effective lines. New Public Management (NPM) Theory argues that reforms aim at improving governance through enhanced public service delivery, public expenditure saving as well as efficiency in government activities (Prasetyo *et al*., 2018).

Gumede and Dipholo (2014) indicated that the government need to be reinvented and the entrepreneurial spirit be harnessed in order to banish bureaucracy and transform the public sector into an efficient sector. Bourgon (2017) states that NPM is a theory that envisages a private sector in a public sector where the values and ideas of the private sector are transferred to the public sector. The underlying issues NPM attempts to resolve are good governance issues touching on provision of quality services to the citizens, efficiency in resource utilization and responsiveness. NPM theory is therefore, evident in situations where the government delivers quality services and has effective institutions and governance and
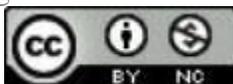
provides a foundation for predicting the link between administration reforms and effective institutions and governance.

EMPIRICAL LITERATURE REVIEW

Institutional Capacity Building

Capacity building is critical in achieving good governance and effective institutions (Omeka & Njoroge, 2020). Various capacities and capabilities such as the capacity to make policies, to manage and perform administrative functions and use technology are essential capacities for effective governance (Kettl, 2015). There is a need to develop these capacities as well as other critical capacities such as HR, IT and financial management in order to be able to monitor and oversee the utilization of public resources in an efficient manner as well as for the civil servants to perform their duties as required (Kettl, 2015).

When functions are delegated to local governments, there is a need to have adequate capacity to manage those functions. A number of developing economies have demonstrated that they lack capacity especially at the local stage. If so, weak systems ensure that there is inefficiency and misuse of the public resources at both functions. To build the capacity of the local government, there is a need to conduct a training needs assessment then come up with training programmes, seminars and workshops where the people can learn of communication skills, coordination skills and skills to interact between the local and national government (Henry, 2017).

Cheung (2005) interrogated the politics related to administrative reforms with a bias towards Asia. The main tenet of the interrogation was understanding of the administrative reforms conducted in Asia against the background of international influence, domestic alignment and institutional dynamics. There was agreement that governance challenges exist in Asian settings and that there was a need to set up reforms with a motive to solve some of the issues faced such as lack of a proper mix between the old and the new paradigms of public management.

In Saudi municipalities, Almarshad (2011) examined whether decentralization and good governance was linked to effective service delivery at that level. The said mainly centered in determining whether the recently formed institutional and political reforms were critical in enhancing responsiveness in service delivery at the local authority's level. It was determined that even though these reforms had set about a good avenue for realizing good governance, the capacity at that level formed a hindrance to this achievement.
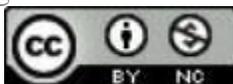
It was indicated that in absentia was key capacity such as financial management, coordination and administrative capacity which were still major setbacks for realizing effective governance at the local levels. Adisa (2017) interrogated whether public administration played an important role in ensuring good governance in Albania. The study relied on past materials without actually conducting a survey. Through meta-analysis, the study established that through good governance, the public administration can spearhead provision of critical services such as capacity building, civic engagement and strengthening institutions.

Effective **Governance**

National governance refers to exercising political, economic and administrative authority in management of a country's affairs at the levels. National governance is made up of processes, systems and mechanisms through which the citizens of a nation can be able to air their grievances, interests, exercise their rights and also be able to conduct obligations required of them and mediate differences (United Nations Development Programme, 2017). There exist varying forms of governance depending with the political, social and economic setting of a country however the common denominator that defines effective governance is the rule of law, working institutions, transparency and accountability in matters of managing public resources, wide respect of human rights and civic engagement in decision making (United Nations, General Assembly, 2010).

To have effective governance, it needs more than just the political will or the state powers but also calls for rule of law transparency and accountability in matters of managing public resources as well as legitimate acquiring and using power to advance accepted social goals (Emerson & Nabatchi, 2015). For the government to implement their development agenda, there is a need for effective governance. However, there is a debate on the degree to which effective governance enhances poverty alleviation although its widely acceptable that the impact is significant (Kwon & Kim, 2014). Effective governance can also be fostered through responsive leadership, development of effective institutions, promoting transparency and accountability as well as delivering peace, stability and development is the norm across many parts of the world. Good leadership can not only promote civic engagement but also air discontent and promote social cohesion (Borzel & Risse, 2016).

