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**SOMALI CIVIL SERVICE STUDY**  
**July 1984**

**IEES**

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EFFICIENCY OF  
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Coordinated for the Government of the Somali Democratic Republic  
by the Ministry of Labour and Social Affairs.

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**Best Available Document**

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For the Government of the Somali Democratic Republic

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TABLE OF CONTENTS

	Page
LIST OF TABLES	III
LIST OF CHARTS	IV
1.0 THE SOMALI CIVIL SERVICE STUDY	
1.1 Introduction	1-1
1.2 Methodology and Organization	1-3
2.0 THE ECONOMIC CONTEXT OF THE CIVIL SERVICE STUDY	
2.1 Introduction	2-1
2.2 The Economic Condition of Somalia	2-2
2.3 Statistical Indicators of Economic Performance	2-3
2.4 The Impact of Inflation	2-13
2.5 Additional Economic Issues	2-15
3.0 THE HISTORICAL CONTEXT OF THE CIVIL SERVICE	
3.1 Introduction	3-1
3.2 Creation of the Somali Civil Service	3-2
3.3 Civil Service Training	3-7
3.4 The Language Issue	3-9
3.5 Civil Service Reform after 1969	3-10
3.6 Summary	3-21
4.0 ORGANIZATION AND MANAGEMENT	
4.1 Introduction	4-1
4.2 The Structure of Government	4-1
4.3 General Characteristics of Organization and Management	4-13
4.4 Recommendations	4-22
5.0 THE PERSONNEL MANAGEMENT SYSTEM	
5.1 Introduction	5-1
5.2 Scope and Structure of the Somali Civil Service	5-2
5.3 Determination of Manpower Needs	5-3
5.4 Temporary Staff	5-10
5.5 Recruitment and Selection	5-11
5.6 Placement, Promotion, and Transfer	5-22
5.7 Separations	5-24
5.8 Definition and Enforcement of Employee Duties	5-25
5.9 Organization for Personnel Administration	5-28
5.10 Records and Files	5-31
5.11 Evaluation and Analysis	5-33
5.12 Redundancy	5-35
5.13 Limited Opportunities for Promotion	5-35
5.14 Relationship of Practice to Law	5-37
5.15 Adequacy of Selection Procedures	5-39
5.16 Adequacy of Manpower Base for Personnel Operations	5-40
5.17 Summary Conclusions	5-41
5.18 Recommendations on Personnel Administration	5-43

6.0	CIVIL SERVICE COMPENSATION AND STAFFING	
6.1	Introduction	6-1
6.2	Structure and Level of Compensation of Civil Servants	6-3
6.3	Income Differentials Within the Public Sector	6-9
6.4	Wage Disequilibrium Between the Public and Private Sectors	6-11
6.5	Government Compensation and the Cost of Living	6-14
6.6	Consequences of Inadequate Central Government Compensation	6-18
6.7	Qualifications versus Responsibilities as a Determinant of Pay	6-20
6.8	Conclusions	6-21
6.9	Recommendations	6-24
7.0	STAFF TRAINING AND DEVELOPMENT	
7.1	Introduction	7-1
7.2	Education, Training, and Employee Performance	7-1
7.3	Historical Developments in Training for the Civil Service	7-3
7.4	The Nature of Training Requirements	7-9
7.5	Structure and Status of Training Institutions	7-13
7.6	Ministerial and Agency Training Activities	7-26
7.7	Foreign Training	7-32
7.8	The Dimension of Unmet Training Needs	7-34
7.9	Summary and Conclusions	7-38
7.10	Recommendations	7-40
8.0	SUMMARY RECOMMENDATIONS FOR POLICY AND PRACTICE	
8.1	Introduction	8-1
8.2	Recommendations for Organization and Management Reform	8-3
8.3	Recommendations for Changes in Personnel Administration	8-5
8.4	Recommendations on Employee Compensation	8-6
8.5	Recommendations on Training Needs	8-9
8.6	Implementation Plan	8-12
8.7	The Role for Donor Agencies	8-25
APPENDIX ONE:	List of Government Agencies	A1-1
APPENDIX TWO:	Organization Charts of the Ministries of the Somali Government	A2-1
APPENDIX THREE:	Permanent Interministerial Committees	A3-1
APPENDIX FOUR:	Parastatal Enterprises	A4-1
APPENDIX FIVE:	Characteristics of the Civil Service Personnel	A5-1
APPENDIX SIX:	Summary Civil Service Law	A6-1
APPENDIX SEVEN:	Courses Conducted by SIPA/SIDAM from 1965 to 1983	A7-1
BIBLIOGRAPHY		i
LIST OF INDIVIDUALS CONTACTED		

LIST OF TABLES

Table	Page	
2.1	Gross Domestic Product, by Kind of Activity, 1981-1986	2-5
2.2	Annual Rates of Growth in Sectoral GDP, 1984-1986	2-6
2.3	Central Government Financial Operations, 1981-1986	2-8
2.4	Central Government Budget, By Category 1981-1986	2-11
2.5	Mogadishu Consumer Price Index, 1977-1983	2-14
3.1	1963 Ministries and Their Established Posts	3-5
3.2	Growth in the Central Government Workforce	3-14
3.3	Distribution of Employment in the Central Government, 1969-1983	3-17
5.1	Appointment of University Graduates to Government Employment	5-12
5.2	Comparison of University Graduates by Faculty to Agency Assignments by Ministry	5-13
5.3	Assignment of Secondary School Leavers, 1981 & 1982	5-16
5.4	Mogadishu (Central and Overall Percent of Applicants Placed by Recruitment Boards, by Occupational Group	5-21
5.5	Ministry of Tourism and Hotels: Personnel Actions, 1983	5-27
6.1	Estimated Monthly Expenditures of Representative Civil Service Families	6-16
6.2	Cost of Important Household Items, 1977-1984	6-18
7.1	Vocational and Technical Schools' Programmes of Study and Interested Ministries	7-24
7.2	Somali Students Abroad in 1979 by Date of Expected Return	7-33
7.3	Summary of Training Requirements for Workers in the Public Sector	7-36
A5.1	Civil Servants by Sex and Category	A5-3
A5.2	Civil Service Employees by Age, 1983	A5-5
A5.3	Civil Service Employees by Grade, 1983	A5-7
A5.4	Civil Service Employees by Education, 1983	A5-9
A5.5	Civil Service Employees by Date of Entry	A5-11
A5.6	Foreign Leaves Taken by Civil Service Employees During 1983	A5-13
A6.1	Administrative Salary Schedule	A6-5
A6.2	Technical Worker Pay Schedule	A6-6

## LIST OF CHARTS

Chart	Page	
4.1	Schematic Design of Somali Central Government	4-3
4.2	Office of the President	4-5
5.1	Comparative Chart of Somali Government Pay Divisions and Grades with Base Pay	5-5
5.2	Divisions, Classes, and Examples of Occupations Under Law No. 5 - 1983	5-7
6.1	Pay Divisions and Grades, 1984	6-5
6.2	Public Service Allowances	6-7
7.1	Present Structure of Education and Training for Public Service	7-15
7.2	Ministerial Training Programs	7-29
8.1	Organization for Training	8-10
9.2	Suggested Schedule	8-13
A2.1	The Ministry of Local Government and Rural Development	A2-2
A2.2	The Ministry of Education	A2-3
A2.3	The Ministry of Health	A2-4
A2.4	The Ministry of Agriculture	A2-5
A2.5	The Ministry of Livestock, Forestry and Range	A2-6
A2.6	The Ministry of Fisheries	A2-7
A2.7	The Ministry of Labour and Social Affairs	A2-8
A2.8	The Ministry of Public Works	A2-9
A2.9	The Ministry of Tourism and Hotels	A2-10
A2.10	The Ministry of Commerce	A2-11
A2.11	The Ministry of Marine Transport and Harbors	A2-12
A2.12	The Ministry of Higher Education and Culture	A2-13
A2.13	The National Academy of Science and Art	A2-14
A2.14	The Ministry of Information and National Guidance	A2-15
A2.15	The Ministry of Justice and Religious Affairs	A2-16
A2.16	The Ministry of Posts and Telecommunications	A2-17
A2.17	The Ministry of Mineral and Water Resources	A2-18
A2.18	The Ministry of Sports and Youth	A2-19
A2.19	The Ministry of Industry	A2-20
A2.20	The Ministry of Jubba Valley	A2-21
A2.21	The Ministry of Land and Air Transport	A2-22
A2.22	The Ministry of National Planning	A2-23
A2.23	The Ministry of Finance	A2-24
A2.24	The Ministry of Finance: Customs Department	A2-25
A2.25	The Ministry of Finance: Regional Organizations	A2-26
A2.26	The Ministry of Foreign Affairs	A2-27

## 1.0 THE SOMALI CIVIL SERVICE STUDY

### 1.1 Introduction

Since Somalia achieved its independence in 1960, a major goal of government has been to create an administrative structure and a workforce capable of resolving the nation's difficult social and economic problems and of making sustained progress toward the society's goals. The concern for an efficient public service has been a priority area for the Ministry of Labour and Social Affairs (MLSA). In 1977 the MLSA was made responsible for government-wide personnel functions previously held in the Directorate of Establishment and Personnel within the Office of the Presidency.

In June, 1981, a report of the International Labor Organization's Jobs and Skills Programs for Africa (JASPA) dramatically highlighted weaknesses in the public service pay structure and compensation levels. Subsequently, the International Development Agency (IDA) in its Fourth Education Project Working Papers included a discussion of a consultancy to deal with issues in "Civil Service Employment Services." The task proposed for this consultancy was defined as follows:

The study [is] to review the present system, investigate its shortcomings and to make recommendations for improvements in organizational structure and in recruitment, deployment, promotion and remuneration of the public servants.

The IDA loan for the Fourth Education Project for Somalia provided funds for an expanded civil service study entitled "Civil Service Employment, Structure and Remuneration." The expanded terms of reference to be given the consultant(s) were:

The consultants should review the present status of and recommend suitable policy changes regarding:

1. government policy, including policy for guaranteed public employment to all intermediate and secondary school leavers;
2. organization and structure of the civil service including staff for parastatal organizations;
3. method of recruitment, deployment, and promotion;
4. remuneration and conditions of service of all grades of civil servants; and
5. other related matters, including training needs of the civil service.

In making recommendations, special attention should be paid to:

1. appropriate incentives to qualified and experienced civil servants to remain in the civil service;
2. adequacy of organizational structure and working conditions for conducting government functions in an effective and efficient manner;
3. budgetary constraints and the choice between increasing strengths of civil service and reasonable remuneration to the civil servants, and in particular to those engaged in development related activities;
4. revised rules for recruitment and promotion and the conditions of service appropriate to each grade of civil servants; and
5. recommendations for reassignment of civil servants who may become redundant as a result of the review.

By 1983, however, the projected study still remained in abeyance. During the year, the proposed undertaking was assigned a high priority as it became apparent that fiscal constraints and administrative shortcomings called for a more fundamental assessment. The Ministry of National Planning's report, Somali Education and Human Resources Sector Assessment (January, 1984), highlighted three major constraints upon efficient administration:

1. the lack of managerial training;
2. the inadequacy of the systems of incentives for staff; and

3. the lack of explicit goal definitions and accountability within managerial units.

As a result of these various initiatives and encouragements, the Ministry of Labour and Social Affairs decided that its responsibility for government-wide personnel operations and oversight warranted its own assessment of the constraints upon and opportunities for improvement of the civil service system and thus, indirectly, the productivity of the entire civilian branch of the government. This report is based largely on investigations carried on specifically for this purpose. To avoid duplication of past efforts, full advantage has been taken of studies, findings and recommendations made in recent years both by government officials and foreign consultants. Information collection, analysis and the formulation of recommendations was carried out by Somali government personnel from the Ministries of Labour and Social Affairs, Finance, and National Planning. Assisting them was a group of consultants provided by direct donor financing. From the beginning, the goal of this collaborative enterprise was to produce a Somali government document reflective of both economic and political realities and responsive to the needs of the Somali people.

## 1.2 Methodology and Organization

The study team's work extended from late February to June, 1984. Obviously, even the most ambitious analyst would be forced to face certain realities about the achievement of significant change within such a restricted time frame. However, the MISA does not see this report as an end in itself but as the basis for a continuing process of assessment and reform. Many of the recommendations proposed envision a time horizon of five to ten years or even longer. Others offer more immediate "first steps" to the process of civil service improvement.

The important assumption made is that civil service analysis and change is a natural and recurrent responsibility of any government. In Somalia, that responsibility rests primarily on the MLSA and one desired outcome of this report is to reinforce the Ministry's ability to continue to fulfill this critical obligation.

The methodological approach used in preparation of this report envisions four major steps: and assimilation, analysis, development of recommendations, and implementation of change. The study team report includes the product of the first three activities and discusses procedures and strategies for the fourth.

The data assimilation activities included extensive review of reports and other documentation, appraisal of statistical material, extensive interviewing of key individuals at various levels of the government and in the general society, and new data collection. The review, interviewing, and new data collection steps were interrelated that gaps in available information could be assigned priorities; then new data collection decisions were based on the cost versus benefits of alternative collection procedures and goals.

The analysis procedure was divided into four main areas of concern. The first was that of interministerial and intraministerial structure and organization. Within this first area an emphasis was placed on definitions of functional responsibilities, inter-unit linkages, and staffing levels. The second area of concern was the personnel administration system. In this area, special attention was directed to the legal and regulatory background, the adequacy of recordkeeping, the nature and effectiveness of supervisory activities, and the procedures for initial employment, promotion, transfer, and termination (including retirement). The third subject area was staff compensation. As will be seen this topic represents a significant constraint on current civil service improvement efforts. The final major area of concern in

the analysis section was the training requirements of the civil service. This requires an analysis of the present fit of staff qualifications to job requirements, the specification of the nature and quantity of training required, and the identification and assessment of resources (individual and institutional) for training in Somalia.

The development of recommendations involved in similar division among these four areas of concern. In the development of recommendations the analysts were encouraged to think in terms of processes rather than of individual steps. In addition, all recommendations were evaluated in terms of the following:

1. Required development costs to institute the change;
2. The effect on recurrent cost levels of government;
3. The requirements for donor assistance (in amount and type); and
4. The need for sequencing recommendations in such a way that the present administrative system is not unduly burdened.

The report presented here deals, at varying levels of detail, with almost all of the tasks envisioned in the original IDA loan study. The issue of guaranteed employment for intermediate and secondary school graduates was resolved by the government in 1983 and so the emphasis here is on less dramatic issues influencing the size of the civil service. While this report greatly advances the work of civil service study, there remains the need to institutionalize reform within the overall government system. The formation of a permanent interministerial Civil Service Commission, with senior personnel from the Ministry of Labour and Social Affairs serving as the chairman/and or a director of the secretariat, remains one of the most important steps still to be taken.

The problems encountered by the Somali civil service are not unique to this system. They are faced by every civil service system in both developed and developing nations. As is pointed out in Chapter Three, the legacy of divided

colonial control and the delayed introduction of a common written form of the Somali language have slowed the development of a unified structure. Given the economic and other constraints (including scarcity of high-level manpower) faced by Somalia since independence, the very existence of a unified system is a signal accomplishment.

The next major step for the civil service is to adapt the structures and procedures of modern public administration to the culture and resources of Somalia. It is toward that goal that this study has been directed. It is hoped that the report and the other outcomes of the work of the study team will advance the achievement of improved efficiency and responsiveness in civil service administration.

## 2.0 THE ECONOMIC CONTEXT OF THE CIVIL SERVICE STUDY

### 2.1 Introduction

The effective performance of the Somali civil service and the efficient performance of the Somali economy are linked in several important ways. First, an overstaffed or inefficient civil service places a serious burden on the financial resources of government. Given the nation's responsibilities for development, welfare, education, and defense and the government's existing limited fiscal resources, funds expended on operations of the civil service which are inefficient have a very high opportunity cost. Second, the efficiency of the civil service system will have a major role in determining the effective development of the nation. The implementation of the various sectoral development programmes, the operation of the parastatal enterprises and autonomous agencies, and the facilitation of private sector growth are all examples of areas of economic activity where civil service performance will have a direct determinant effect. Third, in the context of a socialist economy, the proportion of economic activity that falls under government responsibility is significantly larger than under other forms of development. This reinforces the requirement for responsive and efficient administration.

The performance of the Somali economy also will determine what types of civil service improvements can be made and how rapidly they may be introduced. The ability to staff and implement a review of the civil service, to restructure wage incentives, to promote staff development, and to introduce new informational technologies are all examples of actions that will depend upon increased governmental funds. Even where the project components of these activities are financed via donor assistance, the issue of the capacity of the

government to absorb new recurrent costs will have to be dealt with before any significant modification of the existing civil service structure is introduced. Real growth in per capita gross domestic product is, therefore, both a means and a goal of the civil service study program recommendation to be proposed here.

## 2.2 The Economic Condition of Somalia

The Ministry of National Planning in its report, Development Strategy and Public Investment Programme, 1984-1986 (Revised December, 1983), states that "Somalia is one of the world's least developed countries ....." In the last decade, the nation has faced a variety of internal and external factors which have hindered the rate of economic growth and development programme implementation. Shortages of certain import commodities (e.g. raw materials, fuel, spare parts) and the instability of foreign demand for Somali exports (largely livestock) have created erratic changes in year-to-year performance of the economy. This situation has been aggravated by the recurrent disruptions to agriculture and livestock production resulting from the fragility of the environment. The droughts of 1973-1975 and of 1979-80 and the floods of 1981 have combined with the normally severe climate of Somalia to result in an actual decline (in real terms) in crop production. Between 1970 and 1981, agricultural production declined at an average annual rate of 0.4 percent.

In the recent January, 1984 report, Somalia Education and Human Resources Sector Assessment, seven salient issues concerning the aggregate Somali economy were cited:

- 1) external dependence
- 2) internal incentives
- 3) potential overutilization of rangelands
- 4) underexploitation of farming, forestry, and fisheries

- 5) environmental fragility
- 6) the role of the private sector
- and 7) the planning of human resource development.

It was noted that "Within the Somali economy, these issues are linked into a system which presently constrains economic development (in aggregate and distributive terms), but which, assuming the continued adaptive leadership of government, could be modified to promote higher levels of personal welfare for the Somali population and greater stability for the society."

