

# The Practice of Public Sector Governance in Somalia: The Case of Puntland

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## Abstract

Governance is the way in which government uses the power in the process of pursuing the country's economy and socio-political issues. Good governance is being regarded as the major steering engine in development. Bearing in mind the importance of good Governance implementation in the public sector, the main purpose of study was to examine the practice of Governance in public sector institutions in Somalia in the case of Puntland. The study was conducted in randomly selected 10 public institutions in the two towns of Galkio and Garowe. The data were collected by using mixed approaches from 158 respondents through self-administered questionnaires and key informant interviews. Questionnaires were distributed to a sample of convenience selected employee of the studied institutions. Six key informants were also purposively interviewed. The gathered quantitative data was analyzed through descriptive statistics and Chi-square while qualitative one is transcribed and analyzed by using both quoting and narration forms. The result indicated lack of leadership commitment, Clan representation in the public bureaucracy, weak justice system, and corruption as major challenges. Based on the result from an eight employed good governance indicators, namely Efficiency and effectiveness, transparency, responsiveness, participation, accountability, rule of law, equity and consensus the studied public institutions were not found effective in any of these indicators thus the practice of governance was found poor. On the other hand, the study found the improving situation of the country from the experience of civil war, untapped natural resources, available educated citizens and established necessary institutions of Good governance as major potential opportunities. Finally, improving police force and justice sector, taking anti corruption measures, teaching governance for the citizens, and combating tribal mentality were recommended.

**Keywords:** Governance, Good governance, Public sector, Implementation, Challenge, Somalia, Puntland

## 1. Background of the study

The practice of governance is believed to be as old as the emergence of human control and institutionalization. Many different authors traced back its materialization to different epochs and societies. For instance (Elizabeth at.el.,2002) outlined that the notion of governance predates to Greek city-states approximately 750 B.C.E., notwithstanding the International Bank for Reconstruction and Development & The World Bank, (2006) related its history with the first Chinese dynasty, the Xia, which was established around 2070 BC and an ancient Indian valley civilization about 2500 BC. Meanwhile Bhattarai (2006) referred it to Max Weber, who lived in the early twentieth century, adding that although he had not exactly employed the term its self he mentioned some functions of governance (as cited in AGGN, 2010).

These different controversies undoubtedly reveal the vagueness of accurate prior written application history of this Term as its, up to the last decades of the nineteenth century when it became a global theme. Despite the lack of literal previous documented usage of the term, it is known that old human civilization and kingdoms had their own governing system for their communities, their own codes, their soldiers and partly their election process and ways of rising revenues as well as hierarchy of authorities. without necessarily applying the concept of governance as it is currently (Shah, 2006). Therefore governance has been dealt with out considering its quality of goodness or badness.

However the term governance with its current perception has emerged into the global arena first in the early 1990s, when international donor organizations pioneered by WB published it as conditionality for aid granting to the developing world governments, it is now widely used in different parts of the world in the contexts related to the government realm and associated literatures too. To understand the word governance seems to be simple but it has quite showed that there is no universally accepted definition in decades of interest by different writers as it becomes the intention of many international donor organizations including UNDP, WB, IMF and others. In simple way, one may guess that if government is defined as a group of people within authority over a community then governance will be the way they exercise that authority (ChanceLight company, 2013). Bad governance and good governance could be taken as whether that authority is abused or acclimated wisely.

But the term governance is generally considered deeper scenario than merely on how to exercise the authority by the governments. Its implication lies beneath the situation of regarding State and civil society as separate entities but complementary rudiments. In this sense government alone does not run the whole national affairs, but the civil societies play crucial role in the exercise of power. Therefore, when all the components of the society are coordinated and the overall system functioning soundly is said to be good governance. On other hand, the malfunction and lack of co working and coordinated nation elements is regarded as bad governance

(Ibid).

In this view UNDP (1997), defined governance as “the exercise of political, economic and administrative authority in the management of a country’s affairs at all levels, It comprises mechanisms, processes, and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations, and mediate their differences”. It also proposes that Good governance is when all these matters are properly satisfied.

Good governance promotes the quality of public institutions in all levels; it gives clear procedures of decision making to all public authorities, grants civil society a better ability to enforce their rights and obligations through legal mechanisms, good governance allows for sound and efficient management of human, natural, economic, and financial resources for equitable and sustainable development. On the other hand bad governance impedes development ,benefits of reform to reach the poor and the funds and resources of the country which is allocated for development will not be used effectively , bad governance eliminates the efforts of development to reach public good and better service delivery, it impedes the accountability ,responsiveness, equality, efficiency use of public resources , creates abuse of power, deterioration of human rights and corruption, hinders country’s political economic and social development which finally may lead to failure of nation state (Mathewos, 2015)

The evolution of good governance had bristly grown in last decades of 21th century; this was the result of failure of the previous conception that the governance could be improved through technical support in developing countries. A new campaign of governance main streaming started since international donors realized the back bone of malfunctioning state as not only technical gab but broadly lack of good governance (Thomas Carothers and Diane, 2011). Up to that time when the international development agencies added good governance to their portfolio a number of characteristics of the envisioned type of governance was emphasized, which include participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and rule of law. Similarly, in decades of being the focus for international community the subject gained prominence in the whole world and has been expanded to different level such as global governance, regional governance, national governance and local governance (Didamo, 2013).

#### **Governance in developing countries**

In all developing countries, it becomes major concern and forefront of Social and economic development key agendas as emphasized by international donors and humanitarian agencies. In Africa after the legacy of slave trade and colonial rule the continent inherited governance challenges perpetuated by its infancy stage of independence and experience, in last decades African leaders started working for the development vision of Africa to rescue their countries from complexities. However, it became an apparent that this endeavors will not yield fruitful result unless good political and institutional governance is adapted, as a result of that many consensus have been agreed together to establish mitigation strategies of the deepening problems and promote good governance , among these New Partnership for Africa (NEPAD) is one of strategies aimed to improve the overall governance and economy of the continent which uses African Peer Review Mechanism (APRM)<sup>1</sup> to monitor the Conformity of the member states to the Governance objectives (Upadhyay, 2006)

In connection with that local intergovernmental organizations backed by foreign donors made it as one of most important policy objectives of their programmes, thus, the idea of that governance matters has raised prominence in the continent and the belief that only Good governance will create a vigorous development has spread rapidly. Despite the laudable attempts of implementing good governance yet number of challenges, including Entrenched Leaders and the Abuse of term Limits, Proliferation of Restrictive Laws, Dismal State of Press Freedom, Weak Regional Human Rights Mechanisms, and lack of Economic Competitiveness are dominantly confronting (freedom House organization, 2015)

#### **Governance in Somalia**

Governance in Somalia dates back to the age of local sultanates before centuries to the first modern republican state of 1960s along with the dictatorial period and the anarchy era later in early1990s up to the last decade. In these different epochs, each one Somalia has experienced its own separate model of governance with its distinct levels of performance. However one remarkable and constant similarity was the dual nature of Somali politics in which traditional form of social contract (Xeer) and modern constitution played parallel roles in the domestic issues. During the age of local sultanates the Somali society was largely pastoral disintegrated blocs each having their own independent arrangement, but connected by General Somali customary law (known as Xeer-soomaali) which was the only respected social contract along with shari’a without central Authority. In this time although a strong central governance system was not intact these aforementioned laws played crucial role in managing inter-communal clashes and public order (Gundel, 2006).

In the later periods before the anarchy era, Somalia experienced Western-type governance characterized by

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<sup>1</sup> a voluntary self-assessment tool centered on four areas of Democracy and Good Political Governance , Economic Governance and Management, Corporate Governance and Socio-economic Development

a centralized government (Nasra, 2013). In the first nine years of independence from 1960-1969, a civilian government ruled the country with free election, but the overall governance performance was poor, in 1969 a new group of soldiers had overthrown the civilian government in a bloodless coup which ruled the country until the collapse of the government in 1991, in the initial periods the government has considerably performed well in the economy, social and political aspects but the total governance system was dictatorial (Dhollawaa, 2013)

Following the end of the dictatorial regime in 1991 the country wholly plunged into a protracted chaotic condition of political quagmire, civil war, lawlessness, extinction of public institutions and entire disintegration of governance structures. This led to the reemergence of clan based dominance structures throughout the country as the basis of local governance to address social, security, administrative and political affairs and to provide a crucial safety (Interpeace and PDRC, 2006) this instance a lost decade of Somalia's public good governance has started. After this vanished time a new era of state rebuilding instigated and post-conflict Somali leadership continued to struggle with implementing basic governance policies by exploiting the international support (Abdurahman, 2016).

Albeit, a substantial progress has been made in last decade generally Somalia governance is yet complicated, World Bank measurement of Governance Indicator ranks near the last of 200 countries around the world and transparency international ranked the second lowest country of the world in 2014 similarly the Ibrahim index of African governance placed lowest of 54 African countries meanwhile some mechanism such as free press and strength of civil society scored high ranks out of worldwide countries (Word Bank, 2015)

Despite the lack of central government and general governance disturbances as previously mentioned some local communities formed their own regional administrative among these Puntland semi-autonomous state, a one of the earliest regional administrative to establish, it has enjoyed relative peace in last two decades along with Somaliland. However, even in the relatively stable regions e.g. Puntland, the effective functioning of the regional administrations is undermined by different clans seeking to influence and control key institutions, revenue and positions. Efforts and aspirations to have a modern functioning public sector and better governance often conflict with the traditional forms of governance which influence around the country (UNDP, 2015).

## 1.2. Statement of the Problem

Good governance is considered as a tool of national social and economic development, many actors have emphasized the importance of the theme of creating good governance in developing countries in the thought of anticipating it will yield prosperity for all and eliminate evil among the society. Good governance is when the governance system of a given country is efficient in public service delivery, respects the rule of law and practices general principles of good governance; on the other hand, lack of a system which protects the rights and duties of governors and governed society is labeled as bad governance (Thomas Carothers and Diane, 2011). Practicing good governance make possible to deliver quality services to the public, good governance leads to good management, good performance and good utilization of public money, public efficiency and ultimately fruitful outcome for the citizens, on the other hand bad governance not only restricts the success opportunities, but also it can lead to violent conflicts and civil wars as massive uprising of Arab spring in 2011 which led the downfall of governments (Didamo, 2013).

As developed countries have firmly stressed on the need to change the governance culture in developing countries and in Africa, a number of initiatives has been taken in the last decade to reach the envisioned type of governance in periphery world. On the continent the subject matter of how to improve governance structure and what the international community can do to promote it has dominated the global discussion since the end of 1980s (Wohlmuth, 2007).