Zafarullah and Huque (2001) interrogated the role of public management in ensuring good governance in Bangladesh. Through statistical evidence, the interrogation demonstrated that internal antecedents such as corruption and disorganized systems were hindrance to effective governance. In this country, the study demonstrated that effective governance was still a dream if these two were not taken care of. Mollah and Hossain (2014) evaluated the status and impact of governance reforms in Bangladesh since its independence. The paper which was a desktop research, indicated that one of the major antecedents facing effective governance ad implementation of governance reforms were inappropriate political leadership, too much unrealistic initiatives by the national government, lack of capacity, violent and chaotic politic culture and absence of political will.

Nag (2018) on the other hand focused on India to find out whether there existed a relationship between governance and good governance. The study adopted meta-analysis of past empirical works and determined that adopting a universal model in governance, it becomes hard to consider the constraints in the local society. This is because developing countries are unique and face unique problems hence achieving effective governance is not an easy task that can be generalized. Sangita (2002) conducted a study to establish the role of administrative reforms for good governance. The study examined the various meanings of the concept and, the strengths and weaknesses of the models advocated in this context by the international development and donor agencies. It was established that the success of administrative reform depends upon the government's ability to present strategic reform on the basis of vision in consultation with the wider sections of society as well as effective communication to the stakeholders and people about the need for reform and likely benefits from it.

RESEARCH METHODOLOGY

This study adopted a descriptive approach in order to use a questionnaire to interrogate and describe the problem being investigated. This design also supported establishing cause effect interrogation which is similar to what the study sets about to do in finding the role of administration on effective governance. The target population of the study was categorized into the public administration representatives of Jubaland focusing on Middle, Lower and Gedo Juba regions as well as the members of civic groups which operate in the state and reflect the opinions of the citizens. Middle Juba region has 4 districts namely Bu'ale District, Jilib District, Sakow District and Salagle District, lower Juba also 4 districts namely Afmadow District, Badhadhe District, Jamame District and Kismayo District while Gedo Region has nine districts
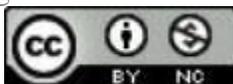
which are El Wak District, Baardheere District, Balet Hawo District, Doolow District, Garbahaarreey District, Luuq District, Buurdhuubo District, Ceelcade District and Dhamase. The study targeted the District Commissioners of each district, their assistants and one village elder from each district. The study also focused on 3 members from each of the 43 civic organizations operating in Jubaland State at grassroots level according to the administration's records. Table 1 indicates the stratification of the target population.

Table 1 Target Population

Category	Target Population
Administrative Units of Middle Juba Region	12
Administrative Units of Lower Juba Region	12
Administrative Units of Gedo Region	27
Members of Civic Groups	129
Total	**180**

Source: Administration Sources, Middle and Lower Juba Regions of Somalia, 2019

A census was conducted on the entire Jubaland state where all the three states Middle Juba Region, Lower Juba Region and Gedo Region was considered where 94 respondents participated in the study. Bresler and Stake (2017) supports a census where in-depth information is being sought. A census also eliminates sampling bias and errors (Ledfor & Gast, 2018) hence suitable for this study. The study focused on all the Administrative Units and Civic Groups of Middle Juba Region, Lower Juba Region and Gedo Region. This study used primary data since the major aim of the researcher was to obtain raw data from the target population. It is upon this requirement that the researcher opted to use primary data representing views as well as the perceptions of the specific respondents. A questionnaire was used to obtain data. The questionnaire in this study was semi-structured where both open and closed ended questions were asked to collect qualitative and quantitative information. A questionnaire has been supported to collect fresh data and cover more respondents cheaply and faster (Ledfor & Gast, 2018).

The researcher collected the data after obtaining an introduction letter from the university. With the letter, a permit was obtained from Jubaland and permission sort before conducting the process. The researcher conducted the process of data collection himself in order to give necessary clarifications where possible. The process took Two weeks from the date of getting authorization letter from the state.