An important part of the adaptive leadership of government will be the analysis and improvement of civil service performance. As noted above, the activities of the civil service can be related to each of the seven issues pertaining to the economy. Either the civil service affects the issue or the issue structures the environment of the civil service. The later section of this report will emphasize those issues, such as internal incentives, the role of the private sector, and the planning of human resource development, where the civil service has a direct responsibility. In the remainder of this section, the emphasis will be on the larger economic environment and how it acts to support or to constrain the civil service structure and its operation.

### 2.3 Statistical Indicators of Economic Performance

Table 2.1 presents data on gross domestic product (GDP) by kind of activity for the period 1981 to 1983 and with projections for 1984 to 1986. All values are stated in millions of Somali shillings in 1981 purchasing power equivalents. Total GDP (at factor cost) has increased from 13,914 million So.Sh. to 15,547 So.Sh. between 1981 and 1983 with an additional increase to 17,659 million So.Sh. expected by 1986. The annual growth rate of GDP projected by the Ministry of National Planning for the 1984 to 1986 period is 4.3 percent.

The production sector's share of GDP in 1983 was 12,407 million So.Sh. or 79.8 percent of total GDP. Agricultural output in 1983 (7,742 million So. Sh.) represented 62.4 percent of the total production sector GDP and 49.8 percent of the total national GDP. Government services in 1983 (1,415 million So.Sh.) represented 67.9 percent of the services sector's total and 9.1 percent of the national GDP. These estimates severely understate the actual impact of the central government on GDP production because of the inclusion of most parastatal and autonomous agency GDP production under the separate production sectoral activity headings.

Table 2.2 presents the Ministry of National Planning forecasts of the annual growth rates for constant price sectoral GDP for the 1984 to 1986 period. The fastest growing sector is expected to be construction with an annual rate of 10.0 percent as compared with that for total GDP of 4.3 percent. Agriculture is expected to maintain a rate of 3.8 percent; this is slightly less than that for the rest of the production subsectors (4.5 percent for all subsectors and 5.6 percent for all subsectors excluding agriculture). The total services sector GDP increase is forecast at 3.6 percent with the government subsector growing annually at only 2.8 percent.

TABLE 2.1  
GROSS DOMESTIC PRODUCT, BY KIND OF ACTIVITY  
1981 - 1986  
(MILLIONS OF SOMALI SHILLINGS)

SECTOR OF ECONOMIC ACTIVITY	1	2	2	2	2	2
	1981	1982	1983	1984	1985	1986
AGRICULTURE	6,900	7,384	7,742	8,038	8,346	8,666
MINING AND QUARRYING	68	61	61	63	66	68
MANUFACTURING	850	923	995	1,067	1,143	1,226
ELECTRICITY AND WATER	127	134	157	173	190	209
CONSTRUCTION	506	566	591	632	677	724
TRADE, HOTELS, AND RESTAURANTS	1,509	1,562	1,648	1,724	1,803	1,886
TRANSPORT AND COMMUNICATIONS	1,122	1,161	1,213	1,269	1,327	1,388
<u>PRODUCTION SECTOR TOTAL</u>	11,081	11,791	12,407	12,966	13,552	14,167
FINANCE, INSURANCE AND REAL ESTATE	1,022	1,072	1,057	1,104	1,153	1,204
COMMUNITY, SOCIAL, AND PERSONAL SERVICES	1,811	2,024	2,083	2,155	2,226	2,288
<u>SERVICES SECTOR TOTAL</u>	2,2833	3,096	3,250	3,359	3,379	3,492
TOTAL GDP (at factor cost)	13,914	14,887	15,547	16,225	16,931	17,659

SOURCE: Ministry of National Planning, Ministry of Finance, Central Bank of Somalia

1 Estimate

2 Forecast

NOTE: All values in 1981 purchasing power equivalents

TABLE 2.2  
ANNUAL RATES OF GROWTH IN SECTORAL GDP  
1984 - 1986

<u>SECTOR OF ECONOMIC ACTIVITY</u>	<u>ANNUAL GROWTH RATE</u>
AGRICULTURE	3.8
MINING AND QUARRYING	3.8
MANUFACTURING	7.2
ELECTRICITY AND WATER	10.0
CONSTRUCTION	7.0
TRADE, HOTELS AND RESTURANTS	4.6
TRANSPORT AND COMMUNICATIONS	4.6
PRODUCTION SECTOR TOTAL	4.5
FINANCE, INSURANCE AND REAL ESTATE	4.4
COMMUNITY, SOCIAL AND PERSONAL SERVICES	3.2
TOTAL GDP (at factor cost)	4.3

Source: Ministry of National Planning

The relevance of the GDP history and forecasts should be interpreted as follows. With an annual increase in population estimated at 3.1 percent, the 4.3 percent increase in total GDP means that there will be only a small increase in per capita GDP. The low increase expected in the government service sector reflects the expectations for conservative government budget growth through 1986. If maintained, these budget levels will allow for only a small increase in discretionary funds for modification of incentives within the civil service even if current staffing levels remain unchanged.

Table 2.3 presents the central government financial operations for 1981 to

1986. The 1983 figures are estimates and the 1984 to 1986 figures are forecasts. Current revenue (exclusive of foreign grants) is expected to increase at an 18.8 percent annual rate (a rate of 8.0 percent in constant purchasing power) after 1984. Expenditures are expected to increase at the following nominal and real rates from 1984 to 1986:

Expenditure category	Nominal	Real
	<u>Rate</u>	<u>Rate</u>
Total Expenditure	13.5%	3.2%
Current	13.1%	2.9%
Development	6.1%	-7.0%
Extra budgetary	32.0%	20.0%

Expenditure growth will be held below revenue growth for this period if these expectations are realized. However, the overall balance of central government will, as shown in Table 2.3, remain negative. Foreign grants and loans will be used to finance these deficits. The growth in foreign financing (net of inflation) is expected to become negative and will average - 7.3 percent between 1984 and 1986.

Again, these figures emphasize the fiscal constraints faced by government in its attempts to institute the national development programmes. Any new expenditures which would occur within this period as a result of modifications of the civil service structure or its procedures would have to be financed by one of three means:

- 1) offsetting cost reductions generated by the modifications themselves;
- 2) reductions in other central government expenditures; or
- 3) increases in revenues.

TABLE 2.3  
CENTRAL GOVERNMENT FINANCIAL OPERATIONS  
1981 - 1986  
(Millions of Somali Shillings)

ITEM	1981	1982	1983	1984	1985	1986
<u>CURRENT REVENUE</u>	<u>2,349</u>	<u>2,558</u>	<u>3,557</u>	<u>4,224</u>	<u>5,018</u>	<u>5,965</u>
<u>EXPENDITURE</u>	<u>3,420</u>	<u>4,760</u>	<u>5,763</u>	<u>6,339</u>	<u>7,198</u>	<u>8,166</u>
Current	2,795	3,635	4,664	5,269	5,958	6,746
Development	286	346	492	720	771	810
Extrabudgetary	339	779	607	350	466	610
<u>OVERALL BALANCE</u>						
Including development expenditure	-1,073	-2,202	-2,206	-2,115	-2,180	-2,203
Excluding development expenditure	-787	-1,856	-1,714	-1,395	-1,406	-1,391
<u>FINANCING</u>	<u>1,073</u>	<u>2,202</u>	<u>2,206</u>	<u>2,115</u>	<u>2,180</u>	<u>2,201</u>
Foreign sources	726	2,210	1,966	1,692	1,744	1,761
Grants	121	680	825	-	-	-
Loans	605	1,530	1,141	-	-	-
Domestic sources	347	-8	240	423	436	440
Banking system	347	-150	-	-	-	-
Cash balance and domestic transfers	-	-140	-*	-	-	-

\*Including transfer from local government So.Sh. 129 million  
Source: Ministry of Finance  
Note: All values in current prices

An example of the first of these means would occur if the aggregate size of the civil service were reduced as a means of financing wage increases for all or some parts of the remaining staff. Given the present restrained development budget and the inelasticity of much of the current expenditure budget, reductions in other central government expenditures are not likely in the short run (2 to 5 years). The most probable source of short term funding would be through a combination of donor assistance in the short run and increased government discretionary funds in the longer run. Because of the uncertainty of the latter, any civil service modification proposed must include consideration of the recurrent costs to central government. The limited fiscal absorptive capacity of government also argues for greater provision of grants and non-commercial loans by donors.

As indicated in Table 2.4, the major source of revenues for the central government is the set of indirect taxes placed on international trade. For 1983 44.6 percent of all revenue will originate in this form with 40.1 percent from taxes on imports and the additional 4.5 percent from taxes on exports. Taxes on goods and services represent the next largest source of revenue. Export taxes (inclusive of the Policy Action Programme's 25 percent ad valorem tax on exports) are expected to be the fastest growing source of tax revenue. Such revenues are projected to increase at an annual rate of 10.7 percent through 1986. For the same period total tax revenues will increase at 7.1 percent per year and nontax revenues at 11.9 percent per year.

The general services sector of expenditure by central government presently represents 79.4 percent of the total budget. However, government has proposed restraining increases in this category, net of inflation, to only 1.0 percent per year (11.1 percent in current prices). Even so, by 1986 the general services sector will still consume 75.2 percent of all central government

expenditures.

The real annual growth rate of the social and economic services sectors will amount to 10.0 and 8.2 percent respectively. In current price terms, these rates will be equivalent to 21.0 and 19.0 percent assuming projected rates of inflation. In 1986, social services will consume 14.4 percent of the expenditure budget and economic services 10.0 percent.

TABLE 2.4  
CENTRAL GOVERNMENT BUDGET, BY CATEGORY

1981 - 1986

(Millions of Somali Shillings)

ITEM	1981	1982	1983	1984	1985	1986
<u>CURRENT REVENUE</u>	<u>2,347</u>	<u>2,558</u>	<u>3,537</u>	<u>4,224</u>	<u>5,018</u>	<u>5,965</u>
<u>TAXES</u>	<u>2,068</u>	<u>2,222</u>	<u>2,894</u>	<u>3,409</u>	<u>4,015</u>	<u>4,731</u>
Indirect taxes	1,780	2,052	2,453	2,880	3,380	2,909
Goods and Services	379	553	636	742	965	1,008
International trade	1,200	1,312	1,587	1,865	2,191	2,575
Imports	1,156	1,189	1,426	1,668	1,952	2,283
Exports	50	123	161	197	239	292
Stamp Tax	195	189	230	273	324	386
Direct Taxes	288	170	441	529	635	762
<u>NON-TAX REVENUE</u>	<u>279</u>	<u>336</u>	<u>663</u>	<u>815</u>	<u>1,003</u>	<u>1,234</u>
<u>CURRENT EXPENDITURE</u>	<u>2,795</u>	<u>3,535</u>	<u>4,664</u>	<u>5,269</u>	<u>5,958</u>	<u>6,746</u>
General Services	2,795	2,913	3,700	4,211	4,567	5,074
Social Services	359	447	548	663	802	971
Economic Services	203	275	416	495	589	701
<u>BALANCE</u>	<u>-448</u>	<u>-1,077</u>	<u>-1,107</u>	<u>-1,045</u>	<u>-940</u>	<u>-781</u>

Source: Ministry of Finance

This budget detail indicates the extreme concentrations of the revenue and expenditure sides of the central government budget. The revenue side is highly dependent on international trade results. These are quite variable and often determined by factors beyond the control of the government. The general services category which dominates expenditures is largely inflexible downward. Thus, government faces the dilemma of relatively fixed expenditure obligations but variable revenue sources. This makes the prediction of budget balances an exceedingly difficult assignment.

The restraints imposed on real growth in expenditures on central services reinforce the earlier conclusion on the scarcity of funds that are likely to be available for new investments in civil service change. However, as the following discussion will show, the constraints on governmental discretionary expenditures exist in terms of foreign currency availability and debt financing as well as in terms of the internal budget shortfall.

The negative trade balance for Somalia is expected to increase from -309 million U.S. dollars in 1983 to -573 million U.S. dollars in 1986. The negative current account balance (the trade balance net of services and transfers) is projected to increase from -87 million U.S. dollars to -168 million U.S. dollars over the same period. A positive but declining capital account flow will mean that the overall negative balance will nearly triple during the period: from -40 million U.S. dollars in 1983 to -127 million U.S. dollars in 1986.

These figures represent a current cash flow problem offset by a long term debt obligation problem. The latter problem can only be restrained through continued fiscal conservatism on the part of the government and enlightened packaging of external assistance by the donor community. Greater detail on national accounts and central government budgetary relations may be found in Chapter 2 of the aforementioned Somali Education and Human Resources Sector

Assessment and in the Development Strategy and Public Investment Programme, 1984-1986 reports.

#### 2.4 The Impact of Inflation

A major fact of life for Somalia's public employees has been the dramatic increase which has occurred in the cost of living. Until 1978, national budgets in approximate balance and relatively conservative fiscal policies kept inflationary pressures under control. In that year the Mogadishu Consumer Price Index rose by only 10 percent. However, a number of adverse factors had begun to affect price stability. Strong demand pressures were generated by an increasing money supply fueled by the government's heavy borrowing from the Central Bank to finance the earlier budgetary deficits. The Somali shilling depreciated in the international market at the same time that domestic production fell because of adverse weather and excessively low producer prices. The general consumer price index rose by 24 percent in 1979 and 60 percent in 1980. As Table 2-5 shows the increases were spread over all categories of costs, though food and energy rose significantly more than the other items. In 1980 Somalia began operating under an IMF stabilization agreement and by 1981 inflation was reduced to an annual rate of 45 percent. Experience in 1982 was still better as abolition of the franco valuta system, increased agricultural production, and improved export performance held inflation to 35 percent.

In 1983 inflation increased once again with prices in general climbing 49 percent. This brought the price index to a level over six times that of 1977. Fuel and electricity increased even more drastically with 1983 prices more than ten times those of 1977.

TABLE 2.5  
MOGADISHU CONSUMER PRICE INDEX  
1977 - 1983

	Weight	1977	1979	1980	1981	1982	1983	Percent change Dec. 82 - 83
General Index	100.0	100.0	136.2	217.1	313.23	423.64	630.64	48.9%
Food	60.1	100.0	137.6	244.3	343.5	393.99	630.99	60.2%
Beverages and Tabacco	2.2	100.0	123.6	165.4	243.3	309.12	654.66	111.8%
Clothing	5.6	100.0	131.5	173.3	253.2	375.58	649.09	72.8%
Rent and Water	15.3	100.0	109.1	151.3	227.4	393.94	478.61	21.5%
Fuel and lighting	4.7	100.0	165.6	236.0	412.5	912.82	1105.46	21.1%
Miscellane- neous	12.1	NA	NA	NA	NA	461.40	623.8	35.2%
Percent Annual Increase			24%	60%	45%	35%	49%	

Source: Adapted from data of Central Statistical Unit,  
Ministry of National Planning.

17

No recent figures are available except for food prices but there a general consensus exists that prices have increased more rapidly from September 1983 through March 1984 than in any previous period. The effects of this inflation upon civil servants whose basic salaries have remained fixed at close to their 1966 levels will be discussed in subsequent chapters of this report.

## 2.5 Additional Economic Issues in Civil Service Change

In addition to the fiscal issues noted in the preceding sections, several other economic concepts will have to be considered in any analysis of civil service restructuring. The most important of these are:

- a) Impacts on employment and aggregate demand;
- b) Incentive restructuring within the civil service;
- c) Incentive restructuring between the civil service and other forms of employment; and
- d) Demand for human resources.

The government, in the Five Year Development Plan (1982-1986) states three main objectives for national development programmes:

- to raise the standard of living of the population to the highest possible level
- to provide opportunities for gainful employment to the entire labor force
- to create a society based on social justice and individual freedom within a socialist framework.

For these goals to be achieved the government must make provision for greater opportunities for employment outside the civil service. At present the major alternatives faced by a graduate of a formal education or training program are government employment, private sector employment, or emigration (usually to

the Gulf States region). The government, not having the fiscal capacity to provide guaranteed employment to all, must consider the most appropriate means of facilitating other forms of employment. The emerging private sector is limited in its own employment absorptive capacity and is hindered by the lack of an efficient labor information system to facilitate recruitment of needed workers. A cooperative and supportive relationship between government and the private sector will reduce the pressure for government employment and increase the overall efficiency of labor utilization.

A related issue in the area of aggregate employment impacts is the redundancy of staff within present government employment. While general agreement exists as to the excessive number of civil service staff at the lower skill and training levels, there is no consensus on the best means of dealing with this problem. An alternative which should be considered is the creation of an "out-placement" program involving a combination of training, counseling, tools provision, and employment assistance. In such a program, staff identified as unnecessary or inappropriate for the mission of their own or other agencies in government, would be trained in specific skills needed in the private sector. As these skills are acquired, workers would undergo transition from public to either employment wage or self-employment in the private sector.

A second economic issue of importance in the current civil service system is the incentive patterns related to pay, allowances, and promotions. The present study will examine and make recommendations on the restructuring of incentives with the aim of increasing operational efficiency. There is little question that almost all Somali civil servants suffer from a low level of total income (pay plus allowances). This problem is compounded by the large variation in work demands placed on staff. General cost-of-living increases (such as the 10 percent supplement suggested for 1985 in the Policy Action Programme) help

moderate only the first of these two problems. To improve the equity as well as the efficiency of the system, it is necessary to consider additional responsibility or merit allowances. These appear to be justified especially for the middle level government administrators.

As with all other reforms to be suggested here, the issue of recurrent cost effects will prove to be a constraint on any attempts to restructure incentives. However, the government's prudence in deciding to control increases in the growth of the size of the civil service will permit, eventually, some discretionary margin of funds for the more direct reward of scarce skills and meritorious performance. To deal with the related issue of incentive effects between the government and nongovernment employment, policy alternatives will be difficult to implement. Any change in the government pay/allowance system will change the opportunity cost for private sector employment. Similarly, the unavailability of government employment encourages workers to pursue in greater numbers the alternatives of private sector employment and emigration. At present, manpower estimates and observation both suggest a shortage of professional and technical personnel in both the public and private sectors. Thus, for the immediate future, the two sectors will remain in competition for these scarce workers. The relative wage rigidity of the public sector places it at a disadvantage in this competition at present. This disadvantage will persist until the rewards for professional and technical workers in the civil service can be reinforced in a selective and effective manner.

The final set of economic implications stemming from this civil service study concern the demands placed on the education and human resources system for new entrants into employment. The net manpower demand projections made for the Somali Education and Human Resources: Sector Assessment indicate an oversupply of school leavers at every level of education. While based on dated manpower

survey figures and a highly mechanistic methodological approach, the scale of the oversupply of graduates versus demand is so great as to eliminate questions concerning the nature if not of the scale of the imbalance.