In Somalia a UN funded governance programmes have been revitalized in last decade such as Somali Institutional Development Project (SIDP), the Joint Program on Local Governance and Decentralized Service Delivery (JPLG), and so forth, in order to create efficient public sector which applies principles of good governance, the implementation of these programs have followed a differentiated approach in dealing with Somalia regional authorities to respond to their particular political characteristics of each region. (UNDP, 2012)

However, in post violence countries emerging from conflict situations face a numerous unique challenges in transformation their public bureaucracy and promoting development. (World Public Sector Report, 2010) . Somalia since the last decade, though number of initiatives has been taken to rebuild depraved governance infrastructure after protracted violence, inauspiciously as tantamount to the other fragile countries it is currently facing many challenges in the area of public sector and governance matters.

Reflecting on Puntland, despite these general challenges as a part of the country, it has emerged earlier in the first decade of conflict in Somalia as a semi-autonomous state where in last year (2016) it has celebrated its 18<sup>th</sup> anniversary, this has given an opportunity to be survivor of much of central collapse effects unlike Southern region of the country, Similar to the other regions the dual nature governance of customary law much incorporated with shari'a and the secular westernized form of governance coexist parallel and both still play significant influence in political arena of the region (Nasra, 2013). According to Jibrell (2015) Puntland has

created an enabling and encouraging environment in the public sector as well as private, it has demonstrated an improvement of major social services which include but not limited to the education sector, health sector, usage of electricity and wider access to water.

In general, for eighteen years of being existing as an autonomous entity its residents enjoyed a number of democratic rights such as free market, free press and social and economic liberties. On the other hand, according to Abdirahman and Ahmed (2016) number of governance challenges have been deemed in the public sector such as the Misuse of Development Aid, Public sector employment, corruption, custom administration burdens and local municipalities as well as nepotism and ineffective justice system. Apart from these inadequate aforementioned findings as the country's research institutions and capable academic centers destroyed a much of governance issues in the country is little known specifically in this area of public sector, Puntland also could be an example of how localized governance is carried out in the last two decades in Somalia amid central stateless. Therefore, it is imperative to study its experience on governance implementation in the public sector.

### **1.3. Objectives of the Study**

1. To ascertain the implementation of public sector governance in Puntland
2. To determine the implementation challenges of public sector governance
3. To examine the opportunities of public sector to implement good governance in Punt-Land
4. To recommend implementation strategies

### **1.4. The Significance of the Study**

Generally the findings of this study will rebound to the benefits of society that governance play major role and matters in the sphere of social and economic development. Specifically since this research will be geared toward previously untapped area of governance in the public sector it will help understand the really of the subject matter of governance in Puntland. This in many ways will be beneficial for government policy maker, stake holder and researchers to uncover the critical areas of governance practices in Puntland which previous studies have not explored. Therefore, it will help fill up the knowledge gap. Furthermore the study will give better recommendations of the observed opportunities and complexities.

### **1.5. Scope of the Study**

Since it is impossible to collect all data and explore every facet of a subject, all research is logically narrow in scope and strained to limitations. Likewise this study had its own scope of limitation. Geographically limited to the Puntland state of Somalia, specifically in the public sector of two selected towns: Garowe and Galkio, the study thematically focused on eight of nine principles acknowledged by UNDP which include participatory, accountability, transparency, responsiveness, effectiveness and efficiency, consensus oriented, equitability and respect of the rule of law in the aspect of service delivery. Regarding time scope, this study was conducted in the year 2017 between the months of April and May

## **3. Research methodology**

### **3.1. Research design**

The study is Descriptive and Concurrent survey design, the reason behind is that, the research aimed to employ both interview and questionnaire in data collection; therefore this design was preferred to overcome the weakness in one method with the strengths of another. On the other hand, descriptive method is used since the researcher has no control on the variables of the study but only describes the characteristics of the major practices of Good Governance in the public institutions.

### **3.2. Research approach**

The approach used in this study is mixed method of both qualitative and quantitative. The reason for choosing the both mixed methods approach is that the subject matter of the search needs subjective analysis of attitude and behaviour, hence qualitative approach facilitates broader and nuanced understanding of the governance practices in the study area, in other hand quantities approach was used by collected objective information through the questionnaire and analyzing the data in tables and figures thus will increase the efficiency of the information of the study.

### **3.3. Sampling design**

#### **3.3.1. Research Population**

This study will be conducted in the Puntland State of Somalia, and target population was all public servants in Puntland. The rationale behind this is that public employees are more aware of governance practices existing in the study and public sector issues since they are the ones who carries out the day to day activities of service delivery; in addition, they are part of society which may be affected by the governance practice in the area

positively or negatively. In combination with this some senior officials, international NGOs and civil society representatives were taken as key informants thus making them part of the total population.

### 3.3.2. Sampling Procedures

A sampling procedure is technique of choosing a sub-group from a population to be included in the study, it is the process of selecting a number of individuals from the sample frame to represent the large group from which they were selected (Ogula, 2005) cited by(Kenya projects organization). In this study both probability and non-probability sampling method was used to select the study participants during the investigation.

First a purposive sampling was used to select two towns ( Garowe and Galkio) because of time and cost effectiveness. Then 10 out of 45 public sectors found in the study areas were selected by simple random sampling. Finally, the individual participants were chose by convenience method through studying all available civil servants in the surveyed offices. Since government worker were not regularly attainable in their institution thus it was hard to meet with predetermined number of sample.

On the other hand non-probability purposive sampling was also used to conduct interviews with one official in each two towns, two civil society organization representatives and 2 international organizations officials

**Table 3 . 1: The distribution of the studied participants among the institutions**

Institution	Town		Total	Percentage
	Garowe	Galkio		
Local government	21	19	40	25.3%
Regional administration office	6	8	14	8.9%
Ministry of finance	9	11	20	12.7%
Ministry of education	15	4	19	12.0%
Ministry of health	7	11	18	11.4%
Central Bank of Puntland	4	2	6	3.8%
Ministry of commerce	7	3	10	6.3%
Ministry of Agriculture and Irrigation	6	3	9	5.7%
Minister of Civil Aviation and Airport Authority	4	7	11	7.0%
Minister of Environmental Protection, Wild Animals and Tourism	8	3	11	7.0%
Total	87	71	158	100.0%

Source: Field Survey, 2017

The studied participants distributed among 10 public sector institutions namely local government 40 (25.32%) in Garowe and Galkio, 20 (12.7%) from ministry Of Finance in the two towns, 19 (12%) from ministry of education similarly, 18 ( 11.4%) respondents from ministry of health, 14 (8.9%) from regional administration offices, 11 (7.0%) from Minister of Civil Aviation and Airport Authority , 11 (7.0%) from Minister of Environmental Protection, Wild Animals and Tourism,10 (6.3%) from ministry of commerce, 9 (5.7%) from ministry of Agriculture and Irrigation, and 6(3.8%) from central Bank. In general 71 out of the 158 studied respondents were from Galkio town while 87 of them were from Garowe town

### 3.3.3. Sample size

The sample is the subset of the population being studied; from which data is actually collected from. On the other hand, sample size denotes the number of study participants for those particularly will be considered for selection. Sample size is influenced by a number of different factors, including but not limited to the purpose of the study, population size, time, cost, the risk of selecting a bad sample, and the allowable sampling error (Israel, 1992). In addition to that (Smith S. M., 2013) recommended that if the target population is unknown but is assumed that it is more than 10,000 the Cochran's standard formula is applied in order to increase representativeness.

Therefore, since the total public sector employees of Puntland are not known by considering all of these factors the above mentioned formula was used to determine the sample size

$$\text{Which is } n = \frac{Z^2 p (1-P)}{e^2}$$

Where n= the desired sample,

Z= the standard normal variable at the required level of confidence,

P= the proportion in the target population assumed to have a specific characteristic,

e= the margin of error

If there is no particular group affected by the subject matter specifically 50% is recommended to use thus P=50% = 0.5 and 1-p =0.5 in this study 93% of confidence level was considered and corresponding normal standard value will be 1.81 hence Z=1.81 and margin of error was 0.7 thus the sample size of this study will be given by  $n = \frac{Z^2 p(1-P)}{e^2}$  which is  $1.81^2 (0.5) / 0.07^2 = 167$  in combination with this sample 2 official ,2 Civil society representative and 2 International NGOs will be interviewed, this made the total study population of  $167+2+2+2= 173$  respondents.

Hence the sample size of the population is 167 respondent employees and 6 key informants.

#### 4. Data presentation, analysis and discussion

This section presents the analysis and discussion of data obtained through the questionnaire and interview as predetermined, since the thematic scope of this study was based eight core characteristics of the Good Governance indicator from the UNDP checklist the questionnaire were grouped into those main categories.

##### 4.1. Response Rate

158 respondents out of 167 expected participants filled and returned the questionnaire which means 95 % of distributed questionnaire was successfully completed and collected. The rest nine paper bundles were not obtained from the respondents additionally few questions were missed and left blank.

##### 4.2. Demographics of the Respondents

Background of the respondents is very crucial part of any survey as it reveals implicit connotation of the situation under study in spare of the findings exposed by the objective questions of the research, hence the charts below indicate an important variables related to the participant's characteristics. Therefore In advance of the objective questions age, gender, Institution, educational level and span of experience of participants have been concluded respectively.

**Table 4.1: Demographics of the respondents**

Category	Frequency	Percent
<b>1. Age distribution of the respondents</b>		
Less than 20 years	8	5.1%
20-30 years	53	33.5%
30-40 years	40	25.3%
40-50 years	31	19.6%
Above 50 years	26	16.5%
Total	158	100.0%
<b>2. Gender of the respondents</b>		
Male	113	71.5%
Female	45	28.5%
Total	158	100.0%
<b>3. Education level of the respondents</b>		
Below primary	19	12.0%
Primary	33	20.9%
Secondary	40	25.3%
Deploma	23	14.6%
Bechelor degree	34	21.5%
Above bechelor degree	9	5.7%
Total	158	100.0%
<b>4. Span of experience of respondents</b>		
Less than a year	3	1.9%
1-5 years	61	38.6%
5-10 years	55	34.8%
Above 10 years	39	24.7%
Total	158	100.0%

Source: Field Survey, 2017

As the above bar shows the relatively largest proportion (33.54%) of the 158 respondents who filled and returned the questionnaire were aged between 20-30 years, which means 53 employees out of 158. The next group was between 30-40 years. This portion contained 40 employees out of 158 respondents equaling 25.32% of the total participants. Subsequently 31 employees were in between 40-50 years matching 19.62% of the total participated workers. The fourth rank which included 26 out of 158 or 16.46% out of 100% was the oldest group of all the civil servants took part in the study which positioned above 50 years of age. The last and least group was those less than 20 years who were only 8 persons corresponding 5.06% of the total studied employees. This implies that majority of the government workers is in their best vigorous serving time since near to 60% (58.86%) are in between 20-40 years making them not elderly nor youthfully trifling and vulnerable. However, since the largest portion fell less than 31 years, this also may reflect that the extent of short lived employees in public positions is tangible hence lacking too much witness of evidences which in turn may challenge their experience.