Data analysis was conducted by the use of descriptive as well as inferential statistics. The former involved measures of mean, standard deviation, frequencies and percentages. The objectives of the study were achieved using inferential analysis (in this case Pearson correlation coefficients as well as regression coefficients). SPSS V.24 was used in conducting the above statistical operations. The study findings were presented using Tables and Pie Charts to vividly depict the findings of the study when glimpsed at. Qualitative data from the open-ended questions was analyzed through thematic analysis and presented in a narrative format. The regression model took the following format:

$Y = \beta_0 + \beta_1 X_1 + \varepsilon$ Where Y – dependent variable (Effective Governance), X_1 – Institutional Capacity Building, ε – Is the error term which is assumed to be normally distributed with mean zero and constant variance and β – Parameters to be estimated

RESEARCH FINDINGS

Response Rate

A total of 180 respondents that is administrative units of Middle Juba region, administrative Units of Lower Juba region, administrative units of Gedo region and the members of Civic groups were targeted. Consequently, 180 questionnaires were distributed to this group. As indicated in Table 2, out of the 180 questionnaires administered, 72% of them (Frequency 130) were responded to while the remaining 28% were not responded to. Consistent with Kombo and Tromp (2006), this response rate is sufficient. The high response rate was achieved because the period of data collection was extended for those respondents who had not filled the questionnaires in the period allocated.

Table 2 Response Rate

	Frequency	Percentage
Response	130	72%
Non-Response	50	28%
Total	**180**	**100%**
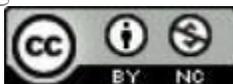
Descriptive Analysis

Descriptive findings were used to establish the mean and standard deviation of the responses on the Likert scales used in the study. A scale of 1 to 5 was used in the study. Quantification of Likert scale categories was done by assigning numerical values to the various categories in order to facilitate statistical representation of data. The data was analysed using SPSS version 21 using frequency and percentage tables and it is from those the recommendations were derived. The mean and standard deviation of the responses is presented in this section per variable.
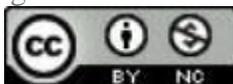
Descriptive Analysis of Governance

The respondents rated statements on effective governance practices on a Five Point Likert Scale where 1 = Very Low Extent, 2 = Low Extent, 3 = Moderate Extent, 4 = High Extent and 5 = Very High Extent as shown in Table 3.

Table 3 Descriptive Analysis of Governance

Statement	Mean	Standard Deviation
Transparent leadership and governance	3.11	0.81
Accountable governance	2.98	0.77
Respect of human rights	3.03	0.81
Responsive service delivery	3.01	0.84
Integrity	3.04	0.79
Average	**3.03**	**0.80**

The results indicated that at Jubaland state, transparent leadership and governance, accountable governance, respect of human rights, responsive service delivery and integrity have been realized to a moderate extent (Average M = 3.03; SD = 0.80). A small standard deviation of 0.80 reflected a small variation in these responses. This agrees with the UNDP (2017) report that Somalia experiences fractured governance which has led to efforts being directed to rebuild institutions decimated from a two decade long civil war, continued drought, climate induced crises, and ongoing conflict.

Descriptive Analysis of Institutional Capacity Building

The respondents rated statements on institutional capacity building on a Five Point Likert Scale where 1 = Very Low Extent, 2 = Low Extent, 3 = Moderate Extent, 4 = High Extent and 5 = Very High Extent. The results presented in Table 4 indicate that Jubaland administration has made efforts to build policy making capacity, although to a moderate extent (M = 2.96; SD = 0.86). The administration has also built administrative to a small extent (M = 2.45; SD = 0.95) and public finance management capacities of its civil servants to a small extent (M = 2.29; SD = 0.94). It was also established that the state has invested in building technological adequacy to a small extent (M = 2.02; SD = 0.78) and coordination capacity of its civil servants to a small extent (M = 2.08; SD = 0.82).

On average, the results show that Jubaland administration has made efforts to build its institutional capacity to a small extent (M = 2.36; SD = 0.87). A SD of 0.87 indicates that the variation in the responses was small. These findings are consistent with that of a study by Henry (2017) who demonstrated that developing economies lack capacity and have weak systems hence they are faced by inefficiency and misuse of the public resources. The findings are consistent with Kettl (2015) who indicated that various capacities and capabilities such as the capacity to make policies, to manage and perform administrative functions and use technology are essential capacities for effective governance, however developing economies struggle to achieve them.