The actual level and incidence of the imbalance in supply versus demand for various school leavers will be determined by the rate and distribution of economic growth by sector. To the extent that the more labor-intensive sectors grow more rapidly, the effect of GDP increases on manpower demand will be reinforced. As a government policy for all sectors, the emphasis on labor-intensive production technologies also assists in maximizing employment results of GDP growth.

Among the important outcomes of this study will be the implications drawn for human resource planning. In addition to fiscal constraints and inefficient patterns of incentives, the civil service system has existing personnel who are not adequately trained for the level and types of responsibilities assigned. There is a critical need for a better definition of the training requirements of the civil service and for improved provisions to assure that the graduates of such training are assigned to positions where they can utilize their skills properly.

All of the issues discussed here are linked into an aggregate pattern of costs and rewards for government staff. The ability to earn an appropriate income, to be recognized for meritorious performance, to be trained and assigned appropriately, and to work in an efficient operational structure are international requirements of a successful civil service system. As noted in the introduction, the dominant difficulties faced by the civil service system in Somalia are not different in kind from those faced in every other country. Certain of the difficulties do differ in degree from those faced by most other countries and there is little doubt that the current economic burdens faced by

government mean that Somalia faces more severe constraints on any attempts at rapid change. However, the problems of the national economy reinforce the need to improve the civil service system even as they make the processes for improvement more difficult to implement. In summary, it will be the nation's ability to deal with this inherent contradiction which will determine the economic success of the next decade and the eventual effectiveness of the civil service system.

### 3.0 THE HISTORICAL CONTEXT OF THE CIVIL SERVICE

#### 3.1 Introduction

The efficiency of a civil service system is never determined solely by the circumstances existing at a particular time. Present day administration in Somalia has been shaped by the country's colonial antecedents and by the events and policies of the past two decades.

Upon achieving independence in 1960, Somalia inherited two quite different administrative systems and corps of civil servants, one derived from the British colonial tradition which had prevailed in the North and the other from the Italian system which had developed in the more heavily populated South. Each tradition had matured over a number of decades. Each embodied different legal standards and followed different administrative, decision-making, personnel management, and record-keeping procedures. Even more significant was the fact that each used a different non-Somali language for all government business.

The two systems were, however, similar in certain important ways. In both, the range of governmental functions was limited and relatively stable. Innovation occurred only slowly and practices could be brought to a fairly high level of efficiency before new methods needed to be adopted and learned. Tax collection, the maintenance of peace and order, and the provision of minimal health and educational services were the main administrative responsibilities. Within the departments of the administration, action tended to be confined to the consideration of individual "cases" which could be decided through a rather routine application of fixed rules of law or policy. Discretionary decision-making was highly centralized in a relatively few key posts. These positions, along with others requiring a significant measure of scientific or technically complex skills, were almost entirely held by expatriate officials.

An early report stated that the two colonial services combined contained only three Somali officials with university degrees. Little was expected of either civil service in terms of individual initiative, planning, or problem-solving. Somali employees in both systems were expected to learn by doing under the guidance and control of the expatriate staff. In neither system was much attention given to the collection and use of quantitative data in arriving at decisions.

In both systems there was an ordered structure of pay grades; each post was given a title and assigned to one of these grades. Personnel decisions tended to be determined by the ability of expatriate supervisors to assess actual or potential capabilities of employees. Seniority tended to be given great weight in advancement as was true in the domestic civil service systems of both Great Britain and Italy.

### 3.2 Creation of the Somali Civil Service

The new state of Somalia which achieved independence in 1960 by the combination of these two disparate colonial elements, adopted a constitution very similar to that of Italy with executive authority in the hands of a Prime Minister and a Council of Ministers dependent upon a parliamentary assembly elected by principles of proportional representation. The government set about the enormous task of merging the two different administrative structures and their personnel into a unified system and of preparing Somalis to take the places of departing colonial administrators. As an interim measure, Somalis from both administrations were given either temporary appointments or permanent status without much regard to formal qualifications and at salaries determined on a case by case basis. Several hundred expatriates were kept as administrators under individual contracts.

With the assistance of United Nations advisors, a civil service law, modeled largely on the Italian Civil Service Law of 1956, was drawn up and enacted in 1962. Much of the substantive content of this law has carried over into the most recent codification in the Civil Service Law of 1980.

The major feature of the new law was the division of the public service into four levels differentiated by the educational attainment required for each. There were to be fifteen pay grades covering the four "divisions" or series.

DIVISION	EDUCATION LEVEL REQUIRED	PAY GRADES
"A"	University degree or equivalent	1 - 8
"B"	Completion of Secondary School	7 - 10
"C"	Completion of Elementary School	9 - 11
"D"	No schooling required	12 - 15

The pay grades overlapped the divisions so that an experienced and capable person who had had only secondary schooling could be promoted to a grade higher than a recent university graduate. In both the British and Italian colonial services it was customary to appoint entrants into the civil service at the lowest pay grade appropriate to their educational attainment, but this was not required in the new law.

The law also provided that positions would be "established" in the British manner. That is, the position would be described, given an occupational title, and assigned to an appropriate pay grade before an appointment to that position could be made. The 1962 law also contained provisions relative to the selection of candidates for appointment or promotion, transfers, terminations, leaves of absence, and disciplinary sanctions for misconduct. There was a mandate to create a Public Service Commission to which appeals of ministerial personnel decisions could be made.

The task of planning a unified administrative structure and of assigning the

existing staff to the new structure was given to an Establishment Commission and to ad hoc committees of senior Somali officials and United Nations advisors. The first task was to determine the needed number, sphere of responsibility, and internal structure of the ministries to be established. The 1963 report of the Commissione per L'inquadramento del Personale Civile dello Stato recommended the formation of 17 ministerial level units (of which 15 were instituted), specified the responsibilities of each, and listed the titles, grades and numbers of positions allocated to each as indicated in Table 3.1.

Table 3.1  
1963 MINISTRIES AND THEIR ESTABLISHED POSTS

<u>MINISTRY</u>	<u>Authorized posts by category</u>				Total
	A	B	C	D	
PRESIDENCY	3	3	19	43	68
COUNCIL OF MINISTERS	19	48	291	146	504
PUBLIC SERVICE COMMISSION	4	2	3	2	11
MAGISTRATE OF ACCOUNTS	7	18	27	3	56
FOREIGN AFFAIRS	48	24	24	8	104
INTERIOR	108	63	200	144	515
DEFENCE	2	5	9	2	18
GRACE AND JUSTICE	5	3	15	4	27
INFORMATION	7	22	76	20	134
EDUCATION	69	179	1,128	723	2,099
HEALTH, VETERINARY & LABOUR	103	192	621	1,746	2,662
FINANCE	12	78	321	97	508
WORKS AND COMMUNICATION	32	192	1,498	701	2,362
INDUSTRY AND COMMERCE	6	15	59	27	107
AGRICULTURE & ANIMAL HUSBANDRY	<u>19</u>	<u>53</u>	<u>250</u>	<u>441</u>	<u>773</u>
TOTALS	444	855	4,542	4,107	9,948

The Commission observed that some of the posts provided for might not be needed until later and that fully qualified persons were not yet available to fill certain other posts. The Commission further noted that there was some redundancy of staff because of the consolidation of the two administrations but it implied that the total number of those already employed was approximately

equal to the number of posts available.

In the Commission report it was noted that in the South the pay grade had been attached to the person, as in the Italian "rank-in-man" personnel system, whereas in the North the pay grade had been determined by the duties assigned to the position. The Commission pointed out that the 1962 civil service law was ambiguous on this matter of principle and strongly recommended the correlation of pay with position. However, this ambiguity still exists in the present civil service law.

Once the structure of the administration had been decided upon, the most essential task was the assignment of the workforce then available to the newly established posts. Nominations were called for from each ministry, qualifications of candidates were reviewed, and recommendations for appointment were made to the Council of Ministers. Because not all reassignments could be completed by the target date of March 31, 1965, the task of completing the processing and reassignment was given to a newly created Directorate-General of Establishment and Personnel Divisions in the Presidency of the Council of Ministers. A deadline of December 31, 1965 was set for finalizing assignments.

Membership on the establishment planning commission consisted of the Somali head of the Establishment and Personnel Directorate, a Somali attorney, two Italians with colonial government experience, and two experts supplied by the United Nations. The job of consolidating the two civil services was made doubly difficult because of the considerable differences in pay. The 15 pay grades in the South had carried a monthly stipend ranging from a low of 125 shillings to a maximum of 1500. In the North pay levels ran from a minimum of 100 to a maximum of 2500 with a superscale of four grades from 2700 to 3167 for both expatriates and Somalis capable of holding these high level positions. The fifteen grades of the pay scale established in the civil service law of 1962 ran from a minimum

of 160 per month to a maximum of 2250. Many of the higher level civil servants from the North had to take substantial pay cuts as a result of the consolidation.

### 3.3 Civil Service Training

A second major task of the new government was that of upgrading the capabilities of Somali civil servants so that they could replace the sharply reduced and dwindling number of expatriates holding executive and technical positions in the administration. In 1962 twenty-three countries offered scholarships for Somali civil servants to study abroad; 336 of these scholarships were for full university degree programs of which 88 were in Italy, 67 in the United Arab Republic, and from 30 to 50 each in England, USSR and the United States. In subsequent years the number of such scholarships and training opportunities increased. By 1968 it was estimated that nearly 400 Somalis with foreign university degrees were in the civil service, and that nearly 1200 more were then enrolled in degree programs abroad. Luigi Pestalozza in The Somalian Revolution asserts that in 1968 a total of 1509 Somalis were studying on scholarships abroad. Of them 1044 were in USSR, Italy, Egypt, and West Germany. In the six year period 1968-1973, 639 graduates returned to Somalia with foreign university degrees. Among them were 164 M.D.s, 99 graduates in law, 83 in economics, 93 agronomists, and 91 civil engineers.

By 1971 the distribution of civil servants holding foreign university degrees was as follows:

Education	140
Health	86
Agriculture	59
Justice and labour	43
Public works	24
Rural development	19
Mining	18
Planning	10
Foreign Affairs	10
Industry	10
Other fields	<u>71</u>
Total	490

In 1965, the Somali Institute of Public Administration (SIPA) was established (with United Nations assistance) to assist in providing the needed training for civil service staff. SIPA began with a small group of foreign advisors and teachers; both long and short courses in management and related subjects were offered to present and future civil servants. SIPA's ambitious program of training and skill development included short courses in personnel management (in Italian and in English) for personnel and administrative unit heads and support staff in the ministries and agencies of the government.

During the 1960's considerable thought was given to the founding of a national university. Such an undertaking was recommended by a UNESCO study group in 1964. The idea was further refined and endorsed by a sub-committee of the Council of Ministers and by an interministerial committee in 1967. In 1968 a committee of experts was appointed by the Minister of Education to review practical considerations. It was assisted by the UN advisors to the Ministry of Finance and an ILO manpower planning advisor.

This committee's report noted that the then current annual number of 250 to 300 scholarships for study abroad had been declining and could not be expected to be maintained, and that the diversity of languages and instructional methods posed major problems. It noted that only 37 percent of the 490 civil servants with foreign university degrees had studied in either of the two official languages of the public administration. The others had studied in 15 different languages in 20 different countries. The report observed that the limited knowledge of English or Italian of these returned degree holders "may permit normal contacts, but hardly any exchange of views at a technical level on the job or, more important still, the easy writing of reports and official letters." The committee's recommendation that two existing training institutions be converted into faculties as the nucleus of a new university was accepted, and with Italian financial and technical assistance the University was founded. Its evolution and present structure are described in the Ministry of Planning's education and human resources sector report.

The faculty structure and curriculum are similar to those of Italian universities. Italian is the medium of instruction except in the faculties of education and agriculture which use English and the faculty of linguistics. Much of the teaching is still done by Italian university instructors assigned to the National University of Somalia for relatively brief periods.

By 1983 the total number of graduates had passed 5000. All are guaranteed employment in the public service but no records have been kept of what proportion of them have accepted such employment. A research effort is currently underway to ascertain the subsequent career patterns of those who have earned degrees. As in most other countries, significant proportions of university trained persons can be expected to pursue careers in fields other than the one in which they specialized while at the university.

### 3.4 The Language Issue

In addition to the problems of merging two separate colonial structures and of identifying and training Somali staff, the new civil service faced a third barrier to efficiency; the issue of language. Because the Somali language had no standard written form prior to 1972, administration during the first decade of independence was complicated by the necessity of using the two official languages of the former colonial administrations. Many official documents had to be written in both languages. This was costly and inefficient for there were few competent translators. The language difference isolated administrators from the former British Protectorate from those previously employed in Italian Somalia. The language rivalry among civil servants was compounded by the "linguistic chauvinism" of Italian-speaking and English-speaking officials in each major government institution. An official wishing to address a letter or memorandum to another official often would have to determine first whether the recipient could read the language in which the memorandum was to be written. According to Omar Osman Mohamed, former Director-General of SIPA, the difficulty of communication in writing between officials who did not know each other's second language strengthened the natural tendency of Somalis to rely excessively on oral communications. Communications between the public and the administration were even more cumbersome and inconvenient because so few members of the public could read or understand either official language. There were fears that the language barrier would turn into a "schism between the State and the people". These fears were not removed until after the revolution of October, 1969.

### 3.5 Civil Service Reform after 1969

The present government originated in a bloodless coup engineered by army officers dissatisfied with the previous government's foreign policies and by a chaotic parliamentary situation. The revolution resulted in the proclamation of three new charters which centralized authority, established a single political party as an active partner in governmental affairs, and announced that "scientific socialism" [literally (in Somali) "wealthsharing through knowledge"] was to be the guiding ideology of the State. These principles were incorporated in the Constitution formally adopted in 1979.

Following the revolution there were a number of major developments which have had a great impact upon the civil service.

1. The new government embarked on a vigorous program of administrative reform and made strenuous efforts to improve the quality of the administration. According to Pestalozza, initial "efforts were made primarily to weed out dishonest managers and employees...to reduce the ranks to the number of officials, clerks, doormen, etc...really necessary, eliminating the plethora of parasites who had entered the offices through the channel of tribal clientelism, and to conduct a campaign of moral pressure for the rehabilitation and the reactivation of administrative activity." Numerous circulars and other presidential messages were issued exhorting civil servants to a strict obedience to the law and an energetic devotion to duty.

To this end a series of orientation courses were held for various categories of civil servants. An orientation course held from December, 1971 to February, 1972 assembled over 150 directors-general, general managers, ambassadors, and other high officials. Their workshops formulated solutions to perceived administrative problems taking into consideration both the environmental setting and economic constraints. Their reports were duplicated

and circulated widely through the government. Many of their recommendations reappear in this report.

2. Undoubtedly the most important of the post-revolutionary innovations was the adoption, by presidential decree in October, 1972, of a standard written script for the Somali language using latin characters. The needs of the civil service were an important motivating force for this controversial but long awaited action. The first group to receive intensive training in the new script were civil servants all of whom were then required to pass a literacy test in Somali. A massive, country-wide literacy campaign was launched using secondary school teachers and students as instructors. Although such progress was made over the next decade, language difficulties have not been entirely overcome. The language is rapidly absorbing new words and meanings to accommodate the terminology of science, technology, and management. Foreign languages are still widely used for instruction and in certain government reports. Many civil servants fluent in a foreign language find it difficult to translate from that language into written Somali or from Somali into their other language.

3. An active policy of Somalization of the administration was initiated. Most of the several hundred expatriates who were holdovers from the pre-independence administrations or had been hired subsequently by the government, were terminated as rapidly as their contracts allowed. The 1975 manpower survey found fewer than 50 foreigners still serving as direct employees of the central government. By 1983 the number had declined to 40.

4. New aspirations and strategic considerations led to a number of shifts in the structure of the public administration. The Interior Ministry was renamed Local Government and Rural Development and its major component, the police force, was transferred to the Ministry of Defense. In 1969 the Ministry

of Grace and Justice was renamed Justice, Religion, and Labour and made responsible for the issuance of work permits and the settlement of labour disputes. In 1971 Labour was elevated into a separate ministry and renamed Labour and Sports. Finally, in 1977, a separate Ministry of Sports and Youth was created and the Labour ministry became Labour and Social Affairs. At that time the Directorate of Establishment and Personnel was transferred to Labour and Social Affairs from the Office of the President. A Ministry of Livestock, Range, and Forestry was formed in 1975 out of the Ministry of Agriculture and Animal Husbandry. New ministries of Mineral and Water Resources, (1973), Post and Telecommunications, (1971) and Industry (1971) were formed out of existing ministries. The founding of the National University led to the separation of a Ministry of Higher Education and Culture from the Ministry of Education (1973). The Ministry of Information had "and National Guidance" added to its title. The Directorate of National Planning in the Office of the President was made into a ministry.

The process of organizational subdivision continued. Out of the original Works and Communications ministry came not only the Ministry of Post and Telecommunications but also the Ministry of Marine Transport and Ports and the Ministry of Transportation and Civil Aviation, both created in 1977. Fisheries was also made a separate Ministry in 1977. Later the autonomous agency which managed the government hotels was converted into a Ministry of Tourism and Hotels and in 1982 a major development project was converted into the Ministry of Jubba Valley Development.

Several autonomous agencies were created before independence and others were added soon afterwards. Their numbers expanded rapidly after 1969 as industrial, commercial, and financial enterprises were nationalized and new entities were created. The manpower survey of 1975 listed some 40 parastatal enterprises with

a total workforce of approximately 16,000. Although employment has declined in a number of them, the total number of autonomous agencies is now over 60 and their workforce is estimated to be as large as 32,000. However, the 47 autonomous agencies which responded to the 1983 manpower survey claimed only about 18,500 employees. Civil service measures adopted following the revolution extended the pension arrangements and grading and salary structure of the civil service to the autonomous agencies but since 1980 differences in treatment have been allowed and have begun to be significant.

In 1973 it was decided that the government would provide employment to all university graduates and to intermediate and secondary school leavers. The policy was soon modified to exclude intermediate school leavers and, in 1983, graduates of secondary schools. Nevertheless the policy contributed to the relatively continuous increase in the central government workforce indicated in Table 3.2. The table provides employment levels for the Ministry of Education separately in order to show the growing importance of the teacher corps in the total employment picture. The headquarters staff is slightly more than 300. For the past 7 years nearly one half of all central government employees have been school teachers.