The majority of the studied participants 105 out of 158 employees were males while the rest 53 respondents were females. This depicts that the overwhelming majority (approximately 71.5%) of the public institution are occupied by men while only about one third (28.5%) of the public positions are left for the women. This may suggest that the proportion of women in public jobs is relatively low. This finding also supported by the disproportionate representation of women in the membership of the local District Council in the two towns which was only 4 out 31 members in Galkio and 4 out 27 in Garowe. (Districts Local Government Offices, 2017)

The education level of the respondents was grouped into five levels. The largest group in respect of the

ranks was secondary level employees which reached 40 participants out of 158 equaling 25.32% bachelor degree and primary levels were the next largest categories which characterized 34 and 33 respondents respectively, corresponding 22% and 21% approximately the next rank was Diploma level 23 (15%) roughly and 19 (12%) of the respondents were primary level while only 9 of participated 158 respondents were above Bachelor degree.

The relationship between Gender and Education was cross-tabulated and tested using a Pearson Chi - square to make sure if the gender had an effect on the educational level of the participants. Hence, as shown in table 4.2, there is no significant difference since the P- value (0.837) in the Chi-Square was greater than the established margin of error of 0.07. For this reason the Gender does not affect the education in the studied participants.

**Table 4.2: Chi Square Test of Gender and Education**

	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	2.088 <sup>a</sup>	5	.837
Likelihood Ratio	2.112	5	.833
Linear-by-Linear Association	.005	1	.941
N of Valid Cases	158		

a. 1 cells (8.3%) have expected count less than 5. The minimum expected count is 2.56.

Source: SPSS output produced from analysis of Field Survey data, 2017

The serving time of the participants was also listed in five categories. Among these categories approximately 39% respondents served 1-5 years in addition to them (35%) of the respondents had an experience of 5-10 years, subsequently (25%) of the participants worked above 10 meanwhile only 2% out of 100% respondents replied that they served less than one year which makes them the least proportion. Hence, as result indicates the majority of the employees 60%, adding together had span of serving of about 5 years and above their implies that civil servants had better expertise in delivering services.

### 4.3. The Level of Implementation of Public sector Governance in PUNTLAND

This section deals with the level of implementation of governance in the public sector, particularly, how eight of the mentioned indicators of UNDP are implemented in Somalia in the case of PUNTLAND. The result below shows the level of implementation as revealed by the participants. The extent to which Good Governance indicators are practiced was measured by using five Point Likert-scales. On these questions 1 represents strongly agree, 2 equals Agree, 3 is Unsure, 4 also stands for Disagree, and 5 to Strongly disagree. For those questions worded High or Low, 1 stands for Very high, 2 for High, 3 represents Moderate, 4 means Low while 5 stands for Very low, for those others 1 stand Extremely satisfied, 2 is satisfying, 3 represents Satisfying, 4 means Not satisfying and 5 stands for completely not satisfying. The same goes for extremely clear, clear, unsure, not clear and extremely not clear.

The interpretation of five point Likert-scale is 1.00-1.49 = Strongly agree 1.50-2.49 = Agree 2.50-3.49 = Unsure 3.50-4.49 = Disagree while 4.50-5.00 = Strongly disagree, the same applies to the other Five points scales such as those with high or with extremes starting from highest to lowest. (Kayed, 2016) . Therefore to interpret the Likert scale the research used the above limits.

#### 4.3.1. Effectiveness and efficiency

Effectiveness and efficiency is about attaining the intended goals while using the resource in its best way. The study used six sub-indicators to measure the level of implementation of effectiveness and efficiency in public institutions. The satisfaction of service delivered to citizens, existence of annual plans, the extent of accomplishment, the usage of human and capital resource, and the existence of bureaucratic delay as well as how the government meets the needs of the citizen on time were used as checklists to collect data from the employees. Hence, the following graph shows the response for the effectiveness and efficiency.

**Table 4.3: Responses of efficiency and effectiveness questions**

Effectiveness and efficiency questions	Category	frequency	Percent
1. Does your office have annual plans?	Yes	144	72.2%
	No	44	27.8%
	Total	158	<b>100.0%</b>
2. If your answer is yes, how many of them do you accomplish?	None of them	11	7.0%
	Less than half	34	21.5%
	More than half	58	36.7%
	All of them	38	24.1%
	Total	141	<b>89.2%</b>
3. Do you face bureaucratic delay in delivering services to the users?	No	59	37.3
	Yes	99	62.7
	Total	158	<b>100.0%</b>

On the first question of the effectiveness and efficiency cluster only 44 employees (27.8%) out of 158 of the

studied public workers answered no to the existence of annual plans in their offices while the rest 72.2% of them replied yes to the question and confirmed the existence of annual plan in their institutions. Based on this result the institutions clearly had annual plans in shaping their actions in addition to that the negative responses also indicate that further improvement is needed.

In Question 2 which was about the level of accomplishment of the annual plans about 141 out of 158 have responded since it was skipped by those said they had no annual plans. Hence, only 7% of the respondents said they accomplish none of the plans annually, on the other hand, 21.5% of the respondents said that they accomplish less than half annually while 36.7% and 24.1% stated that they achieve more than half and all of them respectively. Reflecting these responses the annual accomplishment of the public institutions is satisfactory since the consequent majorities 36.7% and 24.1% of them confirmed the attainment of at least more than half of their targets per year, on the other hand the other scores should not be discounted.

On the third question, the respondents were questioned if they face Bureaucratic delays in delivering services to the citizens and the majority of them (62.7% ) replied yes, while 37.3% of them blotted no. Hence, this indicates the existence of inflexible and rigid bureaucracy in public institutions.

**Table 4.4: Responses mean of the efficiency and effectiveness questions**

1. The government meets the citizen's need on time	Strongly agree	Agree	Unsure	Disagree	Strongly disagree	Total	Mean
	13.3%	10.8%	9.5%	53.8%	12.7%	100%	3.42
2. The appropriate use of Human and capital resource	Very high	High	Moderate	Low	Very Low	Total	Mean
	7.6%	8.9%	6.3%	57.0%	20.3%	100.0%	3.75
3. The satisfaction level of the service	Extremely satisfying	Very satisfying	Satisfying	Not satisfying	Completely not satisfying	Total	Mean
	5.1%	15.8%	9.5%	49.4%	19.6%	99.4%	3.62

Source: Field Survey, 2017

The first question was concerning about whether government meets citizen need on time , 13.3% of the respondents out of the total participants strongly agreed, 10.8% just agree, 9.5% were unsure whereas 53.8% and 12.7% replied strongly disagree and disagree correspondingly. However the average Mean 3.42 falls in the middle of the extremes. Therefore the government diminutively tries to meet citizen's needs on time though it doesn't perfectly meet their needs.

The fifth question was inquiring the efficiency use of available human and capital resources in the surveyed public institutions. As indicated above, a total 158 survey completed participants has responded successfully to this question and 7.6% of them told that the appropriate utilization of the resources was Very high in their institutions, 8.9% High, 6.3% marked it as Moderate. On the other hand, 57.0% of them respondents stated that the appropriate use of the resources was Low and 20.3% Very low. The overall responses of this question show that the public institutions were not good in the utilization of the resources because respondents who confirmed high and very high exceeded by those witnessed the misuse. However the positive proportion (16.5%) indicates that somewhat good practice is intact and will be much better if promoted.

Regarding the level of satisfaction of citizen in service delivery, 5.1% of the respondents said that the clients were extremely satisfied, 15.8% replied as very satisfying, 9.5% answered just satisfying while relatively large proportion a (47.5%) of the respondents argued as not satisfying and consequently 19.6% stated that the citizen were not completely satisfied with the service delivered by the government to them. This gives a total mean of 3.62 which clearly shows that the government does not meet with the citizen need on time as the average mean falls.

As the table 4.4 shows, the efficient use of Human and Capital resource in the public institution and level of satisfaction of the service delivered by the government were poor as signified by the mean score of 3.75 and 3.63 respectively which mean the level resource utilization and the satisfaction of government service were both Low and not satisfying correspondingly. On the other hand, regarding whether the government meets citizens need on time, the average participants were unsure as indicated by the mean 3.42. However, this result its self shows



that this indicator was not there noticeably.

In general, as the above data illustrated only two out of the six operational questions designed as sub-indicators of Efficiency and effectiveness presented better responses while four out of them yielded unsatisfactory result, additionally information attained through the questionnaire indicated lack of satisfaction which in turn undermine the practice of efficiency and effectiveness. Hence, based on this result Public institution are below the average in practicing the first principle of good governance.

#### 4.3.2. Responsiveness

Responsiveness is the process in which Institutions try to serve for all stakeholders in best way and best convenient time frame. Responsiveness is intact when the institution's policies, decisions, and actions are shaped by the citizen needs and the officials are eagerly ready to respond to the concerns of the society. A four sub indicators have been used to scan the level of responsiveness in a public institution of PUNTLAND which include the existence of specific mechanisms for citizen complaints, the extent of officials' responses to the user's questions and the assurance implementation feedback analyses as well as the follow government information to the citizens. The following table indicates all responses from these four questions collected from public workers in the two towns.

**Table 4.5: Responses to Responsiveness questions**

Responsiveness questions	Category	Frequency	Percent
1. Does your institution have a specific mechanism to receive citizen complaints?	No	95	60.1%
	Yes	62	39.2%
	Total	157	99.4%
2. Does your institution have program evaluation policies to receive citizens' feedback on services rendered?	Yes	54	34.2%
	No	104	65.8%
	Total	158	100.0%

Source: Field Survey, 2017

Regarding responsiveness indicator, about 157 out of the total respondents was questioned about the existence of specific mechanism to receive citizen complaints in their institutions, among them 60.1% said No while 39.2% replied Yes. Concerning these responses the availability of specific procedure to obtain citizen complaints was not adequately prevalent in the institutions.