Table 4 Descriptive Analysis of Institutional Capacity Building

Statements	Mean	Standard Deviation
Policy making capacity	2.96	0.86
Administrative Capacity	2.45	0.95
Public Finance Management capacity	2.29	0.94
Technological Adequacy	2.02	0.78
Coordination Capacity	2.08	0.82
Average	**2.36**	**0.87**

Regression Analysis

A regression analysis was used to establish the role of institutional capacity building in establishing effective governance in Jubaland State of Somalia. In a regression analysis, the results show the model summary, ANOVA and model coefficients. Table 5 shows the model summary.

Table 5 Model Summary

R	R Square	Adjusted R Square	Std. Error of the Estimate
.521	0.272	0.260	0.3260
Predictors: (Constant), Institutional Capacity Building			

The results indicate that institutional capacity building explain up to 27.2 percent of effective governance in Jubaland State of Somalia ($R^2 = 0.272$). This implies that other factors other than Institutional Capacity Building account for the remaining variation in effective governance. The regression model fitness was also established and presented in Table 6.

Table 6 ANOVA

	Sum of Squares	df	Mean Square	F	Sig.
Regression	1.430	1	1.430	10.713	.001
Residual	16.953	127	0.133		
Total	18.383	128			
Dependent Variable: Effective Governance					
Predictors: (Constant), Institutional Capacity Building					

Source: Survey Data, 2020

The ANOVA model results for model fitness as shown in Table 6 shows that the regression model to predict the role of institutional capacity building on effective governance was a good fit (Sig < 0.05). This shows that the regression model was suitable in the prediction. The regression model coefficients were also established and presented in Table 7.

Table 7 Regression Model Coefficients

	Unstandardized Coefficients		Standardized Coefficients		
	B	Std. Error	Beta	t	Sig.
(Constant)	1.866	0.358		5.217	0.000
Institutional Capacity Building	0.326	0.100	0.279	3.273	0.001
Dependent Variable: Effective Governance					

Source: Survey Data, 2020

Substituted Coefficients

Effective Governance = 1.866 + 0.326 Institutional Capacity Building

The model coefficients result in Table 8 indicate that holding other factors constant, the governance of Jubaland as described by the indicators of governance is effective (Constant = 1.866). The results further illustrate that institutional capacity building has a positive and significant effect on governance ($\beta = 0.326$; P-Value < 0.05). This implies that a unit improvement in institutional capacity building would lead to a significant improvement in effective governance by 0.326 units. The findings correspond those of a study by Almarshad (2011) who indicated that public sector capacity such as financial management, coordination and administrative capacity were crucial in realizing effective governance. The open-ended questions in the questionnaire were analyzed through thematic analysis. Table 8 gives a summary of the main themes from the open-ended questions.
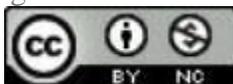
Table 8 Summary of Thematic Analysis

| Question	Summary of the Main Themes
Explain some of the efforts put in place to strengthen the capacity of the civil servants in Jubaland	Some of the practices put in place are conducting workshops to develop capacity, on the job training programmes, exchange programmes and benchmarking programmes with other countries.
What are some of the challenges faced in strengthening the civil servant's capacity in Jubaland?	Some of the challenges indicated are limited availability of resources where the financial support is not enough, lack of political goodwill and negative organizational culture among the employees

CONCLUSION

The study findings led to the conclusion that practices geared towards improving various types of civil service capacity such as administrative, public finance management, technological adequacy and coordination capacity are essential in enhancing governance significantly. It can also be concluded that Jubaland state has made efforts to implement such practices.

RECOMMENDATIONS FOR POLICY IMPLICATIONS

Since it was established that institutional capacity building is positively and significantly associated with effective governance, the study recommends that the administrative government of Somalia should invest in improving and developing the civil servant's capacity such as administrative, public finance management, technological adequacy and coordination capacity.

CONFLICT OF INTEREST

No potential conflict of interest was recorded by the authors.
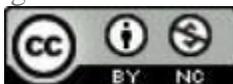
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