TABLE 3.2

## GROWTH IN THE CENTRAL GOVERNMENT WORKFORCE

<u>Year</u>	<u>Estimated number of Employees</u>	
	Total	Min. of Education only
1962	9,500	
1969	18,000	2,900
1971-2	13,300	3,100
1975	20,600	6,050
1978	33,100	15,300
1983	45,100	22,650

All figures are to some degree estimates. Numbers for 1962 and 1969 were derived from tables of "established positions"; those for 1975, 1978 and 1983 from the responses by ministries to manpower surveys conducted by the Ministry of Labour and Social Affairs. Data on 1983 employment in the ministries of Agriculture, Foreign Affairs, and Finance are not yet available, so unofficial estimates for these ministries have been obtained from secondary sources.

Central government here means the civilian ministries of the government (not including the uniformed services of police and the armed forces) plus three autonomous agencies (the National University, the National Academy of Sciences and the Arts, and the Somali Institute of Development Administration and Management) which are technically autonomous agencies but operate as components of the central government.

The progressive evolution of the structure of the central government and the distribution of its work force are shown in Table 3.3. In the 18 ministries for which comparable manpower survey data are available for both 1978 and 1983, and

excluding Education, the number of employees increased by 30 percent over the 5 year period. A figure which is perhaps not unusual considering the important social and developmental responsibilities of these ministries. Wage expenditures for all of the period are not available but the total wages for the period 1981 through the amounts budgeted for 1984 increased by 51.6 percent with an especially large increase being recorded as expenditures for temporary staff.

A tabulation of employees in the 18 ministries by year of entry into the service shows that 4427 began their government service in 1981, 1738 in 1982 and 1475 in 1983. The latter figure was for some months less than a full year because most agencies made out their reports in October or November of 1983. Clearly the government has substantially reduced the rate at which it is adding new employees. Nevertheless these data reveal that 40.5 percent of all employees on the rolls in these ministries at the end of 1983 had been employed by the government for less than three years. More complete data for the whole central government suggest that only 30-35 percent of employees are in this category. In either case, it is obvious that a substantial proportion of employees are inexperienced in their assigned work.

Two important inferences can be drawn from these data. The fact that the percentage of recent entrants significantly exceeds the percentage growth in the workforce means that there has been an extremely high attrition rate. Separations from service were not tabulated until 1983 and the number recorded for that year in the Department of Personnel of the Ministry of Labour and Social Affairs seems excessively low to be considered complete. The second conclusion is that supervisors have had to absorb large numbers of recent school leavers whose skills have scarcely had time to develop and whom supervisors would have been hard pressed to train adequately.

TABLE 3.3

## DISTRIBUTION OF EMPLOYMENT IN THE CENTRAL GOVERNMENT

1969 - 1983

Ministry	Year				
	1969	1971	1975	1978	1983
Agriculture	1670	567	925	1295	1500E
Livestock, Range and Forestry	N/A	782	1396	1472	2084
Finance	552	562	483	513	600E
Public Works	2289	1703	1782	1722	1892
Justice and Religious Affairs	289	605	701	774	1172
Information and National Guidance	269	351	317	365	432
Education	2898	3087	6051	15845	22654
Health	4539	2375	3672	4604	6095
Labour & Social Affairs	N/A	67	173	206	298
Commerce	148	30	95	86	105
Industry	N/A	63	62	71	134
Sports & Youth	N/A	N/A	N/A	279	200
Fisheries	N/A	N/A	212	271	293
Marine Transport and Ports	N/A	N/A	N/A	145	160E
Post and Telecom- munications	1949	514	832	1209	1654
Mineral and Water Resources	N/A	63	173	182	200
Local Government & Rural Development	783	630	532	352	167
Foreign Affairs	138	120	169	224	240E
Higher Education and Culture	N/A	N/A	70	137	130
Transportation and Civil Aviation	1949	1427	1828	1962	1878
Tourism and Hotels	N/A	N/A	N/A	N/A	1093
Planning	69	63	137	173	205
Juba Valley Development	N/A	N/A	N/A	N/A	53
Presidency	409	199	510	396	545
AUTONOMOUS AGENCIES (2)					
National Academy of Science	N/A	14	48	100	167
National University	N/A	58	400E	731	800E
SIDAM	23	37	50	40	65
Totals	17,976	13,317	20,619	33,153	45,126

Notes:

- E Estimates obtained from officials because data was not available. None of the figures should be regarded as exact. They are believed to be closer to the actual workforce numbers than estimates derived from the annual budgets. The figures for 1969 and 1975 are much as 1,500 too high because based on manning tables; the figure for 1971 is probably about the same amount too low.
- 1) Ministries have been identified by their contemporary name. For earlier years entities with different names may have performed the same functions.
  - 2) These three autonomous agencies are considered a part of central government for the purpose of this tabulation.
  - 3) The number of 90 given in the manpower survey did not include the field staff, here estimated as an additional 70.
  - 4) To this total there should be added 253 employees of the Ministry of Defense and of several other small units no longer considered part of the central government plus an estimated 500 "casual labourers", making a total of 14,070.

Sources:

1969 and 1975 from typed or mimeographed lists of "established position" in the files of the Establishment Department of the Ministry of Labour and Social Affairs. Thus these lists would include unfilled vacancies as well as those filled, but they would not include casual labor or temporaries.

1971 from The Manpower Implications of Current Development Strategies, Manpower Survey Project Vol. I. Ministry of Labour and Sports, Mogadishu, August 1972.

1975 data from Manpower Establishments Survey of Public and Private Sectors, Vol. No. 1, Present Employment and Future Requirements Statistics, Labour Department, Ministry of Labour and Sports, Mogadishu, July, 1976.

1983 data are from the manuscript tabulations compiled in the Ministry of Labour and Social Affairs from data supplied by the ministries in the 1983 public sector manpower survey.

In the course of the past year several steps have been taken bearing upon the civil service system. In mid-1983 the policy of employing all secondary school graduates was abandoned. Late in the year a decree authorized an increase in the compensation of employees of the Ministry of Finance to the levels paid by the Central Bank and other autonomous agencies concerned with finance. The average increase amounted to approximately 50 percent. This is the first time that the uniformity of regular compensation among the ministries has been broken.

In April, 1984, the government decided to begin to reduce total government employment. On May 1, a notice was dispatched to all ministries by the Secretary of the Political Committee and Council of Ministers reading as follows:

The Government's meeting on 19th April 1984 has decided to shift those under-employed staff and retired personnel into other sources of production such as Agriculture and Fishing.

In order to make that decision successful, we request from the Ministries to submit those under-employed people in their Ministries as soon as possible and list them according to the above mentioned.

The Council of Ministers did not set a target figure as to the size of the reduction sought nor indicate how the shifting into other employment would take place. The manpower survey data do not show any significant numbers of employees over the ages of 60 for men and 55 for women, those being the ages when eligibility for retirement on a pension occurs.

There is currently no provision in the civil service law providing for separations because employees are redundant or because of lack of funds. However, a constitutionally-valid modification of the law could be made by Presidential decree.

Discussions are also taking place within the government regarding possible consolidations of some of the ministries and of reduction or elimination of subsidies to business-type autonomous agencies. Several such enterprises have been exempted experimentally from the civil service law and allowed to determine

wages by collective bargaining; similar action has been proposed for others.

### 3.6 Summary

An assessment of the efficiency of a personnel system requires an evaluation of how well that system satisfies both qualitative and quantitative needs of the public administration within the constraints imposed by the financial resources available. On both counts the present situation is not wholly satisfactory. All branches of the administration suffer from shortages of personnel with needed skills. This should not be attributed to the personnel system, however. A recently expanded educational system and a small modern economic sector simply have not yet produced a large number of persons with developed managerial, professional, and technical competence. The decline in civil servants' real incomes due to a combination of fixed wages and price inflation also has contributed to the shortage. Many experienced and competent civil service employees have been lost to other employment. The civil service has not been able to replace these experienced personnel by recruiting new employees from the scarce supply of persons possessing the desired skills. With so large a portion of the workforce having less than three years of experience, those abilities and skills which can only be acquired through experience and on-the-job training are bound to be in short supply.

The thirty percent growth in the public workforce has outstripped the growth in the economy and in the financial capacity of the government to pay adequate salaries and to provide employees with the supplies and equipment needed for them to work efficiently. The conclusion seems inescapable that the present budget planning and control system has not been allowed to determine priorities among claimed needs for personnel or to limit the intake of additional employees to the numbers that the country can afford.

The consequences of the rapid expansion of the workforce, despite what appears to be a high attrition rate, have been threefold. 1) Low employee morale and loss of productivity have developed because the government has not had the financial capacity to adjust compensation in keeping with increases in the cost-of-living. 2) Supervisors have not been able to devote the time necessary to give adequate on-the-job training to so many new employees. Those with supervisory responsibilities have had to carry the burden of assuring that the primary activities of their units are handled. For many such persons, it has been more efficient to have the poorly prepared new recruits out of the office and to do what had to be done themselves than to spend time in training the unskilled. 3) The fact that large numbers of employees are paid for doing little or no work has damaged the morale and willingness to work of many in the civil service. Ministry officials believe that a significant proportion of the civil service is less productive than was the case two or three years ago.

## 4.0 ORGANIZATION AND MANAGEMENT

### 4.1 Introduction

This chapter summarizes the general structure of the government and the noteworthy characteristics of management style and operations. The first section outlines the major components of the government with brief comments on the functions and responsibilities of each part. The next section highlights certain frequently encountered patterns of administrative practice. These latter observations are couched in general terms because of the great disparities that exist among the ministries in terms of personnel and style of operation.

Sources of information for these sections include the Ministry of Planning's Evaluation of the Three-Year Development Programme, 1979-81, the SDR/FAO report Compendium of Agricultural Development Projects in Somalia (October, 1983), The World Bank report, Somalia Policy Measures for Rehabilitation and Growth (May, 1983), and interviews with numerous officials. The purpose of this descriptive assessment is to depict the institutional environment in which the civil service functions and to lay the foundation for the recommendations on training contained later in this report. The chapter concludes with suggestions as to steps which should be taken to bring about lasting improvements in the efficiency and effectiveness of the public administration.

### 4.2 The Structure of the Government

The government is composed of three main elements: the highest political authorities; an implementing level consisting of ministries, autonomous agencies, and joint projects; and local government. The last has its own

independent institutions but is also an extension of the central government.

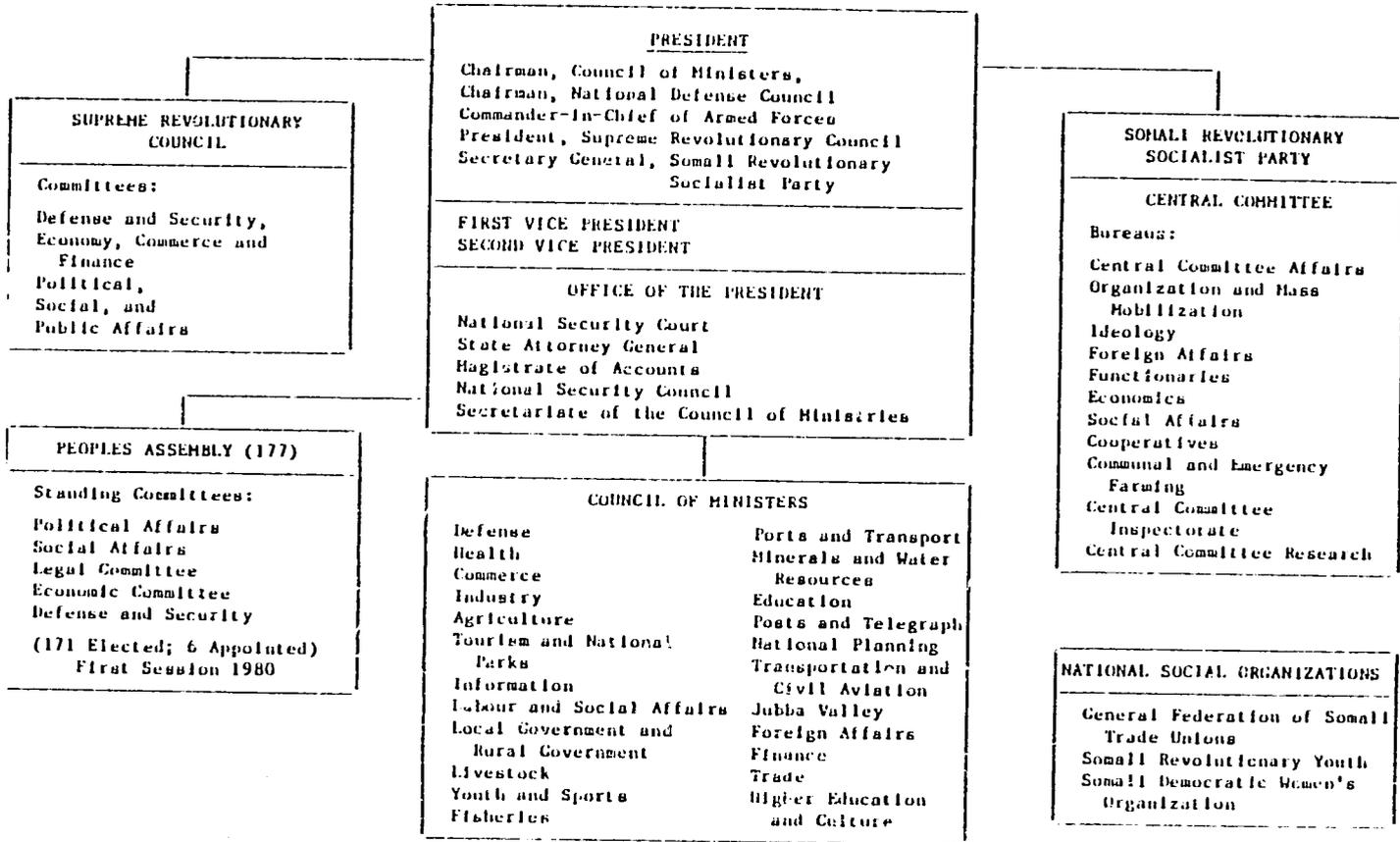
Highest Political Authorities. Supreme authority is vested in the Secretary-General of the Somali Revolutionary Socialist Party, the President of the Republic, the Office of the President, and the Peoples' Assembly. These institutions are linked together through interlocking memberships. Chart 4.1 provides a schematic of the memberships of and relationships among the central government agencies.

The President is Chairman of the Council of Ministers, Chairman of the National Defense Council, Commander-in Chief of the Armed Forces, Secretary-General of the Somali Revolutionary Socialist Party, and Chairman of its Political Bureau. Two Vice-Presidents sit as members of those various councils and together with the President preside over the Office of the President. The components of the Office of the President and the size of their staffs as reported in the 1983 public sector manpower survey are as follows:

Ministry of Presidency	69
National Purchasing Committee	21
State Attorney General	26
Magistrate of Accounts	172
Directorate of Administration	184
National Security Court	50
Economic Committee	13
Secretariate of Council of Ministers	<u>10</u>
Total Staff	545

These offices provide legal advice, study and make recommendations on policy issues, and maintain organizational and fiscal control over the rest of the government. The Magistrate of Accounts has registration and auditing functions

CHART 4.1  
SCHEMATIC DIAGRAM OF THE SOMALI CENTRAL GOVERNMENT



similar to those of the courts of account in France and Italy. The organizational arrangement of the Office of the President is depicted in Chart 4.2.

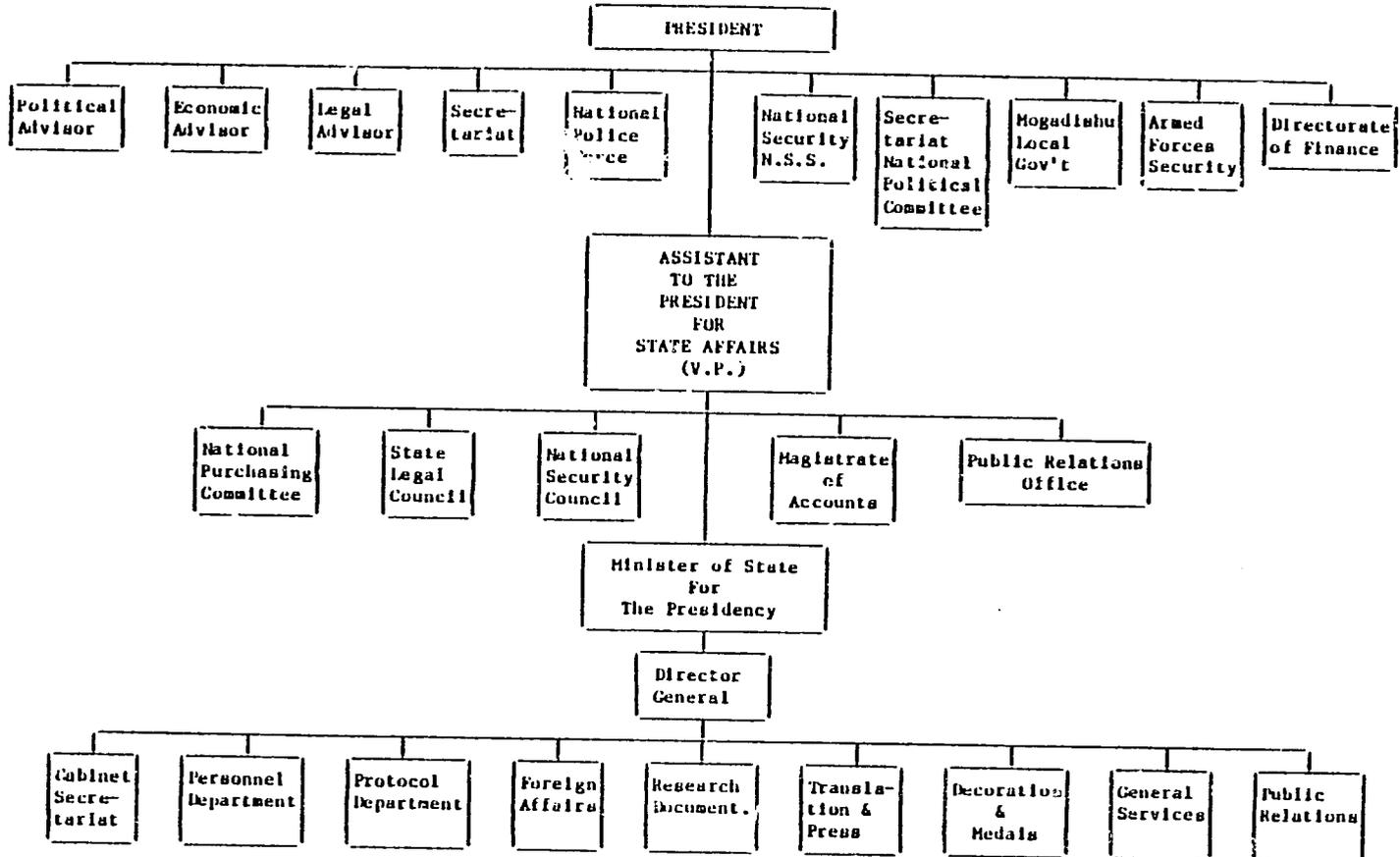
Six of the one hundred seventy-seven member Peoples' Assembly are appointed by the President. The remainder are elected by public ballot from a list proposed by the Central Committee of the Party. The Peoples' Assembly is charged with the responsibility to debate and act upon all prepared Laws and budgets. Because the Assembly is restricted to brief semi-annual sessions, the major share of its responsibility is delegated to its standing committees on political affairs, social affairs, legal affairs, economic measures, and defense and national security.