The participants were asked again whether their institution had programme evaluation policies to receive citizen's feedback on the service provided to which 65.8% of them replied 'no' while 34.2% of the respondents opted 'yes' to this question. Based on these answers the studied institutions were not collecting citizens' feedback to improve and know their weakness.

**Table 4.6: Responses mean of the Responsiveness questions**

Responsiveness questions. On likert form							
	Strongly agree	Agree	Unsure	Disagree	Strongly agree	Total	Mean
1. Public officials quickly respond to the citizens	18.4%	9.5%	12.0%	44.3%	15.2%	99.4%	3.29
2. The government gives accurate and timely information about the decisions to the public	8.2%	13.3%	3.8%	57.0%	16.5%	98.7%	3.61

Source: Field Survey, 2017

On question four, in about 18.4% of the participants strongly agree that public official were constantly giving citizens a quick response about their questions in service delivery, 9.5% just agree, 12% were unsure while 44.3% and 15.2% reacted disagree and strongly disagree respectively. The average mean score of this question is 3.42 as indicated in the table. Therefore the extent on which public official listen their citizens is moderate.

The fourth question was asking about the follow of government information to citizen and 8.2% of the respondents strongly agree that government was giving accurate and time information about its decision to the public, 13.3% of them also agree, 3.8% were unsure whereas large portion of 57.0% disagree and other 16.5% also chose strongly disagree and the average mean score of this question was calculated in 3.61 hence this exposed that average level of government information sharing with the public was not adequate.

Reflecting all of the above four questions used for the indication of Responsiveness in public institutions, although, in the area of official-public response was moderate almost none of them was sufficiently revealed enough result for good practice thus the level of responsiveness in Public institutions was not satisfactory.

### 4.3.3. Transparency

Transparency is the existence of free flow of information to the public in which society sufficiently receives detailed enough data of the all decisions concerned them selves. Thus it is very significant to assure that community visibly monitors how the government is representing in their interests. The study used four sub-indicator to examine the level of transparency in the public institutions. The level of service explanation, the clearness of the rules and regulations in the public institutions, the lucidity of the recruitment and the practice of annual government budget publication was used to elicit participant's opinion

**Table 4.7: Responses of transparency questions**

Transparency questions Responses							
	Strongly agree	Agree	Unsure	Disagree	Strongly disagree	Total	Mean
1. The government doesn't give citizens adequate service description	9.5%	11.4%	12.7%	38.0%	27.7%	99.4	3.64
2. The clarity of the rules and procedures	Very clear	Clear	Unsure	Not clear	Extremely not clear	Total	Mean
	8.9%	17.7%	2.5%	54.4%	16.5%	100%	3.52
3. Transparency of the recruitment and promotion	Very high	High	Moderate	Low	Very Low	Total	Mean
	6.2%	8.3%	15.4%	60.1%	9.0%	100%	3.58
4. Annual budget Publication	Strongly agree	Agree	Unsure	Disagree	Strongly disagree	Total	Mean
	38.6%	28.5%	5.7%	17.1%	10.1%	100.0%	2.32

Source: Field Survey, 2017

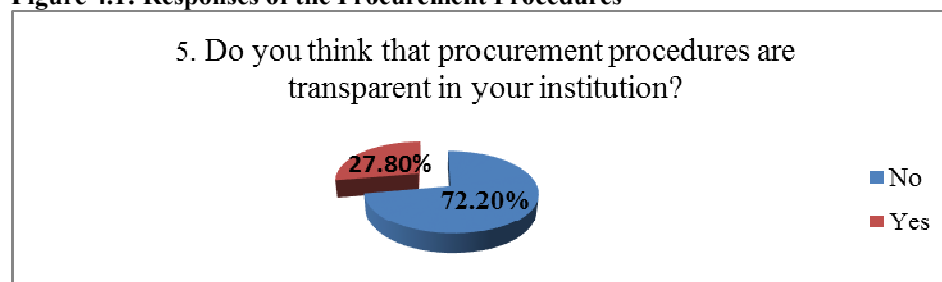
As the above table demonstrated in question one, only 9.5% and 11.4% of the total partakers told they strongly agree and agree respectively that government was not giving adequate information about the service offered to citizen, 12% of them were unsure if it provides or not, where two vast majorities of 38% and 27.8% correspondingly reacted disagree and strongly disagree to this question. Hence the government description and information following the service rendered is sufficiently intact given that together around 66% of respondents attested that government provides enough information about the service. The mean score 3.64 also indicates that the average participants strongly said that the government gives citizens adequate information about the service they receive.

Concerning the clarity of the rules and regulation in the institutions about 8.9% of the total studied respondents said Very clear, 17.7% of them said fairly clear, 2.5% did not answer while 54.4% of them confirmed not clear 16.5%, chose extremely not clear. Its mean score falls in 3.52 which presents not clear. This denotes that public institutions are procedurally ambiguous.

About the level of transparency of recruitment and promotion in the institutions 6.2% of respondents said the institution were very High in transparency of recruitment and promotion, 8.3% preferred High as a response, 15.4% said moderate. 60.1% stated that the institutions were low in transparency of recruitment and promotion and 9.0% said very low. This means adding together approximately 66% of the responded servants asserted that public institutions were lacking adequate transparency in recruitment and promotion systems. Additionally the average mean is 3.58 implying that the average participants believe there is no transparency in recruitment and public promotion.

To the question of budget and expense publication, 38.6% of the respondents strongly agreed that government publishes annual budgets and expenses, 28.5% also agreed, 5.7% of them were unsure where only 17.1 and 10.1% reacted disagree and strongly disagree respectively. The mean score on this question is 2.32 which tells that the average participants witnessed that government publicizes the annual budget.

**Figure 4.1: Responses of the Procurement Procedures**



Source: Field Survey, 2017

At the end of transparency, as the above graph shows the participant were about if the government procurement procedures were transparent in their institutions, and then overwhelmingly 72.2% of them replied to no, while 27.8% said yes. This also revealed that the procurement approach in the study area was poorly managed.

In short, about the five operational employed indicators, the procurement, the clarity of rules and procedures as well as the recruitment and promotion areas were found weak in the public institution, meanwhile strength was also in the areas of Annual budget publication and client service description. Therefore, based on this result the level of transparency in public institutions is clearly low.

#### 4.3.4. Participation

Participation is the process where every citizen and every class of society, including people with the lowest ability to promote their concerns are given consideration to partake in the political decision making process either directly or indirectly, it is when all men and women have a voice in decision-making, either Directly or through legitimate intermediate institutions that represents their interests.

To find out the participation, the study used level of representation of different social groups in public institutions, how citizen participates in the service planning, implementation or evaluations and the extent of free speech as well as ability of the citizens to criticize the officials as operation variables. The table below shows the opinions of the respondents on these inquiries.

**Table 4.8: Responses to participation questions**

Participation questions Responses							
	Strongly agree	Agree	Unsure	Disagree	Strongly disagree	Total	Mean
1. The right of Freedom of speech and association	33.5%	34.2%	9.5%	13.5%	9.5%	100%	2.31
	Very high	High	Moderate	Low	Very low	Total	Mean
2. Representations level of gender, minorities and different age groups	12.7%	12.7%	24.1%	38.0%	12.7%	100%	3.25

Source: Field Survey, 2017

In the first question which was about the existence of free speech and association in Puntland 33.5% of the respondents said they strongly agree with the existence of freedom of speech and association, moreover 34.2% of them also agreed, 9.5% were unsure while only 13.3% and 9.5% of the participants chose disagree and strongly disagree correspondingly. This result pointed that individual had their right to freedom of speech and association. The mean score of these frequencies is 2.31, which means the free speech and association exists highly in Puntland.

About the level of representation of different social groups such as women and minorities, 12.7% of total participants said the representation was very high, followed by another 12.7%, which said just high, 24.1% argued that is moderate while 38.0% stated the representation was low subsequently. Another 12.7% reacted very low. Regarding the frequency results and the mean score of 3.25 as indicated in the above table the level of representation of gender and different groups is moderate. However, as this question can be influenced by the gender, which found unbalanced in the demographic part of this chapter, a cross tabulation was done and perception test of participants was carried out shown below.

In testing the perception of male and female at the representation level the result was cross-tabulated and tested using a Pearson Chi - square. Hence, as shown in table 4.9, there is a significant difference since the P-value (0.000) in the Chi-Square was less than the established margin of error of 0.07. For this reason the Gender had an effect in answering from the level of of participation in the public institutions.

**Table 4.9: Chi Square perception test about representation**

Table 2: Chi Square perception test about representation	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	29.690 <sup>a</sup>	4	.000
Likelihood Ratio	28.318	4	.000
Linear-by-Linear Association	19.881	1	.000
N of Valid Cases	158		

a. 0 cells (0.0%) have expected count less than 5. The minimum expected count is 5.70.

**Source: SPSS output produced from analysis of Field Survey data, 2017**

Since there is a significant difference in the perception of the people on this question as revealed by the Chi-Square test, it is important to go back to the cross-tabulation graph for more explanation. Hence the chart below shows detailed information about the cross-tabulation of this question.

**Table 3: Cross-tabulation of Presentation and Gender**

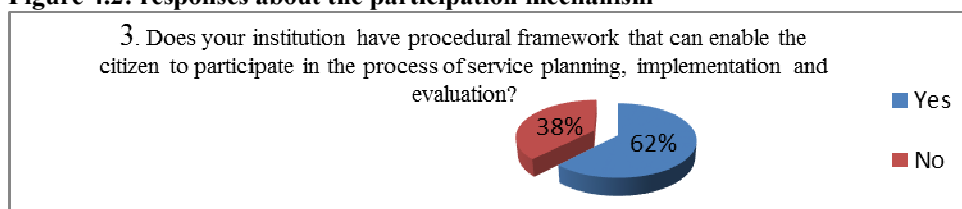
Table 4: Cross-tabulation of Presentation and Gender		How would measure the level of representations of gender, minorities and different age groups in your institution?					Total
		Very high	High	Moderate	Low	Very low	
Gender	Male	Count 18	Count 17	Count 32	Count 41	Count 5	Count 113
	% within Gender	15.9%	15.0%	28.3%	36.3%	4.4%	100.0%
Gender	Female	Count 2	Count 3	Count 6	Count 19	Count 15	Count 45
	% within Gender	4.4%	6.7%	13.3%	42.2%	33.3%	100.0%
Total	Count	20	20	38	60	20	158
	% within Gender	12.7%	12.7%	24.1%	38.0%	12.7%	100.0%

Source Field Survey, 2017

As table 4.10 shows the majority of male chose moderate and low to answer this question, in contrast to them females reacted on low and very low boxes more than the other options.