The Council of Ministers, chaired by the President, is composed of approximately 48 Ministers and Vice-Ministers appointed by the President to direct the 24 ministries (and the autonomous agencies attached to them). The Council meets frequently to consider and vote on measures presented to them including policy statements and draft legislation.

The Administrative Units. Policies are implemented and laws executed by the 23 civilian ministries which (together with the Office of the President and the Ministry of Defense) comprise the "central government." In addition, over sixty "autonomous agencies" operate as parastatal or relatively independent public enterprises under the auspices of specific ministries.

Ministries are responsible for studying problems in a particular functional area, preparing plans, developing draft laws and decrees, carrying out or supervising approved and funded projects, and executing the laws and decrees promulgated by higher authorities. Legislation specifies the area of responsibility of each ministry and, with few exceptions, names subordinate organizations within the ministry and lists the functions and responsibilities

CHART 4.2  
OFFICE OF THE PRESIDENT



of each department, service, and section. If the basic enabling legislation does not do so, complementary legislation typically lists, by title and number, the positions established in each section of the ministry and the salary grade allocated to each such post.

The internal structure of the ministries follows a common pattern. At the top are the Minister and, usually a Vice-Minister, both of whom are appointed directly by the President. It is common for such senior staff to have held ministerial posts in several different ministries. The movement of a minister from one ministry to another often has been followed by the transfer of a number of civil servants in whom the minister has special confidence. Ministers constitute the main link between the individual ministry and the higher political authorities. Some have expertise in the field of the ministry's responsibilities but this is not a primary criteria for appointment. Some are actively involved in managing the administrative affairs of the ministry while others concentrate on its external relations and devolve primary management responsibility to the director-general.

The size of the ministries varies greatly as is indicated in the following table:

<u>Workforce in Ministry</u>	<u>Number of Ministries</u>
150 or fewer	5
151 to 300	7
301 to 1000	3
over 1000	8

The smallest ministry is the recently (1983) created Ministry of Jubba Valley Development with only 53 employees. The largest is the Ministry of Education with over 22,000. The latter ministry includes the full corps of public school teachers in addition to its central and regional administrative, clerical, and support staff.

Ministries are subdivided into departments, generally from four to eight,

and the departments are divided into services and sections. Organizational charts for all ministries, developed from the legislation creating the ministry or from information supplied by ministry officials, are included in the Appendix Two. Many of the services and sections shown on the charts are not yet staffed; this is especially so in the smaller ministries. Certain of the departments have such small staffs that there is no supervisory level below that of the department head. Changes in departmental and subdepartmental organization structure occur frequently and informally in response to changes in staffing levels and the assignment of altered responsibilities.

All but a few of the ministries have some portion of their workforce stationed outside the Mogadishu area. Eight ministries have over 50 percent of their employees in regional, district, or other field offices. These are the ministries of Education, Health, Justice and Religious Affairs, Livestock, Range and Forestry, Local Government and Rural Development, Marine Transport, Posts and Telecommunications, and Public Works.

Each ministry, no matter how small its workforce, has its own administrative support sections, its own building, and a complement of vehicles and other equipment. Geographic dispersal of the administration throughout the area of the capital city complicates communication and coordination among them. Lines of jurisdiction between many of the ministries are unclear, and there is some quite obvious duplication of efforts. Four ministries, for example, have a significant responsibility for water resource development; two are concerned with transportation; four with major aspects of the rural economy. A number of ministries make decisions upon a common body of data or serve a common clientele. The large size of The Council of Ministers restricts its ability to serve as an effective consultative, policy review, and coordinative institution.

The government has long been aware of the problem caused by the subdivision

of the administration into so many different ministries. Difficulties in coordination and the dilution of scarce managerial talent are obvious. Within the last year an interministerial committee has made an extensive study of this issue. Aspects of their report are being considered by appropriate authorities but no detail or decisions have been announced.

Some consolidation of ministries would appear to be desirable. Reduction in the number would yield some economies of scale, improvements in coordination, and in a more efficient utilization of buildings, equipment, transport, and above all, of scarce managerial and technical personnel. However, there are offsetting disadvantages. Ministerial status does give a particular area of activity a higher visibility and prominence. Smaller ministries are likely to be somewhat easier to manage because of the avoidance of scale diseconomies. Before any consolidation is attempted these considerations should be evaluated carefully. It is doubtful in any case that so extreme a consolidation as some have suggested, namely to only twelve civilian ministries, would be advisable. Combining ministries is a more difficult enterprise than subdividing them, and a gradual process of consolidation over a five year period would provide better results in terms of more effective administration and cost saving than would more precipitous action.

In each ministry, the key managerial position is that of the director-general, also appointed by the President, and, typically, a career civil servant of long experience and respected expertise in the subject area for which the ministry is responsible. Many of the current directors-general have been appointed to serve in an "acting" capacity and have not been promoted to the salary grade established for such positions.

The director-general of a ministry operates at the locus of responsibility for both day-to-day decision making and for longer term planning activities.

Because all departments report directly to the director general and because so few decisions are finalized at the department level without at least review by the director-general, the individual serving in this role is seriously overburdened. In addition to his normal responsibilities, ministry directors-general also often play a lead role in dealing with political authorities and foreign donor organizations. The present system creates a serious decision-making bottleneck which even the most competent and industrious individual cannot ameliorate.

A director-general's responsibilities include oversight of the preparation and presentation of the proposed budget. They personally must approve documents authorizing expenditures and personnel actions, and, indeed, must sign almost every official document or communication issued by the ministry. The director-general also chairs the ministry's management-worker committee which has a voice in personnel actions and, frequently, other administrative matters as well.

A director-general's personal staff assistance normally consists of only a secretary, three messengers, and a driver. Within this constraint, his personal management style, vigor, and administrative effectiveness will set the tone for the ministry and have a major impact on the ministry's accomplishments.

A representative of the Somalia Revolutionary Socialist Party is stationed in each ministry and autonomous agency. This official constitutes the direct link between the ministry and the party bureaucracy and participates in the formation of many ministerial decisions, especially in regard to personnel.

Autonomous Agencies. A large number of administrative units (known generically as "autonomous agencies")<sup>\*</sup> have been created by legislation or decree and attached to one or another of the ministries. These agencies report generally to the minister or vice-minister and not to the director-general. Except in those which are educational institutions, the administrative head of each agency is known as its "general manager". As noted in the previous chapter, legislation enacted in the early 1970s was designed to place the employees of the autonomous agencies under the same personnel system, especially with respect to pensions, terms and conditions of employment, and salaries, as the staffs of the ministries. However, over the intervening years various decrees and legislation have significantly altered the status of the employees of the autonomous agencies.

A definitive list of autonomous agencies does not exist because the definition of that status is variable and certain entities are not always included. A composite list of 61 entities usually described as "autonomous" has been prepared from the list of those that responded to the public sector manpower survey of 1983 plus others named by various ministerial officials (see Appendix Four). The 47 which responded to the manpower survey listed a total of 18,500 employees.

Conceptually, the autonomous agencies can be classified within four

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\* The term derives from the Italian aziende autonome, (literally independent businesses) which in Italy designates the government's wholly owned and managed business enterprises but not those enterprises, organized under the general corporation law, in which the government is a stock-holder.

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different categories. Adequate information is not available in all cases to permit the assignment to one or another of the categories. One group of them consists of certain non-revenue producing service delivery agencies such as the National University of Somalia, the National Academy of Sciences and the Arts, and the Somali Insititute for Development Adminiistration and Management. These agencies might rightfully be considered as components of the central government and their personnel have been included in the staff table contained in the previous chapter of this report.

A second group of autonomous agencies are otherwise known as "joint projects" or "joint ventures" because they operate subject to agreements between the government and a donor financing organization or private company. Representatives of the donor or private company normally share in the management of the agency to the extent provided for in the project agreement. The Somali-Hellenic Shipping Lines and Somali Airlines are two examples of this form of autonomous agency.

A third category consists of manufacturing and processing establishments also know as "factories." A number of these were private enterprises nationalized after the Revolution of 1969. Others have been established more recently in order to increase export earnings or to reduce requirements for imported goods. Examples include the Jowhar Sugar Factory, the Kismayo Meat Factory, the Aluminum Utensil Factory, and the Fertilizer Plant (now under construction).

A fourth category consists of financial institutions and trading companies created for the purpose of importing and distributing essential goods such as medicines (ASPINA) or of purchasing and exporting such products as hides (Hides and Skin Trading Agency). Some of these are monopolies while others must compete with private entrepreneurs handling the same items. The status of the

12 hotels owned by the government is ambiguous. They are listed by the Ministry of Finance as autonomous agencies but are managed by the Ministry of Tourism and Hotels as though they were an integral part of the ministry.

Both the third and fourth categories of autonomous agencies were expected to be self-sustaining from the revenues derived from the sales of products or services. Some of the financial institutions and trading companies have substantial profits, a considerable portion of which accrues to the national treasury. Others collect considerable sums as excise taxes on their sales but do not yield a net profit on operations. Many do not have revenues sufficient to cover their annual direct recurrent costs. According to the World Bank document Somalia Policy Measures for Rehabilitation and Growth (May, 1983) government borrowing to cover the deficits of these public enterprises has been one of the primary causes of the inflation which has taken place since 1977. In the recent past many of the agencies have found it difficult to break even because of the inability to obtain adequate supplies of either local or imported raw materials and because output prices have sometimes been set by legislation at artificially low levels. Other handicaps include such constraints as obsolete and poorly maintained equipment, lack of skilled workmen, and the employment of excessive numbers of poorly trained and relatively unproductive workers. An example of the problem is the banana packing plant. It employs 250 workers but is operating only 4 days a month for lack of fruit and market demand. The Jowhar Sugar Factory has not operated for seven months while undergoing renovation, but even after this work is completed, the supplies of cane available to it will not be enough to allow it to operate at more than a fraction of its productive capacity.

At present the future status of the manufacturing and trading enterprises remains uncertain. In January the Council of Ministers considered and approved

in principle a proposal that factories attached to the Ministry of Industry be permitted to place their employees under the General Labour Code (law 63 of 1972). This would permit determination of salaries and terms and conditions of employment through collective bargaining contracts rather than by the civil service law. This legislation, which would be expected to facilitate the recruitment and retention of skilled workers and the termination of those found to be redundant, has not yet been enacted. There have been proposals that additional autonomous agencies under ministries other than the Ministry of Industry be included in the legislation. There have also been suggestions to the government that subsidies from the treasury to revenue producing agencies be sharply reduced or terminated. This might require some enterprises to be sold, transformed into cooperatives to be turned over to their employees, or simply liquidated. Several unprofitable enterprises have already been discontinued. Any of these proposed actions would relieve the government of a costly responsibility for subsidizing and managing non-economic activities. The decisions made will have a major determinant effect on the government's fiscal condition and on its overall administrative efficiency.

Local Government. The Ministry of Local Government and Rural Development supervises all local governments except the municipality of Mogadishu. The latter is directly under the Office of the President. The country is divided into 16 regions which are in turn subdivided into 84 districts, each of which may have one or more towns or villages within its borders. Local governments currently employ between eleven and twelve thousand people of whom 3,200 are employed by the Municipality of Mogadishu which has the functions of both a regional and a district government. Figure 4-3 indicates the organizational structure of the Ministry of Local Government and Rural Affairs and its subordinate and cooperating agencies.

Regional governments are headed by a Governor appointed by the President. The Governor is simultaneously Chairman of the Regional Development Council and head of the Regional Party Committee. As regional executive he is responsible to the MLGRD for administrative matters but he also is subject to direction from the Party organization. In addition to the Chairman, the Regional Development Council consists of the Governor's political and administrative assistants, regional representatives of the ministries of Public Works, Agriculture, Education, Health, Mineral and Water Resources, and Livestock, Forestry, and Range, local commanders of the armed forces, heads of social organizations, district commissioners, chairmen of the district Peoples' Assemblies, and district executive officers.

The Council meets quarterly. In the interval between meetings its powers are exercised by the Governor and his two assistants, who forms its Executive Committee. Their acts must later be ratified by the Council. The Council must approve district tax levies and expenditures and prepare a budget which becomes effective after approval by the MLGRD and the Ministry of Finance. Its own funds come from central government subventions and contributions from the districts within the region. Regional governments monitor, through the Governor and his assistants, the implementation of all development projects, both those financed locally and those funded by transfers from the central government.

In each district there is a Peoples' Assembly of 13 to 21 members depending on the size and importance of the district. Members are elected by the people after nomination by the Party. The Party also nominates the Chairman of the Assembly who is then elected by its members. In each district there is an Executive Officer appointed by the Minister of the MLGRD. His role is that of advisor to the Assembly and as supervisor of local administration, but he is inferior in power and status to the District Secretary of the District Party

Committee.

In 1984 the total budgets of regional and district governments amounted to just under 450 million shilling of which approximately 18 percent was for salaries and wages. The formal status of employees who work in local government is ambiguous for they are subject to the general civil service law of 1980 in some matters and in others to decree No. 4 of 1972 which resulted in the transfer of the central government field employees to regional and district governments. Local employees may be transferred between districts and regions and between them and the headquarters of the MLGRD but such transfers are rare.

#### 4.3 General Characteristics of Organization and Management

This section of the report examines certain aspects of governmental structure and functioning which appear to be of greatest significance. The generalizations set forth have been drawn from other studies and reports and from information and judgements expressed by persons interviewed for this study. The following section contains suggested changes which are believed to offer significant possibilities for improvements in operational efficiency.

Shortcomings in Management and Supervision. Many reports, both formal and informal, have noted the lack of sufficient numbers of skilled and effective managers. The situation has been aggravated by the fact that experienced and competent managers have resigned, retired, or emigrated at a more rapid rate than they have been replaced during a period when government functions and workforce have expanded. Delayed government implementation, low employee productivity, and the failure to achieve planned goals are indications of a less than fully effective management system.

The symptoms of managerial weakness in many programs are evident: a) goals set have not been realistic in terms of fiscal shortages and the scarcity of

trained manpower; b) corrective action may not have been taken promptly when delays occurred or mistakes were identified; c) persons in managerial positions spend too much of their time engaged in activities that should be left to subordinates; d) resources are not allocated among activities in line with the stated priorities; and e) the "mix" of resources is not appropriately balanced. Supervisory shortcomings are revealed in the fact that: a) subordinates sometimes do not follow instructions or perform all of the tasks assigned to them; b) supervisors do not give enough time and attention to training and coaching their subordinates; and c) some supervisors do not regularly motivate subordinates with psychic or other rewards when they do well or sanction them when they fail to act correctly and efficiently. The extent to which these indications of inadequate management and supervision exist varies, of course, with the ministry and within them with the personal abilities and energies of persons occupying managerial and supervisory positions.

There are good reasons why management and supervision are not as effective as might be desired. Management is a sophisticated technology. Its methods must be learned especially by observation of skilled practitioners and with opportunities for practice and self-evaluation. Learning opportunities have not been extensive for the 50 to 60 primary managers in the central government. They have been even less ample for the 150 to 250 secondary-level managers and supervisors. Many of these latter are relatively young and inexperienced. Because of the rapid expansion of the government over the past fifteen years and the departure of more experienced officials, many of these secondary suborganizational heads and supervisors have been given significant managerial responsibilities prematurely. They have not had time to acquire the knowledge, skills, and self-confidence necessary to operate consistently as effective managers and supervisors.

The fact that so many and such diverse responsibilities are placed upon primary managers is a major operational constraint. These officials are, for the most part, the nation's "policy elite." They are the technocrats to whom the government turns for discussion of critical issues. They are asked to develop plans, prepare and analyze legislation, negotiate with donors, and resolve crises. They must do all these things without, in many cases, appropriately educated supporting staffs and in a work environment in which many persons can make demands upon their time and attention. Moreover, statutes and administrative tradition dictate that they must make many small decisions and personally sign a large number of documents; they are not likely to have time to evaluate each activity or decision fully. The fact that managers and supervisors obtain most of their information verbally and communicate their decisions to others in the same manner places further limits upon their capacity to delegate and to monitor their own work effectively.

Successful management demands highly developed skills in the assimilation and manipulation of data, in the analysis of complex considerations in terms of their component elements, in drawing logical inferences, and in laying out courses or sequences of action. Considering how little formal preparation in these skills is provided to government personnel, management is often better than might be expected. Subsequent recommendations for strengthening management and for the training of both managers and supervisors should, if adopted, lead to significant improvements. But it should be acknowledged that the process of improving the overall quality of management and supervision is bound to be slow and must be sustained over a period of many years. The maintenance of management quality, once achieved, becomes a recurrent obligation of the public service.

Highly Centralized Authority. Delegation of authority to take any kind of

formal action below the level of a director-general appears to be rare. As noted above, routine documents must go to a director-general, minister, or even to the Office of the President for approval. Such requirements for high-level signatures reflects a vestige of the highly-centralized colonial tradition and, in many instances, the perceived scarcity of trained and experienced staff at lower levels.

The absence of delegation substantially slows down all kinds of administrative action and wastes the time of senior officials that might better be spent in planning, policy-making, and the management of resources. It also frequently results in the loss of effective control. Periodic monitoring or checking upon the exercises of delegated authority by a subordinate is likely to result in much better decision-making and operational control than exists without delegation. Managers and supervisors at every level need intensive training in the art of delegation and in the application of technologies which permit control and accountability through monitoring and sampling.