In general the sub indicators of the participation produced challenging result which couldn't give us enough guidance to reach conclusion, hence based on the half-half result, we might conclude that the level of participation is moderate in public institutions.

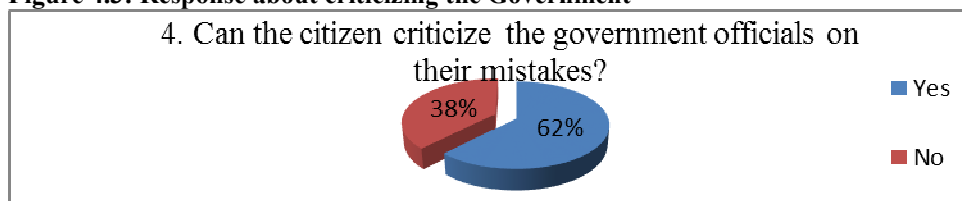
**Figure 4.2: responses about the participation mechanism**



Source: Field Survey, 2017

In question 3 the participants were given a close ended question to tell if the institutions had a procedural framework which enables the citizen to participate in service planning, implementation, and evaluation steps. As figure 4.2 shows 69% of the respondents said they had no such mechanism while 31% replied with a yes. Anchored in this result the public institutions have no procedural framework which enables the citizens to participate in the policy process.

**Figure 4.3: Response about criticizing the Government**



Source: Field Survey, 2017

Regarding criticism of the public officials 62% of the respondents said the citizens were freely able to criticize the government official on their mistakes while 38% of them refuted the ability therefore reacted no to the question. According to this result the criticism of the government is obviously possible.

To sum up the level of participation was examined using four sub-indicators, among them, two were found

perfect namely the ability to criticize their government officials as well as the free speech and association, these areas though they are closely interlinked both put credit in the strength of Good governance in the public institutions, on the other hand lack of procedural framework to enable the citizens to participate government policies was found weak, the level of presentation in public bureaucracy was moderate but perception difference and demographic imbalance was found notably. In support of the questionnaire result, the interview conducted and above mentioned low number of women in council seats still reveals inadequate participation.

**4.3.5. Accountability**

Accountability is a process where government officials and institution are answerable to the public; it is the central problem of government where it makes sure that responsible persons are truly following the will of the society. This study employed four sub indicators to examine the level of accountability currently prevailing in public institutions in the research field. The ability of the citizen to control their administration, an existence of performance evaluation and if the government budget and expense is openly accessible to citizens as well as the level of corruption in public institutions were used as operational variables.

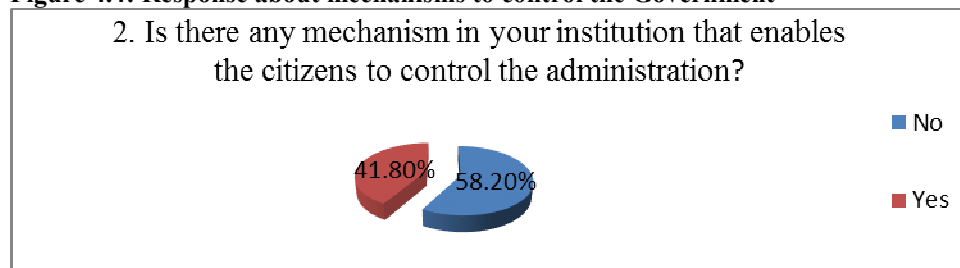
**Table 4.11: Responses to accountability questions**

1. The level of corruption in the public institutions	Very high	High	Moderate	Low	Very low	Total	Mean
	10.8%	39.9%	17.1%	15.2%	17.1%	100%	2.88

Source Field Survey, 2017

As table 4.11 shows the about level of corruption in the institutions 10.8% of the studied employees stated the corruption was very high in their institutions, 39.9% rated it as high, 17.1% said moderate while 15.2% and 17.1% of the respondents said that the corruption was very low and low respectively. As above result revealed the extent of corruption in public institutions was much rife, since all together 57.7% of respondents said high and very high which relatively large percentage in respect of 32.3% who said it was low and very, additionally another 17.1% also asserted that corruption was there but said moderate. The mean score of this result falls under 2.88 which means the average participants said the corruption was high in the public institutions.

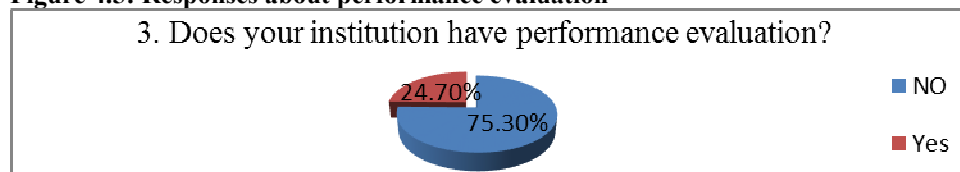
**Figure 4.4: Response about mechanisms to control the Government**



Source: Field Survey, 2017

As the figure 4.4 shows, the participants were asked if their institution had any specific mechanism that enables the citizens to control the administration a 58.2% of total respondent reacted no this question where 41.8% of them said yes to it. Hence rooted on this result the citizen has no choice to account the administration in other words, lack of mechanism enabling citizen to oversee the public official.

**Figure 4.5: Responses about performance evaluation**



Source: Field Survey, 2017

The above sketched chart (4.5) shows the responses of the participants about the performance evaluation, as it indicates 75.3% of the respondents said they had no performance evaluation standard in their offices while 24.7% said they had performance evaluation standards, regarding the overwhelming result the public institutions lack performance standards. In addition to one of the informant AASH06 from the International NGOs said *“the major challenge facing the good governance in short is corruption from highest to the lowest levels”*.

To conclude based on the participants’ responses, none of the three indicators of accountably scored adequate result. In more specifically the corruption was found high as the mean 2.88 indicated, there is no performance evaluations and citizen were lacking choice to account public officials. Hence the level of accountability in the public institutions is clearly very low.

**4.3.6. Rule of law**

Rule of law refers the fairness of the legal framework and impartiality of its enforcement. It assures that all

social components receive their Allah given rights and treated as justfull manner. When rule of low is strong enough, all citizens enjoy equal rights and equal treatment infront of the low and all human right inflicts are successfully eliminated.the practice of rule of law needs impartial strong police force and independent, incorruptible judicial system The study used six operational variables to measure the implementation level of rule of in the public institution as well the country wide. These operational indicators were the level of the confidence which participants had in police and justice sector , the extent of contract enforcement and if the citizen were able to sue the government as well as the level proper right protection and finally proper reaction to officials if they misuse the public resource were used

Table 4.12: Responses of rule of law questions

Rule of low questions Responses							
1. Confidence in justice sector	Very high	High	Moderate	Low	Very Low	Total	Mean
	5.7%	19.0%	11.4%	45.6%	17.7%	99.4%	3.51
2. Level of contract enforcement	Very high	High	Moderate	Low	Very Low	Total	Mean
	9.5%	16.5%	8.9%	44.9%	20.3%	100%	3.50
3. bility to sue the government	Strongly agree	Agree	Unsure	Disagree	Strongly disagree	Total	Mean
	39.2%	30.4%	5.1%	17.7%	7.6%	<b>100.0%</b>	2.24
4. The level of proper right protection in Puntland	Very high	High	Moderate	Low	Very Low	Total	Mean
	10.1%	20.3%	16.5%	38.0%	15.2%	<b>100%</b>	3.28
5. rust in the police	Extremely trusted	Very trusted	Somewha t trusted	Not trusted	Extremely not trusted	<b>Total</b>	Mean
	10.8%	13.9%	5.7%	51.3%	18.4%	<b>100</b>	3.53

Source: Field Survey, 2017

As the above chart shows 5.7% of studied employees which reacted on the confidence level they had in the justice sector rated it as very high,19.0% of them described as high ,11.4% said moderate, whereas 45.86% of them claimed they had low confidence level in the justice sector and 17.7% consequently said very low. The average mean 3.51 was also calculated thus the level of confidence people have in the justice sector is generally low.

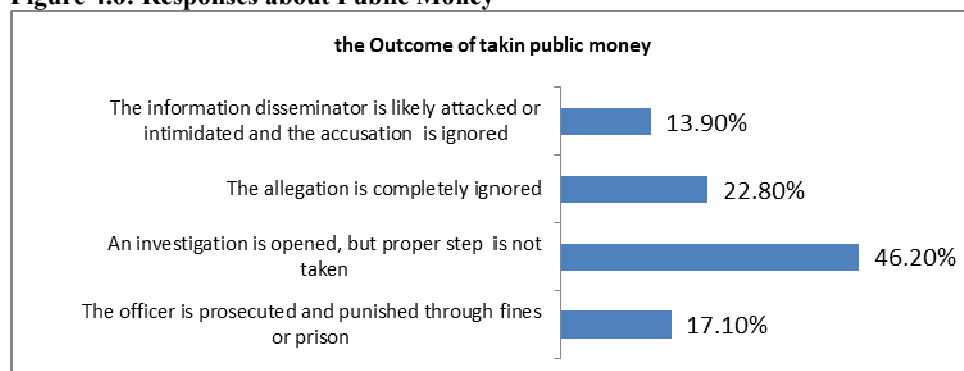
Regarding contract enforcement the employees were asked their opinion to rate it, 9.5% of them described it as very high, 16.5% high,8.9% said moderate while 44.9% chose low and 20.3% said very low. This has given also a mean score of 3.50 thus implied the contract enforcement is low in Puntland.

About the ability of suing the government, participants were given Likert scale to indicate their opinion about whether citizens and private institutions were able to sue the government then 39.2% of those react to the question stated they strongly agree,30.4% said they fairly agree, 5.1% were unsure while 17.1% and 7.6% afterward chose disagree and strongly agree. As shown in the table above the mean of this question is 2.24 which indicates the possibility of suing the government in Puntland.

Reflecting on the level of proper right protection, 10.1% of the participants replied that it is very high, 20.3% said fairly high while 16.5% chose moderate while 38% and 15.2% reacted to low and very low respectively. Regarding the result and the mean score of 3.28 the level of property right protection is moderate.

On the other hand, as the table above denotes the respondents were questioned about the level of trust they had in the police force in that case,10.8% said were extremely trusted in the police 13.9% said fairly trusted while 5.7% said they were somewhat trusted in whareas 51.3% and 18.94chose not trusted and extremely not trusted respectively, the mean score also is 3.53, therefore based on this result the level of trust people had in the police was low.

**Figure 4.6: Responses about Public Money**



Source Field Survey, 2017

As the graph indicates the respondents were asked about the likely occurrence if high rank official is personally taking public money and for the time being an employee witness and report to the concerned authorities or press publish with evidence hence 22.8% of them said the allegation is completely ignored, additionally 13.9% said The information disseminator himself is likely attacked or intimidated and the accusation is ignored, 46.2% told that An investigation is opened but proper step is not taken, while only 17.1 of the respondents stated that the officer is likely prosecuted and punished through fines or prison.

In short, starting from the first indicator, as the above result revealed the justice sectors was not able to enjoy the confidence of the citizen, it is said, because only those rated their confidence level as low 45.86% exceeded the addition of those had high and very high confidence level in it 19.0% and 11.4% respectively and the mean score 3.51 points low level of confidence. Regarding contract enforcement, as the result indicated, the level of contract enforcement is not also satisfactory since the mean score 3.50 show low contract enforcement.

Concerning whether the citizens and private institutions were able to sue the government, as indicated above the mean score 2.24 shows participants agree the possibility of using the government. Hence this subindicators revealed positive sign in the field. In the case of proper right protection, as the mean score 3.28 shows the practice of this character is moderate .

About the trust in the police as indicated above a relatively large proportion of 51.3% said they were not trusted in the police while an additional 18.9% said they didn't trust extremely. The mean score 3.53 also revealed the trust in the police is below the required average.

Regarding public money the relative majority of respondents, 46.2 % said that an investigation is opened, but proper step is not taken therefore this indicator also revealed inadequate results.

To conclude, about four out of six sub operational indicators of rule of law denoted inadequate implementation particularly, the possibility of suing government by the institutions and individuals is found intact and strength area of rule of law in Puntland, the level of proper right protection was moderate in contrast the justice sector, police, public money control and the practice of contract enforcement were the weak areas found there, for that reason the practice of rule of law in Puntland was low.

#### 4.3.7. Equity

Equity is about that all individuals are given equal concern based on their difference in need, meaning the neediest group should be given specific treatment in the time of planning service and policies public institutions need to give particular care for the most underprivileged groups in order to make sure that all communities are included in the service delivery, equity also implies that all citizens have impartial access to public service. The study employed three indicators to measure the level of equity implementation in the study areas. The level of fairness in distributing services, an existence of specific plans to include the most disadvantaged groups in the service and finally if there practical behavior of public service protection from any social group because of their difference.

**Table 4.13: Responses of equity questions**

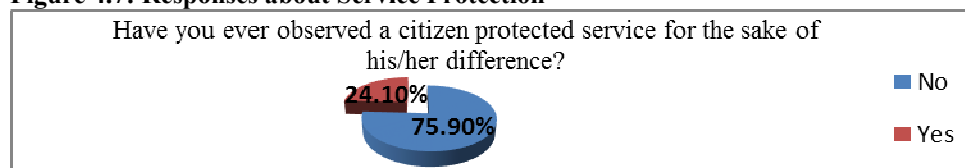
	Very high	High	Moderate	Low	Very low	Total	Mean
1. The fairness of the distribution of the public service	15.8%	15.8%	32.3%	25.3%	10.8%	100%	2.99

Source: Field Survey, 2017

In so far as the equity of institution concerned for the question regarding the fairness level of the public service offered to the citizen, 15.8% of the partakers said very high, similarly 15.8% chose high, 32.3% told the distribution was neither high nor low rather pointed moderate, on the other hand 25.3% and 10.8% subsequently said low and very low. Not much different the mean score 2.99 underlined that the level of fairness in service distribution was moderate, this may imply that participant were somewhat unhappy with the fairness of the

government service.

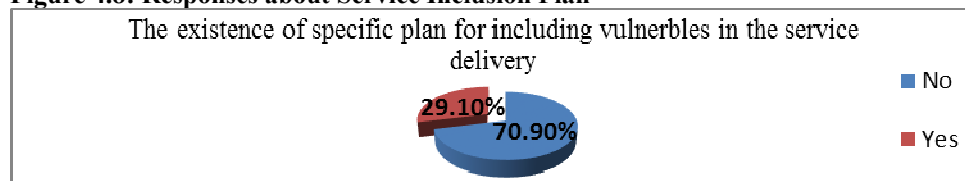
**Figure 4.7: Responses about Service Protection**



Source: Field Survey, 2017

As the above chart shows the public servants were asked if they ever had observed a citizen protected from a service for the sake of his/her difference. Such as gender, ethnic, view or religious doctrine a vast majority of the respondents, 75.9% said no to this question while 24.1% of them said yes to it. Hence, there is no discrimination observed during service delivery in this regard.

**Figure 4.8: Responses about Service Inclusion Plan**



Source Survey Field, 2017

About the inclusion of the service in the most neediest groups, an overwhelming majority of the respondents, 70.9% said they did not have specific plans to include these vulnerable in the service delivery, whereas other 29.1% stated they had a special plan to give consideration in rendering public services.

To conclude the first question regarding service distribution among society based on the mean 2.99 the level of fairness is found moderate. Regarding Service inclusion the respondents' result indicated us that the institution was low to give enough consideration to the neediest groups of the population. As far as discrimination is concerned in service delivery, the answers of respondents' leading majority revealed that there is no significant discrimination in public institutions while the minority responses themselves give us a clue that further improvement is required.

In short institutions scored adequate result in only one out of three sub-indices used to measure the equity of the institutions while other two out of the three indicate that institution's equity is not satisfactory in addition to this during the interview the equity in the public service was one of many complained issues. Therefore, based on this result the public intuitions were not perfect in equity rather were below the average.

**4.3.8. Consensus**

Consensus is simply means middle ground decision making, it concerns about that public decisions are taken based on broad agreement of the society and that government mediates the interests of different groups of the community to keep the common national interest. The study used three indicators to measure this character in the public institutions. The level of commitment of public consultation, how government mediates the interests and the extent of acceptance which people have in government was used as benchmarks.

**Table 5: Consensus Responses**

Consensus oriented Questions Responses							
1. The government mediates society interests to agreed on common good	Strongly agree	Agree	Unsure	Disagree	Strongly disagree	Total	Mean
		27.2%	31.6%	4.4%	29.1%	7.6%	2.58
2. Acceptance of the government decisions by the society	Very high	High	Moderate	Low	Very Low	Total	Mean
	11.4%	12.0%	17.7%	32.3%	26.6%	100%	3.51

Source: Field Survey,2017

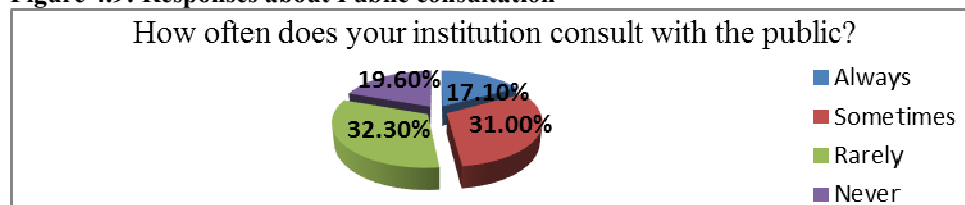
As above table indicates the role played by the government to mediate the different diverge interests of citizens to agreed on common goods, 27.2% of the respondent strongly agreed that government plays a better role mediating community interests, consequently 31.6% also fairly agreed, 4.4% said they were unsure of it, whereas 29.1% reacted to disagree and 7.6% said they strongly disagree. The mean of this question is 2.58 which falls in the mid of the extremes therefore, based on this, the role of government to mediate the different interests was found moderate.

About the level of social acceptance enjoyed by the government 11.4% and 12.0% said very high and high



respectively, 17.7% said it was moderate, 32.3% and 26.6% reacted Low and very low subsequently and the mean of this question 3.51 highlights the level of acceptance of the society on government decisions was low. Additionally the information obtained from the interview indicated the existence of consensus gap for instance an informant R05 said “ *there is highly need of true public consultation, people should be taught about what government has to do, our people do not know what the government is supposed to do at this time, if you think about the things that the most resources are spent on is for instance seminars, a particular individuals are always called on which are not the right person concerned by issues or they are not the nearest people to the citizens hence the time and resource are lost in meaningless things which are not related to real life matters.*”

**Figure 4.9: Responses about Public consultation**



Source: Field survey, 2017

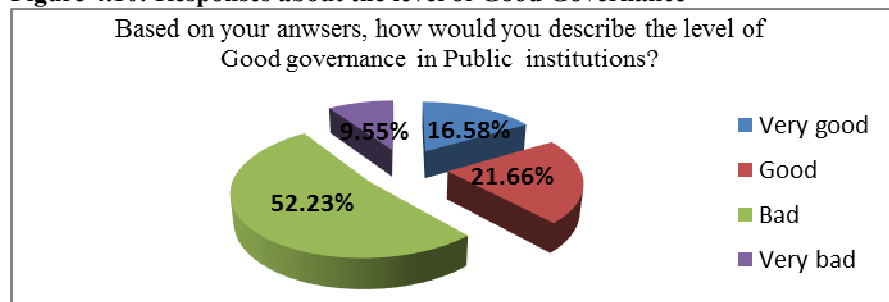
In the consensus orientation of the institutions, the public servants were asked about how often their offices consult with the public and as indicated above 17.1% of them said they always consult with public, 31% said they do sometimes, while 32.3% stated they rarely consult with the community and 19.6% said they never consult with public. Regarding interview AF03 said “ *there is high lack of public discussion, it seems that the consultation is not so much and determined by specific individuals, who ever entrusted with decision making becomes a particular party and small group, even it seems the institutions in the country are parts, whatever kind of party they are, be it religions party, clan party or a team of similarly education background who educated in a same place.*”

In a nutshell about the three sub-indicators, the role of government in mediating community interests was moderate regarding the mean 2.58. In contrast the level of social acceptance of government decisions was low rooting in the mean 3.51, similarly the practice of public consultation was found poor since besides the interview, almost more than 51%, (32.3%+19.6%) asserted they rarely or never consult with the public. Therefore, based on this subindicator’s finding and the interview results the consensus in the studied public institutions is low and not perfectly practiced.

**4.3.9. The Participant’s Response about the General Practice of Good Governance**

At the end of the questionnaire the respondents were inquired to rate the level of governance in Puntland based on their opinions. 26 public servants out of 157 respondents said it was very good, 34 of them replied good, 82 rated as bad while 16 said very bad. The graph below shows the result of respondents illustrated as a percentage.