Shortcomings In Implementation. Closely related to the shortcomings in management and supervision just identified are the common failures in implementation. The Ministry of Planning's Mid-Term Review of the National Plan cites frequent instances in which planned accomplishments were not realized because of difficulties in implementation.

The constraints on success of project implementation in Somalia are complex. The paucity of personnel experienced in forecasting and projection of future requirements is one factor. A second is the excessive optimism inherent in most project planning activities. A third important factor is the high degree of uncertainty that attaches to any forecast of future conditions because of the high degree of variability in the aggregate Somali economic performance. Finally, there is often a failure to coordinate project activities (especially

when assistance for the project is derived from separate donor agencies) with the result that the implementation plans of the individual projects fail to take into account the competing if not mutually exclusive demands on financial and human resources.

A sustained attention to detail, careful analysis of needs, and the creation of forward-looking plans of action to meet possible contingencies are not characteristic modes of behavior. There appears to be insufficient emphasis upon the accomplishment of desired practical ends. Too often plans have been made and targets set without sufficient consideration of the resources required and of the practical steps which must be taken, usually in ordered sequence, to achieve the desired results. Often the degree of program implementation has been measured by the amount of money spent rather than by tangible accomplishments.

There is no quick and easy solution to the problem of implementation. Managerial and supervisory training should be helpful in alerting officials to the necessity of including this element in their plans and of constantly monitoring the course of implementation so that appropriate actions can be taken if implementation is faltering. Progress on this front is bound to be slow. It would be helpful if ministries emphasized to all employees the desirability and necessity of achieving practical, concrete goals. It would be useful as well to stress the importance which the work of services, sections, and individuals has for the attainment of the goals of the organization and the welfare of the population.

Goals and Plans Exceed Resources. Throughout the government there are repeated instances in which ministries are being asked to do too much with too little. There are great disparities between the activities and responsibilities assigned to organizational units and the resources available for them. Certain

sections and services (with goals defined in legislation) have never been staffed because of the lack of human and financial resources. The staffing of one section in the Ministry of Fisheries, for example, consists of but two professionals and four subordinates, but the list of its responsibilities in the authorizing legislation would require a minimum of thirty personnel.

This lack of congruity between means and ends has many causes. One is the natural desire to meet social and economic goals regardless of practical constraints. Goals are set without an adequate appreciation of present and future resources. Ministry staffs may lack the technical skills required to calculate the true long-term and recurrent costs of desired programs. In any society, it is both politically and psychologically difficult to reject or defer obviously desired goals solely because the necessary resources are not currently available.

The desire to utilize external assistance from donors has led in certain instances to commitments for recurrent costs which the government realistically could not be expected to sustain. Budget formulation, it seems, has been concerned primarily with fiscal matters and initial investment costs and not with the availability of other resources (such as personnel with the requisite technical and managerial skills) required to maintain a project or program once it is instituted.

Much of the perceived difficulty in matching means and ends appears to result from the exclusion of budget considerations in the formulation of legislation defining ministerial responsibilities. This has resulted in a lack of coordination between planners who set program priorities and those who prepare and review the budgets of the ministries. The World Bank report, Somalia Policy Measures for Rehabilitation and Growth notes: "A variety of measures should be undertaken to strengthen the government's planning investment

program and budgeting procedures and otherwise to increase the efficiency of resource allocation." One alternative would be to consolidate the planning staff of the Ministry of National Planning and the Budget Department of the Ministry of Finance so as to produce a corps of personnel that is skilled in the analysis of priorities and can match the scale of investments and operations to realistic forecasts of human and financial resources.

The formulation of recommendations as to how the budgeting process should be improved, or even where a combined budget-planning staff should be located organizationally, is beyond the scope of this study. The problem identified here is, however, worthy of serious consideration and it might prove necessary to conduct a special study of financial planning, budgeting, and expenditure controls.

It does not require financial management expertise, however, to conclude that over time the budget and planning staffs, both centrally and in the ministries, should be upgraded. As university graduates with degrees in economics and other disciplines become available for government employment they should receive training in the specific analytical skills required for government planning. The budget-planning staff should be required to spend more time in the ministries whose budgets they are in charge of reviewing. The staff should also be charged with responsibility for evaluating the consequences and accomplishments of programmes and they should receive appropriate training to enable them to fulfil this responsibility. In the formulation of the budget, human as well as financial resources should be taken into consideration for administrative and technical skills are among the nation's scarcest resources. The human resources should be budgeted and allocated to those activities of highest priority. Concomitant financial resources should be provided in order to prevent the dissipation of project efforts. If too many different desirable,

(albeit inessential) activities are undertaken, the desirable and essential activities will suffer.

Reactive Rather than Proactive Administration. The administrative tradition inherited from the colonial experiences was essentially reactive. That is, administration was expected to wait until demands were made upon it, and then, in a semi-judicial manner, determine whether the demand was in proper form, contained the information required by legislation or regulation, and then, depending upon whether requirements set by legislation had, or had not, been met, grant or deny the request. This mode of operation met the requirements of the rule-of-law and principles of justice. It left to the legislature, however, the task of solving problems, of determining social needs, and left unmet nearly all needs which require positive action and initiative on the part of the individual ministries.

Since 1969 the government has endeavored to move from this reactive pattern to one in which administration is charged with the determination of needs, the planning and formulation of programs, and the initiation of actions to meet needs. Agriculture extension services, development of water resources, primary health care provision, and promotion of fishing are all instances of positive actions taken by government to meet needs with which a reactive administrative style would not have dealt. But the reactive tradition fades slowly and it may be some time before such traditional functions as personnel management become proactive and designed to maximize employee satisfaction and productivity rather than the reactive application of policies and rules to specific situations and requests.

Consensual Decision-making. Despite the high degree of centralization of formal authority, most decisions appear to be obtained through a process of consultative discussion. Committees and task forces examine issues and problems

in free and open debate. Subordinates appear to have little hesitancy in disagreeing with or in presenting unfavorable information to their superiors. Those who fail to win others to their point of view seem to accept the group consensus gracefully and do not appear to harbour disappointment or resentment.

This candor and openness in discussion, even among those of quite unequal status, is an important administrative asset. It increases the probability that all relevant information will be considered. The views of those most familiar with a particular matter are readily taken into account. Subordinates do not feel that they are mere tools for policy implementation as they do in some environments, but that they are full participants in the making of important decisions. There is also likely to be more coordination between organizational units than the formal administrative structure provides for. Unfortunately, the legitimation of decisions remains a highly centralized activity and this has the effect of offsetting some of the advantages of the consensual process. Consensual group decision-making also has its own inherent drawbacks. It is time-consuming and dissipates that scarcest of resources--the time of the skilled, professional managers. Because groups often meet without advance preparation, participants may not bring with them all available information relevant to the issue under examination. The decisions reached may be affected by hearsay or inaccurately remembered facts. The group's consensus, when reached, may subsequently be interpreted in varying ways by the participants.

On the whole, consensual decision-making has more positive than negative consequences and the style should be preserved. Managers could, however, be trained to use committees and consultative discussions more effectively. Some subordinates should receive concentrated training in preparing agendas and position papers and in the recording of minutes.

Impact of Donors. It would be difficult to overestimate the impact of donor

assistance activities upon the administrative operations of the central government. Aggregate donor funding accounted for U.S. \$400-500 million in 1983 or approximately 25 percent of the Somali Gross Domestic Product. This extensive donor activity has been accomplished by infusion into Somalia of a large number of experts, consultants, evaluators, technical experts, and project support personnel. It is an accepted fact that these personnel have varied greatly in their area competence and in their sensitivity to local constraints and institutional procedures. Nevertheless, in many ministries the expatriate staff play a significant role in the design of plans and operational procedures.

Whatever the personal strengths and weaknesses of expatriate staffs, a major impact of the availability of experts and donor assistance has been to fragment the use of the government's own resources. This has come about because of the lack of coordination among donors in terms of project areas and the forms of project intervention. Also, donors have not in the past given adequate attention to the fiscal and managerial absorptive capacity of the ministries for the recurrent project responsibilities once donor support ends.

#### 4.4 Recommendations

Two major sets of recommendations emerge from the foregoing analysis of the status of organization and management in the government. One has to do with the strengthening of management and the other with the provision of a greater technical capacity to introduce greater rationality into the organizational structure and methods by which the administration carries out its responsibilities.

RECOMMENDATION 4.1. Four things can and should be done to strengthen management.

1. Provide more extensive training and particularly periodic refresher

workshops and seminars for all who are appointed to managerial positions. This is covered in greater detail in the report's chapter dealing with the training needs.

2. Enlarge the managerial corps gradually by providing more than one director general in large ministries having a diversity of responsibilities. This could be accomplished easily with existing staff if smaller ministries were consolidated. One ministry (Fisheries) now has two directors-general, one for administration and the other for operations. This should be regarded as an organizational experiment and, if successful, could be copied more widely. In large ministries the designation of two or more directors-general would probably require the establishment of a superior position such as Permanent Secretary or Executive Manager. This official's function would be to promote coordination both within and among ministries and to assist political authorities in the analysis of important policy issues.

3. Directors-general would be more effective managers if all of them were provided with a staff assistant. The staff assistant should be a professional, and should have no other regular operating or supervisory responsibilities. Such assistance would expedite decisions, facilitate coordination within the ministry, maintain continuity when the director-general is absent, and, in general, free the time of the director-general for those activities and matters which the latter alone can handle. The assistant could also undertake special assignments of the type now commonly given to department directors. One result of the present system is that the directors' time and attention is taken away from their own management and supervisory responsibilities. The staff assistant position should be filled by someone with a baccalaureate level degree. For a recent university graduate a couple of years experience as an assistant to a director-general could be the best possible training for a later assumption of a

technical or supervisory role in the ministry. Intelligence, versatility, discretion, and communication skills will be more important factors to be considered in making the selection of candidates for such assignments than the faculty or discipline in which the graduate earned the degree.

4. Management could also be improved by making the annual plan a management tool. If departments and services were required to limit themselves in their annual plan to what can be accomplished with the human and financial resources available to them there would be less likelihood of an undue dispersal and waste of effort. The annual plan could well be supplemented with written statements of the duties, responsibilities, and goals, both qualitative and quantitative, of each service and department. Heads of services and sections should give similar written statements of duties to subordinates. Such statements should conform to the annual operating plan and should, therefore, be updated periodically.

With written job responsibility statements and realistic annual plans, managers could identify problem areas, take corrective action if accomplishments are not meeting expectations, and hold subordinates accountable for implementation of programs according to the plan. Meeting the goals set in plans and job statements could also be used to determine pay increases, bonuses, or promotions for meritorious performance. Written statements of responsibilities and authority would also facilitate the much needed delegations of responsibility. They could indicate precisely what subordinates could and could not do without recourse to higher authorities and also the standards which they should apply when exercising delegated authority.

RECOMMENDATION 4.2. A high priority should be assigned to the creation of an organization and methods unit with a trained professional staff capable of studying organizational and administrative problems throughout the government.

The 1963 commission which planned the organization of the public administration urged the creation of such an office. No such unit was ever created. Instead the government has depended upon the advice of foreign consultants, few of whom had been trained in what might broadly be called management analysis or organizational engineering. Donor-provided advisors have typically been experts in a functional field such as agriculture, fisheries, vocational education, and the like. Neither their education nor their prior experience could have been expected to give them expertise in the diagnosis of administrative problems or the ability to design and install improvements in systems and procedures to achieve greater efficiency and economy. SIDAM has from time to time provided such consultative services but the work usually was done by expatriates and their studies typically have been limited in scope and duration.

Since the early 1930s nearly all developed countries have created such organizational and administrative analysis units. Commonly, there is a central unit that serves the government as a whole and smaller units of like nature in each large ministry or department. If such a technical staff now existed, it would be the appropriate agency to advise on such issues as consolidation of ministries, assignment of support personnel and equipment, and the design of new forms, records, and procedures.

There is a general consensus that there should be a sustained effort to simplify forms, procedures, reports, and other paperwork systems in all of the ministries. Much of the government's manpower is now devoted to handling repetitive operations. A small but technically competent analytical staff could do much to make these operations simpler and less costly.

Illustrative of the kinds of procedures which should be looked at are those which result in the appointment, transfer, or promotion of personnel, the handling of leaves of absence records, the purchase or issuance of equipment and

supplies, the enrollment of participants in courses, the issuance of passports and visas, and the monthly payments of stipends to employees. Many of these operations are now unnecessarily complex and cumbersome. Forms often are not well designed, prepared, or properly filed; frequently the forms are difficult to understand, fill out, and record. Unnecessary multiple copies are prepared and filed and approvals are required at much higher levels than the importance of the action merits. A small but technically competent analytical staff working with responsible ministerial officials could do much to make these operations simpler, more expeditious and less costly.

These changes in organization and management are necessary to promote a significant improvement in civil service operations. They are not, by themselves, sufficient to achieve this goal. The succeeding chapters will deal with the issues of personnel management compensation, and training needs which are complimentary to the reforms recommended here.

## 5.0 THE PERSONNEL MANAGEMENT SYSTEM

### 5.1 Introduction

The activities which comprise the personnel management system of the civil service can be divided for the purpose of examination and analysis into the following components:

1. Determination of manpower needs;
2. Recruitment and selection from among available candidates for appointment;
3. Placement of appointees and employees in specific jobs (including initial assignment, promotion, and transfer);
4. The provision of a salary and other benefits in exchange for the employee's services;
5. Instruction and on-the-job experiences that complement prior education and enable employees to perform assigned tasks more effectively or prepare them to carry out more difficult and complex duties; and
6. Definition and enforcement of employee duties and obligations.

Complementary to these six fundamental functions are two other matters of concern. The first is the assignment of responsibility for the above activities within the operational unit and among the ministerial or agency personnel units and the central personnel offices and finance authorities. The second is the fact that each of the six activities involves the creation and maintenance of an efficient personnel information system. Files and reports are needed so that future personnel decisions can be based upon information regarding the employee's characteristics and employment history. Statistical and other reports enable directors and other senior officials to monitor personnel

operations and to formulate general policies or to suggest changes in applicable legislation or procedures.

This chapter provides a summary of the scope and structure of the civil service system and discusses the status of four of the six categories of activity listed above. The employee training and the compensation categories are discussed in subsequent chapters. Following the description of current practice, the major issues and problems requiring consideration and possible action are presented.

## 5.2 Scope and Structure of the Somali Civil Service

The term civil service refers to all non-uniformed employees, both permanent and temporary, of the central government including the judiciary, teachers, and some clergy. The "central" government designation includes staff assigned to districts; in several ministries the district staffs comprise 50 percent or more of the total ministry staff. For example some 5,500 employees serving in local governments are classified as part of the Ministry of Local Government and Rural Development's "central" government staff. For 1984, the total number of central government staff as here defined is approximately 45,000. Police and the armed forces are not included as part of this definition of the civil service. However, both the analysis and recommendations presented here will be considered in the context of the larger definition of government staff. This is important because the fiscal and other implications of any civil service changes are likely to extend beyond just the effects from altering the conditions of civilian employees.

The legal basis for the civil service structure was established in Law No. 7 of March 15, 1962. Subsequent modifications and additions were consolidated in the current civil service Law No. 5 of 1980. A summary of its major provisions

is contained in Appendix Six.

The original law defined two divisional career ladders, one administrative and one technical. Classification series were added for University teachers (WB) and for artists in 1975 and 1977 respectively. The original administrative ladder was separated into four "divisions" — A, B, C, and D in a manner analogous to the civil services of the United Nations and a number of European countries. For each division there is a minimum educational attainment. For assignment to division A, a university degree or its equivalent was required; division B required graduation from a secondary school (12th grade); C required completion of elementary school; and D required basic literacy. The current law maintains these minimum standards; a certification committee evaluates foreign degrees and technical education for equivalency to the specified minimum educational attainments.

Originally there were fifteen pay grades which covered the four divisions with some overlap among the divisions. Divisions, although still numbered to fifteen separate grades, now cover only 13 different pay levels. Division A contains grades 1 through 6, B grades 7 through 10, C contains grades 8 through 11, and D grades 12 through 15. Pay grades in divisions B and C have been modified so that B7 equates to A6, B8 and C8 to A7, B9 and C9 to A8. Prior to Law No. 5, division D included grades 11-14; in the current law these are numbered 12 to 15 but the pay levels have remained the same as those under the previous numbering. D12 under Law 5 is now the same as C11. A review of the actual pay assigned to subordinate staff on personnel rosters prepared in individual ministries reveals inconsistency (and possible confusion) in the designation of pay for these renumbered grades.

Positions are identified by job title and assigned to an appropriate grade level. New positions and titles are allocated to grades by comparing

educational qualifications and other requirements with those of previously allocated job titles. Remuneration consists of a basic pay for each grade plus various allowances. Because grade levels overlap among the divisions, the higher grades in divisions B and C receive more in pay and allowances than do the lower grades of A and B. Chart 5.1 presents a comparison of pay divisions and grades across the various series and selected job titles. Chapter 6 deals with the remuneration issue in greater detail.

The technical series developed in Law 37, 1977, has been incorporated into Law No. 5, 1980. However, interpretation, regulations, and implementation of Law No. 5 have failed to incorporate significant features of the original technical and professional series. This series was designed to complement, build on, and improve the administrative law by providing more equitable treatment for technically skilled workers. Specifically, Law No. 5 defines broad levels of expertise within the skilled crafts division (X), the technician division (P), and the professional division (AY). These definitions of expertise permit entry above the initial division grade on the basis of advanced training and experience.