**Figure 4.10: Responses about the level of Good Governance**



Source: Field Survey, 2017

Following the above question on rating the level of Good Governance, the respondent who chose Bad or very bad were asked again to choose one of the following factors as a cause or to mention if they were thinking about that another factor caused the problem. 97 participants responded to this question and 13 of them listed budget limitation as the major cause, 29 of them were guessing that the problem was the public officials and leader were not paying attention on good governance while 26 chose that public officials were lacking knowledge about good governance, and 17 of them said a lack of institutional framework which promote good governance was the major causative, in other hand 10 of the respondents wrote what they were thinking about as the main cause of bad governance hence will be discussed separately below the graph which is illustrating the responses among respondents on this question as percentage.

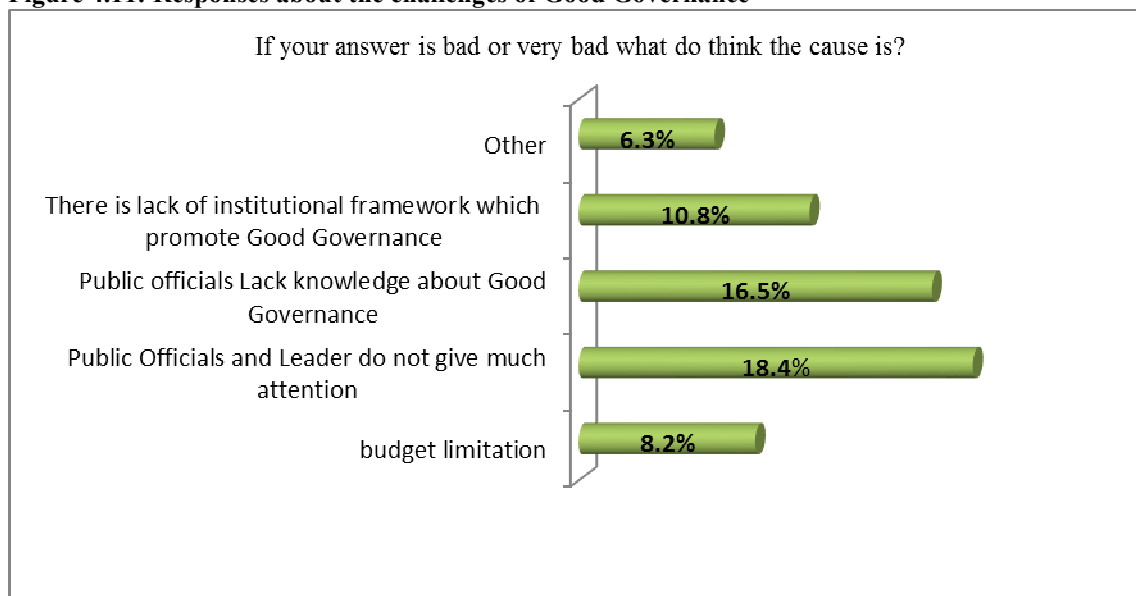
Regarding the interview The informant Gmj01 from the government was asked about to describe the level of good governance, he said “*concerning PUNTLAND today is 18 years old and all functions are described, the job description of all its branches are defined and goodness of the job normally starts from village to district*”

from district to regional level from region to up to ministry, this kind of chain is very good but exists if bad governance occurs, it comes from one's duty carried out by another person or mistrust. In contrast, another informant AASH06 describing the governance level said "the public institution are not still in satisfactory level, many things have been achieved but still not reached the required stage".

#### 4.2. The Challenges of Public Sector Governance in PUNTALND

As one of the research objectives was to examine the challenges undermining the practice of good governance in the Public institutions, the research collected information from the participants through both interview and questionnaire to elicit responses about the major factors hindering the implementation of Good Governance in studied PI. Hence the findings of the collected data are presented below.

**Figure 4.11: Responses about the challenges of Good Governance**



Source: Field Survey, 2017

First the participants who stated that there was lack of Good governance in public institutions were asked to choose one of the most pertinent causes from the above list or mention any other significant challenge which they were thinking it as the primary cause of the bad Governance in public institutions. As the figure4.11 indicates the majority of them almost about 18.4% argued that the major challenge which is impeding Good Governance in public institutions was that Public official and leaders were not giving much attention to the importance of the Good Governance in other word they considered Leadership negligence as the major cause hindering the practice of Good Governance in public institutions. In contrast, 16.5% of them said the problem is lack of knowledge about Good Governance. On the other hand, 10.8% of them preferred the lack of an institutional framework as basic, problem while 8.2% of the respondents argued that there was a Budget limitation problem to implement Good Governance in the Public Institutions. However, some of the respondents stated other than these predetermined causes and listed more many challenges in implementing good governance among them are Clan quota and Clan representation in government jobs, low level of skilled civil servants in the public institutions, lack of skill development, lack of justice and accountability, corruption, favoritism, poor leadership and conflict of interest as the major causes hindering Good governance implementation in the public institutions.

From the interview conducted, the participant from the government Gmj01 contended "the challenges are first financial there is no other specific obstacle facing the administration". Similarly another interviewed official Gmc02 said "actually there are some challenges for an instant looking for the offices there is an office of broad responsibility, but the number of its employees are not enough". When I asked about the reason he indicated that "there is no financial in the country as the base of everything is financial" as these statement revealed according to the government officials the only and most significant challenge hindering Good Governance is a Financial problem this agree with the above 8.2% of respondent argument who listed Budget limitation as the major problem. However, the majority of the questionnaire respondents and the other informants does not prioritize the financial limitation as a basic problem. Therefore, based on the major result of the data collected the financial case is no longer at least the major problem in governance.

However Another informant Af03 from the civil society differently told Clan representation, corruption and lack of Knowledge as the major challenges impeding the implementation of good governance he said "the challenges are too much, one of them is a clan quota division system, it might say as we are clan X we want this

*position for this person and nothing concerns you about his education because the position is for us, are you manipulating us in our position? We will bring whatever individual we want”, he added, also “the clans always select by not who can do something rather who can take more” besides this he also mentioned the corruption and knowledge gap as an obstacles to good governance.*

Another social representative informant JY04 told also Favoritism, corruption , lack of justice and equality as well as tribalism as most devastating factors hampering Good Governance in the public institutions more accurately he said “there is a lot of challenges, people always complain about favoritism, lack of justice and corruption in government offices, which originate from the tribalism that causes inequality and damage the good governance; in front of the officials citizens are not equal”.

An informant R05, on his way stated that the challenges are “lack of accountability and lack of distributing service among all the society are the major problems which caused by lack of accountability or in adequacy as they are saying. When asked about how low distribution among society exists he said “some of them are that the government service may be given some parts of the community while some of them are not given by saying just those are the majorities”

Another informant AASH06 from the International NGOs said “the major challenges facing the good governance in short are corruption from highest to the lowest levels , government work is not smoothly continuing because we know the work is limited time, it is early day only, tribalism because public institutions are not equipped with skillful servants and poor leadership.

The most challenging problems mentioned were lack of accountability, corruption, tribalism, the partiality of favoritism and nepotism, poor leadership as well as financial limitations. This study confirms Deq abdirahman and Abdikadir study in 2016 which reported corruption, nepotism and ineffective justice system as prevailing problems in Puntland. However, unlike USAID 2010 the study has not found the coexistence of customary tribal law, Islamic or shari’a law as major problem to the public sector governance.

#### **4.3. The Opportunities for Public Sector Governance in PUNTALND**

An information received through research investigation as well as the secondary data indicated that though the existing challenges are numerous the implementation of good governance yet has untapped potentials to bring the expected bureaucracy in to practice, first the Somali national constitution and PUNTALND constitution as well advocated and based on democracy, multiparty system, collectively resource and decision sharing and all prerequisites of Good Governance , both put the highest power in hands of the citizen. (Puntland Regional Constitution, article 2 , 2009) ( Basic Principles of Somali Federal Constitution, Article3 , 2012) .In line with this one of the key informants said *“the implementation of these constitutional promises is somewhat visible as the country’s presidential election as well as stable regions adapted kind of representative democracy in last two decades, on the other hand people recognized that the ultimate power is for them”*

On the other hand, an interviewee JY04 said *“There are opportunities to implement and promote Good governance that is first to have a committed leadership that is devotedly eager to justice, statehood, at such an opportunity can change something and reciprocate good governance other ways if things continue in such a now the opportunity to promote Good governance will be less because people adapted with the corruption, favoritism and oppression.,*

*AASH06 there are a lot opportunities to implement Good Governance even though I didn’t see good expectation because there is a lot of challenges impeding them such as tribalism, however they can be exploited if correct leadership is found. These opportunities are that the country is a very big country and there is a lot of resources, be it marine resource, land resource, the government earns income in many different ways, therefore if things are correctly done there will be an improvement whether it is governance system, social life or public service .*

Similarly the responses from open ended questions marked the international support such as (UN Joint Programme on Local Governance (JPLG)<sup>1</sup> and the improving situation of the country after the civil war as a significant opportunity to promote the practice of Good governance. Similarly from the field study the research found that many baseline policies and necessary institutions of good governance are already emplaced such as, Audit general office, Good governance and anti corruption office, human right office and other non governmental institutions like Puntland-non state actors

As the above result from the interview and open ended question as well as field study indicated the prevailing opportunities Good Governance implementation in Puntland is, the general improving situation of the country from the experience of civil war, natural resources, the international support, increasing educational status of the citizens, the established policies and institutions of good governance, such as Audit general office, Good governance and anti corruption office, human right office and civil society institutions

<sup>1</sup> JPLG is a programme currently underway in Somalia aimed to strengthen local governance and enhance decentralized services in all the regions of Somalia

#### 4.4. Suggested ideas by the Respondents on the challenges of good governance practice

As the research objective determined, one of the investigation aims was to identify the significant strategies to promote Good Governance in PI therefore the researcher collected information from the participants to recommend their suggestions since the public servants are the most related to the problem and challenges existing in PS hence have the better understanding of it.

Based on the results obtained from open ended questions, the participants showed their interest and recommendation to implement Public financial management reform by establishing PFM electronic system in the Public institutions, in line with this Social awareness to account the government and training the public as watchdogs as well as putting high emphasizes on the participation and consultation of the people was seen as much necessary to promote Good governance.

In the side of the government participants recommended also to deeply decentralize PS and he government to disseminate its services to the public media to make sure that citizens receive the government information and service equally, additionally increasing good governance initiatives and training among the public servants and equipped required skill to earn public trust was pinpointed notably, finally empowering the audit system and supreme court was noted as essential to promote Good governance implementation.