Professor

WB-1 2200

Base Pay in Somali Shillings

CHART 3.1  
COMPARATIVE CHART OF  
SOMALI GOVERNMENT PAY DIVISIONS AND GRADES  
WITH BASE PAY

President of High Court

1800 A-1

Administrative  
Technical Professional  
Technician  
Executive  
Junior Technical  
Worker  
Clerical  
Subordinate

1700

1800

1600

1600

Senior Lecturer  
A-2: D.G., General Manager,  
Ambassador, Magistrate of Accounts,  
Attorney General

WB-2

1500

A-2

AY-1

1400

1400

1400

Lecturer

WB-3

1300

1300

1300

A-3: Director, Deputy Manager  
Manager  
A-4: Counselor, Legal Adviser  
Asst Lecturer

1200

1200

1200

F-1

1200

1100

1100

AY-2

A-5: Head of Section  
S-7: Senior Executive

1000

1000

1000

1000

2500

S-7

1000

X-1

900

920

AY-3

F-2

920

920

920

800

800

800

800

800

800

800

800

700

720

F-3

720

720

720

Artist-1

500

500

600

600

600

600

600

Artist-2

500

X-3

500

500

Artist-3

400

530

530

530

530

Artist-3

300

450

450

450

D: Mails, Ambassadors  
Messengers

200

X-4 (XX)

350

350

350

120 apprentice

2-13

100

2-14

250

2-15

300

SOURCE: Ministry of Labour and Social Affairs

In practice the criteria for entry at the various levels have been spelled out most clearly at the X level where a craft/trade testing mechanism has been developed. The levels of entry at the technicians level (F) are sketched briefly in the law and current efforts concentrate on developing precise standards for implementation at this level in coordination with the X level.

Little attention has been paid to development and implementation of the AY (technical/professional) series. This division defines three levels of expertise which permit entry and appointment above the base level. These higher entry levels could be used to accommodate both advanced degrees (masters and doctorates) and extensive experience.

The most significant feature of the AY series is its failure to provide for increments-in-grade. Increments were eliminated by presidential order in 1972. However, the application of the 1972 order to the technical series (developed in 1977) has seriously harmed the incentive structure of the system. In the administrative series, the increments that were eliminated by the 1972 decree were small, typically 10 to 30 shillings with 250 shilling increments at the A3 level and 2,100 shilling increments at the A2 level. However, the increments proposed for the technical series (which have never been instituted) are of at least 50 shillings and usually 100 shillings and within most grades there are four increments. This system of increments-in-grade would permit increased remuneration within each level of expertise and at the professional level would allow advancement to a level of compensation equal to the highest available in the administrative series [and lower only than the WB-1 (professor) level in the total pay scale].

Chart 5.2 presents a summary of occupations by actual assignment in a sample survey of six ministries (Fisheries, Information and National Guidance, Labour and Social Affairs, Sports and Youth, Tourism and Hotels, and Transport and



Civil Aviation). The chart indicates a less than systematic pattern of assignment of occupations to divisions with technical positions frequently assigned to the administrative series. The International Standard Classification of Occupations (ISCO), adopted by Somalia as a basis for its manpower statistics, outlines a clear and useful distinction between divisions A and AV. The ISCO system permits adequate promotional and pay increase opportunities to technical experts including both those with scarce medical, veterinarian, and agricultural skills and those with more common systems analysis, statistical, translation, personnel, and information skills.

### 5.3 Determination of Manpower Needs

The specification of manpower requirements is both a budgetary and a personnel management responsibility. On the personnel side it involves determining how many employees, possessed of certain types of skills and qualifications, are needed to perform a given set of activities. To do this similar tasks are grouped together, assigned a job title, and allocated to an appropriate level within the occupational grade structure. Estimates of average workloads may be used to calculate the number of persons who will be required for each job title. Such estimations are difficult to achieve and are an unreasonable expectation in an emerging civil service system.

The assignment of titles to specific posts or classes of posts, and of titles to the grade structure has been the responsibility of the Establishment Department in the Ministry of Labour and Social Affairs. Positions are titled, graded, and established upon request by the ministry or agency concerned. Many titles such as "head of section," "driver," "messenger," or "clerk-typist" are standard and are used throughout the government. Other position titles (for example, "customs inspector" or "air traffic controller") will be found only in

a particular ministry.

The prevailing philosophy has been to "establish" positions to meet anticipated needs as far as ten years into the future. In this way, established posts will be available to be filled when required to meet emerging program needs and as available funds permit the addition of new employees. Thus, it is customary for a significant number of "established" positions to be vacant at any point in time.

The 1974 policy of guaranteeing public employment to secondary school and university graduates began to place a severe strain on the "establishment" process in the 1980s. These candidates had to be appointed whether or not vacant positions existed. Lists of positions were drawn up for new organizations in the traditional manner, but the list of "established" posts in some ministries has not been updated since 1976-77. Many appointments and, with the elimination of increments, most promotions have occurred without there first having been established a vacant post to be filled. However, if ministries notified the Establishment Department that assigned graduates had accepted appointment, the MLSA then would officially "establish" the posts that the graduates occupied. This process was in direct contradiction both to standard personnel practices and to the methodology of manpower forecasting.

Determination of manpower requirements is also a part of the budget preparation and implementation process. Approval by the Presidency is required before a position can be "established," but that approval does not guarantee, by itself, that funds will be available to permit filling the position. It is not clear how much, if any, budgetary analysis and evaluation is done in the Ministry of Finance before approval is given to the filling of a vacant "established" post so long as total budgetary allotments are not exceeded.

Whatever the initial wisdom of a personnel appointment, once an appointment

has been made the Ministry of Finance considers the salary and allowances of the appointee as "fixed costs" and includes such costs in the annual budget and fund allocations. No ministry has reported the dismissal of any employee holding a regular appointment because of a subsequent reduction in the budget or the inter-ministerial reallocation of funds. Terminations of appointment because of the exhaustion of funds do occur with the completion of development projects, but appointments to such projects usually are temporary rather than permanent appointments to the regular civil service.

#### 5.4 Temporary Staff

Periodically, most governmental units find it necessary to employ temporary, part-time, or seasonal workers. These employees are used primarily in the government ministries and agencies that relate to construction, agriculture, and other employment activities subject to variations in intensity. The civil service law permits the appointment of "temporaries" for periods of less than 90 days provided that there are funds in the approved budgets adequate to finance the appointments. Such temporaries may be employed without prior examination or testing and without regard to the necessity of having pre-established positions for the workers.

In recent years the number of temporary staff has grown at a very rapid rate. The total wage bill for temporary staff was So. sh. 26.4 million in 1980. It increased 34.8 percent to So. sh. 35.6 million in 1982. By 1983 the wage bill for temporary staff had increased to So. sh. 483.2 million, a sixteen fold increase. This was over 45% of the total wage bill exclusive of pension contribution. The manpower report of the fall of 1983 showed the employment of a total of 1,785 temporary employees, or 4% percent of the total number of employees.

Prior to 1980 the temporary staff consisted primarily of lower-grade workers in the C, D, and X divisions. Since 1980, however, it has become common to use temporary appointments as a way of avoiding the low wage ceiling imposed by the pay system for permanent civil service employees. Because temporary staff may be assigned pay outside the normal government pay levels, temporary appointments have been used to recruit workers who otherwise would not have been willing to accept government employment.

The manpower survey of 1983 also asked ministries to give the year in which each staff member was first employed by the government. Dates before 1980 were given for a significant portion of currently employed temporaries. When the statutory limit of ninety days of service is reached, ministries often simply reappoint their temporary staff.

#### 5.5 Recruitment and Selection

Methods used to attract candidates and to select those to be granted appointment vary with the applicable division of the grade structure. Under existing law, those who have graduated from a university are entitled to appointment in the public service at the A/AY level. Each year the National University supplies the names of all degree recipients from ten of its twelve faculties to the Ministry of Labour and Social Affairs (Education graduates are assigned to the Ministry of Education and Political Science graduates directly to the Party). An interministerial committee, chaired by the Minister of Labour and Social Affairs, then allocates the graduates to the various ministries and public enterprises in accordance with each agency's requests and the relevance of the graduate's field of study to the available positions. The MLSA then notifies both the graduates and the agency to which they were assigned of its decisions; agencies are notified by circular and students by lists posted in the

Ministry of Labour and Social Affairs. Because the committee takes several weeks to accomplish the assignment of university students to government agencies, students are compelled to stay in Mogadishu (without a subsidy of living expenses) from the date of their graduation until their assignment. However, when assigned, their date of appointment and the payment of their salary is made retroactive to the time of graduation.

TABLE 5.1

APPOINTMENT OF UNIVERSITY GRADUATES TO GOVERNMENT EMPLOYMENT

<u>Effective Date</u> <u>of Appointment</u>	<u>Date of Circular</u>	<u>Number of</u> <u>Graduates Assigned</u>
May 1, 1983	May 30, 1983	29
Jan. 12, 1983	Feb. 2, 1983	1
Jan. 1, 1983	N/A	84
April 13, 1983	Apr. 25, 1983	10
Aug. 1, 1982	Aug. 28, 1982	229
Oct. 1, 1982	Dec. 13, 1982	44
Nov. 1, 1982	N/A	92
Dec. 1, 1982	Dec. 18, 1982	23

Most faculties at the University follow the Italian pattern of administering an examination when a suitable number of graduates is prepared to take it. Therefore, there is no correspondence among the graduation dates from faculty to faculty. Table 5.1 indicates the number of graduates assigned by their effective date of appointment and date of notification for 1982 and 1983. Table 5.2 shows the distribution of University graduates, by academic discipline, to the various ministries for the same two years.

Internal records, Dept. of Personnel,  
Ministry of Labour and Social Affairs;  
Graduates from National University  
Records.

COMPARISON OF UNIVERSITY GRADUATES BY FACULTY  
TO AGENCY ASSIGNMENTS BY MINISTRY

FACULTIES	1983										1984															
	Agri.	Ar. Huab.	Vet. Med.	Ind. Chem.	Engrg.	Geol.	Econ.	Law	Jour.	Ed.	Pol. Sci.	Med.	Lang.	Agri.	Ar. Huab.	Vet. Med.	Ind. Chem.	Engrg.	Geol.	Econ.	Law	Jour.	Ed.	Pol. Sci.	Med.	
<b>NUMBER OF GRADUATES</b>	31	7	14	4	25	9	14	22				14		37	63	11	34	18	2	41		219	124	50	669 (incl. Pol. Sc.)	
National University							1																			20
SIDAM						2																				13
Academy of Arts & Sciences																										1
Presidency																										2
National Assembly																										2
Small Socialist Democratic Party																										2
<b>Ministries</b>	27													31												63
Agriculture						3	2																			3
Commerce						1	1																			2
Culture and Higher Education																										2
Defense					3													6								6
Education																										9
Finance							2	2																		2
Interior						1	1																			6
Foreign Affairs																										2
Health											45		6													2
Industry																								15		80
Information and National Guidance				11	5		2	2																		36
Juba Valley									11																	15
Justice and Religious Affairs																										2
Labour and Social Affairs																										10
Livestock, Forestry and Range			7	14			2							72	23											3
Local Government and Rural Development																										97
Marine Transport and Natural Resources								2																		4
Mineral and Water Resources						1	1																			2
National Planning																		29								31
Posts and Telecommunications							1								1											4
Public Works and Housing					11																					24
Sports and Youth																										
Tourism and Hotels																										
Transport and Civil Aviation																										
<b>Banks/Commercial</b>																										
Central Bank																										1
Commercial and Savings Bank																										1
Development Bank																										1
Insurance Company																										3
<b>Industries</b>																										
Fertilizer factory																										21
Juba Sugar						1																				1
Liquor and Perfume (ISMAI)																										2
Milk factory																										1
<b>Agencies</b>																										
Agriculture Development																										1
CASS (Workers' Safety)																										1
Coastal Development																										1
National Electric																										1
National Petrol																										2
National Range																										1
Settlement Development																										1
Small Air																										1
Small Architectural Design					1																					1
Small Construction																										1
<b>Other</b>																										
City of Baghdad																										3
Police Headquarters																										2
Security Headquarters																										4
Chamber of Commerce	27																									489

The ability to absorb University graduates without exceeding staffing requirements varies among the ministries. Some ministries do not request many university graduates because the salary obligations would exhaust budget funds that are deemed to be more useful for other purposes. It appears that the number of graduates from certain University faculties will soon exceed the ministries' capacity to absorb them in positions requiring those particular specialities. It may be anticipated that future assignments will be in more generic occupations rather than in subject area specialities.

Other ministries complain that they do not receive as many capable graduates each year as they require. A major problem cited by graduates is that their interests, particular abilities, and desires are not taken into account when they are allocated to posts within the assigned ministries. As a result, very many graduates either do not report for work within the six month time period allowed or after a brief period cease working in the ministry to which they have been assigned.

Numerous posts in the A division that normally require a University degree have been filled by appointing or promoting persons having a secondary school diploma plus some combination of training and experience. Senior officials express the opinion that persons with long experience and a secondary school education often are more productive and capable employees than are the recent University graduates.

Essentially the same system of central assignment was used from 1971 to 1983, the period of guaranteed government employment for secondary school graduates. In 1981, the requirement to provide government employment to all secondary school leavers resulted in the placement of 249 students. According to a Ministry of Labour and Social Affairs official, this was roughly equal to the number of staff requested by agencies in that year. However, in 1982, 492

secondary school leavers were assigned and this number was much higher than the number of employees requested. Table 5.3 presents detail on the assignment pattern of secondary school leavers in 1981 and 1982, the most recent years for which data are available.

TABLE 5.3

## ASSIGNMENT OF SECONDARY SCHOOL LEAVERS, 1981 &amp; 1982

AGENCY	1982				1981				AGENCY	1982				1981				
	G	Te	A	T	G	Te	A	T		G	Te	A	T	G	Te	A	T	
Presidency - D.G.	1				1				1									
Magistrate of Accounts	45		4	49					3	8	2	3	13		5	8	3	8
National Assembly	3			3											32			32
Attorney General's Office	1			1											2			2
Ministry Agr. Culture									6	2		2					1	3
- Commerce	15			15					6	15	3	18						
- Culture and Higher Education	23	2		25	3	2			5	1	1	2					1	1
- Education																		
- Finance	5			5						4		4						
- Fisheries		5		5					5	1	1	2						
- Foreign Affairs	2			2					5	7	15	22						
- Health	10	4	1	15	6				6	2	3	5						
- Industry	24	5	1	30					6	5	6	11						
- Information and Nat'l Guard	20	3		23					6	5	5	5						
- Justice and Relig. Affairs	10			10	15				15	7	15	3	25					
- Labour and Social Affairs	10			10	20				20					8	7	1	16	
- Livestock, Forestry, Range	21			21					20								1	1
- Local Govt. and Rural Devel.	10			10					6	5	1	6						
- Marine Transport and Ports									6								1	1
- Mineral and Water Resources	15	8	1	24					6									
- National Planning	18			18	30				30					2		1	3	
- Posts and Telecommunications	5			5					30	1	2	5						
- Public Works and Housing	12			12	7	19			26	2		2						
- Sports and Youth					6				6	10		10						
- Transport and Civil Aviation	60			60	5				5									

AGENCY	1982				1981			
	G	Te	A	T	G	Te	A	T
Bay Project	1			1	2		1	3
CASSI Workers Safety	45		4	49				
Chamber of Commerce	3			3				
Coastal Development	1			1				
FIAT: Transport and Spare Parts					6		6	
FINA (Somali Invel. Bank)	15			15				
Mogadishu Water	21	2		23	3	2		5
National Electric								
National Petrol	5			5				
National Printing		5		5	5		5	
National Range	2			2				
National Transport	10	4	1	15	6			6
Settlement Development	24	5	1	30				
Somali Architectural Design	20	3		23				
Shipping	10			10	15			15
Somali Film	10			10	20			20
Somali Ports	21			21				
Tractor and Agriculture	10			10				
Water Development					6			6
National University	15	8	1	24				
SIDA	10			10	10			30
TOTAL	522	115	25	592	146	90	11	249

Source: Ministry of Labour circulars assigning Secondary School graduates in 1981 and 1982; Ministry Staff Rosters.

- Secondary school graduates are broken out by general (G), Technical (Te), Accountancy (A), followed by Total (T). Numbers in parentheses in the last column show the number of those assigned who showed up on 1984 staff rosters in ministries for which rosters were available.

Another category of staff that are assigned to government agencies without regard to requirements are personnel whose services no longer are required by the military. Some of these are older personnel described as "pensioned;" others are simply staff who for one reason or another have been classified as redundant by the military. Between 1976 and 1979, 1,144 such persons were transferred to the civilian civil service and between 1980 and 1982, 290 additional workers were transferred. The following table details the occupational divisions of these transferees.

Distribution by Occupational Division of Military Personnel Transferred to Civil Service Agencies, 1976-1982

	Occupational Division					Total
	A	B	C	D	Unidentified	
1976-79	92	232	412	134	274	1144
1980-82	<u>21</u>	<u>51</u>	<u>132</u>	<u>56</u>	<u>30</u>	<u>290</u>
Total	113	283	544	190	304	1434

Source: Ministry of Labour and Social Affairs roster, prepared 1982.

These staff members continue to be paid the salaries that they received while in the military service. For those transferred between 1976 and 1979 especially, their salaries and allowances appear to be significantly higher than those of equivalent workers in the civil service agencies.

Although it is widely asserted that the policy of universal employment of secondary school leavers has overexpanded the civil service, it is hard to document this from staff rosters. The government has not attempted to document the extent to which either university graduates or secondary school graduates assigned to agencies have in fact remained in the assigned agency or on the government payroll in another agency.

Since 1980 almost all of the increase in civil service employment has been

in the Ministry of Education. Overall staff increases in other ministries do not appear excessive and do not reach the estimated needs outlined by the ministries in their staffing projections prepared for the Ministry of National Planning. The effort to trace secondary school appointments in selected Ministries was indicated in Table 5.3. Ministries selected for analysis were those for whom staff rosters were available and which were small enough to permit the line-by-line scrutiny necessary to identify whether a given person was indeed on the roster. This exercise highlighted the difficulty of acquiring and aggregating information from the personnel data available in the ministries. The following problems were encountered:

1. Letters assigning students to the ministries are not uniform from year to year in terms of inclusions (e.g. assignments to the National University) or in the order in which students were listed.
2. Staff rosters do not use a uniform method of listing staff; some are alphabetical, some work from highest division/grade to lowest, some organize by administrative and structural units or by a central versus field designation. In alphabetizing, a non-standard Somali order is used. Since these rosters tend to be prepared for submission for budget purposes a standard order relative to budgetary needs would seem to be required.
3. Many employment rosters lack an identifying number, a date of entry to service, or other clear identifier. There are minor discrepancies in the way names are entered which cause difficulties because of the similarity among certain names and the frequency of errors further complicates the difficulty of identification.

These are all problems that will need to be addressed in order to improve record keeping and informational storage methods and to allow for analysis of the

personnel system.

While large numbers of secondary school graduates are alleged to have been assigned to the agencies without regard to need, it should be noted that the ministries also cite this educational level as one of critical shortage. Agencies regularly show unfilled positions at the executive (B) level (service and section head) and there remains a dramatic shortage of technicians (F).