### 5. Summary of the findings, conclusion and recommendation

#### 5.1. Summary of the findings, conclusion and recommendation

To state again the main objective of this research was to examine the Practice of Public Sector Governance in Somalia: in the case of PUNTLAND state. The study was conducted in the public institution of two selected towns. This main objective was broken down into specific research questions presented in the first chapter, to find answers to these research questions a survey questionnaire and interview techniques was used. The data obtained through the interview and questionnaire was presented in the last chapter. This section deals with the major findings of the study.

Demographically, as the study result obtained through the survey revealed the majority of the respondents about 58.86% were in their most productive age group, (between 20 - 40 years). Regarding the gender, vast majorities of the respondent about 71.5% were males which indicated that women were highly disproportionate to men in the public positions. Reflecting on the education, though the majority of the servants had education background, only 27.2% were university level. Hence this revealed that knowledge and specialization skill were not in perfect condition. On the experience span an overwhelming majority of respondents, 74% served more than five years. This shows that the public servants had adequate experience. . (See Table 4.1)

On the other hand, based on the data analyzed in this study, the following major findings were obtained from specific objectives that are drawn from the research problem

##### ❖ The level of implementation of public sector governance in PUNTLAND

As the above subtitle shows, the first objective of the study was to investigate the level of implementation of Good Governance in the public sector of PUNTLAND in light of eight core governance principles of UNDP; Efficiency and Effectiveness, Responsiveness, Transparency, Participation, accountability, Rule of law, Equity and consensus.

**a. Effectiveness and efficiency** are highly imperative part in the realization of citizen satisfaction and overall achievement of world millennium development goals, the study revealed that all surveyed institutions were lacking an essential mechanism to attain effective and efficient service delivery which in turn could bring people's satisfaction, confidence and appreciation of the government. The public offices were suffering from improper use of human and capital resources and bureaucratic delay. In spite of that the offices were strong in having annual plans, whereas their level of accomplishment was also satisfactory. (see Table 4.2, & 4.3)

##### **b. Transparency**

In order to assess the level of transparency in the public institutions a five sub-indices were employed as mentioned in the last chapter, namely the lucidity of the recruitment, the openness of the procurement system, the clearness of the rules and regulations in the public institutions and the level of service explanation for the users as well as the practice of annual government budget publication. The studied public institutions were poor in the areas of the recruitment and procurement procedures similarly the clarity of the rules and regulation was found weak. On the other hand, according to the result of the study the government used to publish annual budget and expenses at the end of every year and the level of information provided for the citizens during service delivery found adequate. .( Table 4.7 & Figure 4.1)

##### **c. Responsiveness**

Regarding the responsiveness, the institutions have no specific mechanism to receive citizen complaints. Similarly lack of mechanism to evaluate programmes and projects rendered to receive the citizen feedback was also further limitation. Finally the follow of timely information concerning government decisions was far unsatisfactory. Hence three out of four employed subindicators of responsiveness were found weak. (See

Table 4.5 % 4.6)

#### **d. Participation**

To examine the level of participation, the study employed four sub variables. As far as the collected data result concerned the public institutions were not given much attention to give time for the community input during the service planning, implementation and evaluations similarly the level of representation of the women, minorities and other disadvantaged groups in public positions was below the average. In other hand the areas of free speech and association as well as the ability of criticizing government were found effective. ( see Table 4.8 , Figure 4.2 & 4.3)

#### **e. Accountability**

Regarding accountability, none of the employed indicators were found satisfactorily implemented, the corruption as an indicator was found rampant, there were no performance evaluation standards and the citizen had no choice to control the administration. ( see Table 4.11, Figure 4.4 & 4.5)

#### **f. Rule of law**

To protect the rule of law a strong justice sector and police force is the first and foremost requirement. However the study found that there were low judicial system ability and inefficient police force. The public looting has no proper reaction and the proper right was also moderately protected, as the police and judicial system are ineffective the level of contract enforcement become inadequately implemented. However the ability of citizens to sue the government was found exceptional. . (see Table 4.12 & Figure 4.6)

#### **g. Equity**

As far as equity is concerned about two out of its three employed indicators was found ineffective. For instant the institutions have no specific plans to include the most disadvantaged groups in the service delivery, in the same way based on the result the distribution of service among the society groups was not perfectly found fair. However the search has not found visible discrimination based on difference during service delivery.( see Table 4.12, Figure 4.7 & 4.8)

#### **h. Consensus**

For the indicator of consensus the government consultation with the public about its decision was found poor consequently the acceptance of the society in government decisions is below the satisfactory level while the strength was in the area that government always tries to mediate the interest of the society groups.(see Table 4.14 and Figure 4.9)

#### **❖ The challenges of good governance in the public institutions**

As the findings of the studied indicated there are numerous challenges which are limiting the implementation of good governance in the PS. However the major once are lack of leadership, commitment, Clan representation in public bureaucracies, corruption, lack of knowledge of Good Governance, Budget limitation, favoritism, weak justice and accountability system.

#### **❖ The Opportunities of Public Sector Governance in PUNTALND**

Regarding the potential opportunities the research found different prospects which can be exploited to improve the practice of GG in PI, some of these opportunities are the general improving situation of the country from the experience of civil war, untapped natural resources which can be exploited to increase the governance investment as well as the overall economy, the international support, increasing educational status of the citizens, the established policies and institutions of good governance, such as Audit general office, Good governance and anti corruption office, human right office and civil society institutions.

#### **❖ Suggested strategies to implement good governance in PUNTALD**

Based on the survey and interview result the study found a number of suggested strategies to promote the good governance in the public institutions among them the major once are to increase good governance initiatives and trainings, to enhance social participation and consultations, introduce electronic financial management system to tackle corruption, decentralize and disseminate Government services, train the citizen as a watchdogs of their government and finally strengthen the Judiciary and Audit sectors

In short, good governance is being regarded as the major steering engine in development, it is clearly indicated in all basic principles of Puntland but the problem is that based on the findings its implementation practice is dreadfully low.

## **5.2. Conclusion and recommendation**

Good governance is highly pivotal phenomena in the improvement of public sectors; it is remarkably recognized as a necessary building block to eradicate poverty and incorporated to the Millennium Development goals to reach lasting economic and socio-political improvement. In Puntland, it is outlined first among five key priorities, the local constitution and the five year development plan as well as Somali national constitution. However, its practical implementation in the government institutions is always criticized. Hence, based on this, it was necessary to examine the level good governance implementation in PUNTALND. This study focused on this main purpose and tried to answer four objectives (1)Ascertain the implementation of public sector governance

in Punt-Land (2) Determine the challenges of public sector governance (3) Examine the opportunities of the public sector to implement good governance in Punt-Land (4) Recommend implementation strategies

Based on the research findings; the study found that the implementation of public sector governance in Puntland is poor. Particular, though some of the employed sub- indicators of the assessed eight principles revealed satisfactory score the overall level of implementation was very low. The pressing challenges hindering the implementation also include but not limited to lack of leadership commitment, Clan representation in the public bureaucracy, lack of knowledge of Good governance, weak justice system, and favoritism. On the other hand, there are potential opportunities which partly include the improving situation of the country from the experience of civil war, untapped natural resources, international support and available educated human resources in the community.

Finally, the following recommendation was made based on the findings which are presented above.

- Empowering police force and justice sectors by equipping, training and monitoring is primarily necessary for better governance, hence policy makers need to put among the first priorities as these two areas are the bases for good governance before every other thing.
- Corruption is the worst scourge in governance endangering development and institutional capacities, it undermines the rule of law and quality of justice sector leading to law, contract enforcement and lack of property rights which in turn averts investment thus prolongs poverty. Hence a strong anticorruption measures is highly necessary such as confidential and reliable corruptions reporting procedures, stipulating laws regarding asset declaration and prevention of conflict and implementing them, investigating suspected cases of corruption and publishing prosecutions as well as giving room for communities voice.
- Human and capital resources are also among the most important factors in governance and general organizational success, lack of proper utilization of them is clearly frittering away the most precious building blocks of development. Thus, institutions need to exploit their stuff potentials by installing, training and development programmes, extending working timetables and allocating the resource efficiently.
- Public service delivery is needed to be fast and convenient and servants are expected to be receptive as well in order to earn the citizen's satisfaction and enjoy their support. Bureaucratic delay and lack of response will not only discourage the citizens, but also depreciates the institutions. Hence, officials need to put high attention in these areas through establishing a procedural framework enabling clients receive their servant's response hastily. In the other hand the existing mechanism and order chains need to be highly modified through delegation of authorities and using electronic government programs.
- An unbiased public recruitment procedure based on fair competition in which people are awarded based on their difference in effort and talent plays pivotal role in promoting institutional performance. On the other hand being deficient in such a practice bedevils the productivity of the public institutions as biasing public jobs props up hiring unprofessional staffs. The assessed institutions revealed unspeakable shortfalls in public recruitment, be it clan presentation or another implicit partialities. Therefore, public sector positions need not to be politicized rather placed in them the deserved professionals.
- Openness for public review and questions as well as having policies for programme evaluation to receive citizen feedback is paramount for public governance; hence public official should establish assessment programs and prepare all possible mechanism.
- Regarding accountability, it is found one among the most pressing problems in the public. official need to promote mechanism permitting people to control the institutions, performance evaluation standards are necessary for better service delivery and public efficiency. Lastly rigid policies concerning corruption have to be put in place by punishing the corrupt.
- The society is combination of elements which are defined by their own specific features, the vulnerable, such as disabled, poor and women are the neediest groups in service delivery and most affected by the public policies. These groups need a keen eye when rendering public services or planning policies since they are almost more than half of the population, which means not giving much consideration is merely ignoring the majority of the citizen. Therefore, public institutions need to instigate pro poor and pro vulnerable policies as well to include them in the service delivery.
- The government is nothing else but only a servant of the society, the power is entrusted to them to work for the will of the community and to consult about the decisions concerning themselves. Therefore, the government needs to put high attention in the areas of consultation and explanation of the decisions to the public.
- Puntland has an anti-corruption and good governance office. However, it seems that its practical operation needs to be boosted. Therefore promotion of good governance trainings, educating the citizens about it in the schools and public media is much import.
- Finally, it is unambiguous and undoubtedly impossible to have a modern functioning government that

brings fruitful outcome in development and to have an intact operating clan system at the same time. Therefore Somali community needs to restructure their governance practice and to rethink about the old fashioned tribal mentality which all the world nations tested and halted earlier.

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