This inconsistency may be explained in terms of the perception by senior officials and managers that secondary school graduates have not been educated in a manner that makes them immediately useful within the work environment. While this probably is true for all levels of education, less has been done in terms of training to compensate for the inadequacies at the secondary level than at the university or elementary level. Semi-skilled trade and craft persons have well-developed channels to acquire and demonstrate competency and to enter the technician ranks. University graduates receive formal on-the-job training and educational opportunities to develop needed skills.

With the elimination of the policy of guaranteed employment of secondary school graduates in 1983, candidates for post in the B/F and C/X divisions of the occupational grade structure currently are selected through competitive examinations administered by the Recruitment Board of the Ministry of Labour and Social Affairs. The Board's permanent members include a representative of the MLSA, of the Worker's Union, of the Women's Democratic Association, and of the Youth Association. This Board has responsibility for all recruitment for civil service employment in the country. If the examination is being held only for a particular ministry, a representative of that ministry is included on the examining board. All examinations are advertised in the official newspaper, Xiddiqta Oktoobar, and via radio announcements. Such advertisements identify the jobs to be filled, the minimum qualifications required, the date of the

examination, and the closing date for applications. Table 5.4 shows the number of candidates tested and placed by recruitment boards from 1978-1982.

TABLE 5.4  
HOGADISHU (CENTRAL) AND OVERALL  
PERCENT OF APPLICANTS PLACED BY RECRUITMENT BOARDS,  
BY OCCUPATIONAL GROUP

Occupation	1978			1979			1980			1981			1982		
	apply	place	%												
<b>Overall</b>															
Professional	-	-	-	-	-	-	-	-	-	-	-	-	2	2	100%
Technical	67	42	43%	62	47	76%	95	41	43%	24	18	75%	46	23	50%
Administrative	6	4	67%	3	1	33%	1	1	100%	-	-	-	-	-	-
Clerical	909	284	31%	779	294	38%	794	466	59%	448	229	47%	1294	434	34%
Sales	51	15	29%	32	21	66%	121	50	41%	-	-	-	4	4	100%
Service	365	322	88%	439	321	89%	506	473	93%	457	407	89%	740	628	85%
Agriculture	95	38	40%	125	124	99%	27	20	74%	-	-	-	60	55	92%
Production et al	6870	4993	73%	2964	2303	78%	2124	1562	67%	1737	1365	79%	2199	1636	74%
Unspecified	145	78	54%	15	10	67%	153	155	100%	237	160	68%	246	210	85%
<b>Total</b>	<b>8508</b>	<b>5775</b>	<b>68%</b>	<b>4419</b>	<b>3191</b>	<b>72%</b>	<b>4023</b>	<b>2768</b>	<b>69%</b>	<b>2943</b>	<b>2179</b>	<b>74%</b>	<b>4589</b>	<b>2990</b>	<b>65%</b>
<b>Hogadishu</b>															
Professional	-	-	-	-	-	-	-	-	-	-	-	-	2	2	100%
Technical	11	11	100%	-	-	-	93	39	42%	7	6	86%	-	-	-
Administrative	4	1	30%	3	1	33%	-	-	-	-	-	-	-	-	-
Clerical	334	85	26%	127	26	20%	310	244	79%	220	94	43%	883	134	15%
Sales	-	-	-	3	3	100%	5	5	100%	-	-	-	-	-	-
Service	71	47	66%	38	66	73%	121	109	90%	123	79	64%	154	86	56%
Agriculture	-	-	-	-	-	-	-	-	-	-	-	-	9	4	44%
Production et al	1519	936	62%	183	225	59%	366	264	72%	232	161	70%	223	65	29%
Unspecified	74	19	26%	-	-	-	74	74	100%	110	86	78%	107	79	74%
<b>Hogadishu Total</b>	<b>2013</b>	<b>1102</b>	<b>55%</b>	<b>605</b>	<b>321</b>	<b>53%</b>	<b>969</b>	<b>735</b>	<b>76%</b>	<b>692</b>	<b>428</b>	<b>62%</b>	<b>1378</b>	<b>370</b>	<b>27%</b>
<b>Hogadishu % of Total</b>	<b>24%</b>	<b>19%</b>		<b>14%</b>	<b>10%</b>		<b>24%</b>	<b>27%</b>		<b>24%</b>	<b>20%</b>		<b>30%</b>	<b>12%</b>	

Source: Ministry of Labour and Social Affairs, \*Empower Statistics Bulletin  
5-21

Since a supply of employable persons with the talents and skills desired often is not available, these examinations may not discriminate effectively among the comparative levels of competence of the applicants. Under these circumstances, examinations can only test for such general factors as literacy and numeracy, basic intelligence, and personal interest.

The government has an inherent interest in identifying as many qualified candidates as possible for gainful employment. Where all conditions are favorable, Recruitment Board examinations can function efficiently. For example, in early 1984 the Somali Central Bank sought 15 new cashiers. In cooperation with the Board, the Bank developed, scheduled, and advertised a written qualifying examination. Of 459 applicants, 50 passed the qualifying examination. These 50 people were ranked by an oral interview process conducted by Bank officials in the presence of Recruitment Board representatives. The top 15 candidates were hired on a probationary basis. The list of those who passed the examination but were not selected for appointment has been used to fill subsequently vacated or newly created cashier positions at the Central Bank as well as positions at the Commercial Bank.

#### 5.6 Placement, Promotion, and Transfer

When a group of people with the same formal qualifications are appointed to a ministry, they tend to be randomly distributed to available positions among various departments. Some ministries evaluate new recruits following an initial work period and reassign them to positions for which their skills appear most appropriate. There is, however, no uniform practice of review and reassignment; the effort expended to match people to positions varies greatly from ministry to ministry, depending on the management style of each director-general. There are a considerable number of instances where individuals who have received

specialized training are assigned to positions which do not make use of that training.

Promotions can occur in either of two circumstances: when there is a vacancy in an established post at a higher grade to which an employee is eligible to advance and when an individual who has been appointed in one division, e.g. B or C., based on prior educational qualifications, subsequently acquires a higher level qualification by further schooling. Because the pay grades of the divisions overlap, this change of category may not carry a pay grade increase. It is, however, advantageous to the employee since it creates the possibility of future promotions to the higher divisions.

Under civil service law employees are not eligible for promotion until they have served three years in a particular grade. But this period may be shortened in cases of "special merit." Many employees complain that neither good work nor participation in in-service training programs appears to increase the probability of their promotion. There is no government policy on promotion that is clearly or uniformly applied. Some agencies appear to be fairly liberal with promotions, giving them almost automatically to all who have served three years in-grade and have performed satisfactorily. Other agencies have apparently not been apprised that promotions currently are being processed and therefore fail to request them and thus inadvertently penalize deserving employees. Still other agencies do not have sufficient budgetary funds to pay for promotions and thus avoid granting them.

Promotions have been banned periodically over the past decade because of general fiscal restraints. Statistics on the frequency of promotions have not been collected routinely in the ministries or centrally. However, The Manpower Division of the Ministry of Labour and Social Affairs currently is compiling these statistics for 1983.

Promotions may be proposed and processed one at a time, but typically ministries review personnel records once or twice a year and submit collective requests for all eligible promotions. The requests are processed collectively by the MISA according to the procedures applicable to the different levels of employees.

### 5.7 Separations

Data on the number and the reasons for separations from the civil service were not gathered until 1983. No ministry surveyed had calculated turnover rates although at least one had raw data on staff turnover. Beginning this year, data on separations will be incorporated in the Ministry of Labour and Social Affairs ongoing series of manpower surveys. Data tabulated so far show 647 separations in 1983 based on this data the aggregate turnover rate is approximately 1.5 percent.

Resignation is known to be the most common reason for separation. The highest rate of resignations is among skilled craftsmen and technicians. Over the past five years every ministry has lost by resignation a significant portion of higher level professional, technical, and managerial personnel. The most common explanation for such resignations has been that the persons concerned had opportunities to earn much higher incomes either in Somalia or in other countries. Death is the second most frequent reason for the termination of employment.

Resignations are not official until they go through the same legitimization process as appointments or promotions. As elsewhere in the world, there are no systematic exit interviews with those who resign. It seems apparent, however, that supervisors do learn through informal channels why employees decide to request resignation.

There are, as yet, few retirements. The official retirement age is 60 years for men and 55 for women, at which time the retired official is entitled to a pension based on final salary and length of service. Although retirement would reduce the size of the civil service and create promotion opportunities for younger employees, both desirable outcomes, civil servants who have difficulty living on their salaries are unwilling to accept even lower pensions. However, the government can anticipate that over the next decade pension claims will constitute a growing burden on the country's financial resources, especially if the level of salaries is increased.

#### 5.8 Definition and Enforcement of Employee Duties

The 1980 Civil Service Law contains several sections listing the duties and obligations of civil servants. Among these are:

- a) to devote full time to their duties;
- b) to work to the best of their ability and in accordance with personnel laws;
- c) to obey and respect superiors;
- d) to look after public property;
- e) to be punctual;
- f) to preserve the confidentiality of official information.

Punishment is also provided for violations such as disloyalty to the state, requesting or accepting gifts, seeking to use official influence for one's own benefit or that of friends, misuse of funds, or the commission of a crime.

Regulations explicitly prohibit the holding of a second job or being engaged in business or professional activities for gain. They also require in each office the keeping of a daily time record on which employees are expected to register their arrival and departure times. Unexcused absence from work for

more than six months results in automatic dismissal. This regulation is frequently exploited by persons who want to resign and who do not receive permission to do so.

Formal disciplinary charges are sometimes brought but this is quite rare—usually fewer than half a dozen per ministry per year. Those charged are generally persons in the lowest levels of the grade structure. The employee facing discipline has the right to take part in an informal hearing by the ministry's promotion, reward, and discipline committee before the committee makes its recommendation to the director-general. The employee can appeal this decision to a Public Inquiry Committee in the Ministry of the Presidency for further review. Penalties range in seriousness from a fine equal to a few days pay to suspension and dismissal.

The inadequacy of pay, the curtailment of promotions, and the elimination of in-grade increments understandably have undermined employee motivation to perform well on the job. Absenteeism is high and supervisory discipline is ineffective. Given the virtual lack of normal monetary rewards, it is surprising to find as many dedicated, efficient, and hard-working civil servants as one does.

In this otherwise inhospitable work environment there are ongoing efforts to recognize and reward employee service. All agencies have at least one annual ceremony, usually in connection with Labour Day, May 1, at which workers are cited for meritorious work. Selected employees receive cash bonuses of several hundred shillings or are awarded letters of commendation which are placed in their personnel files.

Table 5.5 shows a record of the disciplinary actions, promotions, rewards, transfers and other personnel actions compiled in the annual report of one ministerial personnel unit (Tourism and Hotels). Data from this ministry has

TABLE 5.5  
 MINISTRY OF TOURISM AND HOTELS: PERSONNEL ACTIONS, 1983

Permanent Staff	Total Staff			Central Staff		
	Total 1077	Male 682	Female 395	Total 140	Male 94	Female 46
New	26	6	20	10	3	7
Transfers from	4	2	2	1	1	0
Transfers to	3	2	1	3	2	1
Resignations	80	50	4	6	5	1
Fired	35*	31	4	6	5	1
Fined	2	1	1	1	0	1
Promotions	120**	84	36	58	37	21
Died	2	2	0	1	1	0
Accidents	2	1	1	1	0	1
Seconded to	6	6	0	2	2	0
Seconded from	10	3	7	2	1	1
Good performance Award (cash)	8	7	7	3	3	
Good performance Certificate	17	11	6	12	7	5
Scholarships abroad	3	3	0	3	3	0
University training - 9 months	15	6	9	2	2	0
Foreign leaves	2	1	1	1	0	1
Sick leave	4	0	4	3	0	3

\*33 from H H Kalaab

\*\*Highest in 10 years

Source: 1983 Annual Report, Ministry of Tourism and Hotels

100

been included for illustrative purposes only; no other ministry provided an annual report detailing such information.

### 5.9 Organization for Personnel Administration

Personnel actions are initiated by the director-general, by heads of departments, or by the workers' committee, but not generally by the ministerial personnel service. The role of the ministerial personnel service is reactive rather than purposeful. Its functions are generally limited to the preparation and forwarding of communications, the recording of documents sent or received, follow-up on matters pending in the ministries of Labour and Social Affairs or of Finance, and the keeping of the personnel files. The personnel unit rarely participates in decisions directed to the improvement of employee morale or the utilization of human resources.

The structure of ministerial personnel units varies depending on the size of the ministry and the importance attached to the personnel function. A few are departments, sometimes combined with training departments; more typically they are services in the Administration Department. Size can range from one employee exclusively occupied with personnel matters and files to over ten so occupied. Personnel units sometimes also are responsible for the maintenance of archival records, for registering all incoming and outgoing correspondence and documents, for keeping the ministry's official files, for monitoring employee attendance, and for supervising the work and work schedules of guards, cleaners, janitors and others engaged in similar support work.

Among ministries surveyed, the senior officials of the personnel units had job ratings that ranged from A-3 to C-9. Length of experience in personnel work for these individuals ranged up to 30 years. Some officials with B and C ratings had recent university graduates as subordinates, but both B-9 and C-9

officials have salaries higher than these of entering graduates. Of the senior personnel officials interviewed, most had had at least a few weeks of formal training in personnel administration at SIDAM and several had had significant training including training abroad in Arab or other African countries. Instruction has been in Somali, Arabic, and English. There is some question as to the benefits of such specialized training in English, a language with which few personnel chiefs are comfortable.

The Personnel and Documentation Department of the Ministry of Labour and Social Affairs has given guidance to the personnel offices in the other ministries relative to the organization of personnel files, the documentation which must accompany requests for personnel actions, and the format and content of personnel reports. To date, emphasis has been on documentation aspects of the personnel office and not on its role as a specialized contributor to the mobilization and ordering of the agency's manpower.

In each ministry a key role in all personnel decisions is played by the Promotion, Reward, and Discipline Committee whose composition and responsibilities are defined in Law Number 5. This committee is chaired by the director-general and all department heads are members. Committee membership varies somewhat with the size of the ministry but contains as a core representatives of the Workers Union, the Woman's Democratic Union, and the Youth Association. In the larger ministries different categories of workers are also represented. The Party representative also participates in the committee's meetings but does not vote.

It is the usual practice for the call to meeting to include an agenda of matters to be considered. The head of the personnel unit is generally the committee's secretary and prepares the minutes of the discussions, decisions, and recommendations. Meetings may be scheduled regularly or called as needed.

During these committee meetings the directors-general in some ministries may discuss non-personnel matters such as the ministry budget, general policies, the status of work projects, etc. The workers' component of the committee also may meet independently.

These committees have the advantage of involving workers in participatory decision-making and in highlighting the importance of benefits and incentives to performance. In matters of discipline, however, there is evidence that requiring prior committee approval of disciplinary sanctions thwarts prompt and effective discipline. For instance, in the Ministry of Tourism and Hotels, any disciplinary action must be approved by both the individual hotel's disciplinary committee and the ministry's disciplinary committee and be reviewed centrally before the general manager can act. It is not clear that the law intended this degree of restriction on effective disciplinary action.

The establishment function is prescribed in the Civil Service Law of 1980 but it has not been possible to maintain it under current conditions as ministries do not provide the Ministry of Labour and Social Affairs with precise information about persons employed. An expert in personnel and establishment assigned to the Vice-Minister has been solely responsible for the complete establishment operation in the Ministry of Labour and Social Affairs. However, a new Director of Establishment has been appointed and plans are underway to strengthen the unit.

Requests for personnel actions such as appointments, promotions, transfers, and separations are sent by the requesting ministry, over the signature of the Minister or Director-General, to the Personnel and Documentation Department of the Ministry of Labour and Social Affairs. There the documentation is checked for completeness and conformity to law. Requests are frequently incomplete and the Department has issued numerous circulars in an effort to have the necessary

103

information submitted. Documentation is checked again in the President's office during the decree issuing process. If a request has been justified and documented properly a decree is prepared for signature; it is signed by the President if the action pertains to employees in the A, AY, B or F division or by the Minister of Labour and Social Affairs if it relates to employees in one of the lower divisions.

The staffing pattern in the Personnel Department at the MLSA is currently the following:

A - 3

B - 9

C - 21

Ten Personnel Department employees perform ministerial "mail room" functions. That is, they register all incoming and outgoing correspondence and documents and forward them to the Director-General for review and distribution to the proper offices. Since the personnel unit's own mail constitutes the major portion of Ministry mail, assigning this function elsewhere might be less efficient. Staff type envelopes for outgoing mail and store the ministry's official files chronologically by type in a series of folios.

Staff responsible for the personnel function in the Ministry of Labour and Social Affairs seem cognizant of the problems to be solved and of underlying constraints. There is an openness to suggestions and an interest in developing methods of coping with these problems.

#### 5.10 Records and Files

Personnel administration requires the preparation of records and the keeping of files. Efficiently run organizations must know who their employees are, when they were appointed, promoted, or separated, and their training and skills

background. Personnel records are also essential for payment of salaries and fiscal accountability.

Given the financial and manpower constraints, it is not surprising to discover that governmental personnel files are presently inadequate. Personnel offices generally have copies of Law No. 5 but do not maintain a current file of presidential orders, decrees, or regulations which modify the basic statutes. Appointment decrees are created in multiple copies and filed chronologically. Since January 1983, ministries have been instructed to keep the master file on each employee in a folder designed by the Personnel and Documentation Department of the Ministry of Labour and Social Affairs. The most essential data of that employee's work history is supposed to be entered on the outside of the folder as well as on a personal history sheet filed inside. An index card system has been designed to make individual files easier to locate in the central personnel office and to facilitate keeping track of files removed for use. Chronological registers of documents received and dispatched and chronologically filed folders containing copies of outgoing correspondence make it possible to verify the receipt or dispatch of documents and to allow retrieval of them as necessary.

There have been problems in implementing this system. The personnel file folders frequently lack essential information or documents. Because the papers and folders used are large (based on the Italian mode) they do not fit into most of the available cabinets. Most files are stored horizontally rather than vertically and therefore take greater floor space. A file search is time consuming since a large number of files must be picked up and examined before the desired record is found. MISA has not been able to construct a sufficient number of shelves to accommodate the entire central personnel filing system and many files remain stacked on the floor.

Records may not be updated promptly. It is widely believed that some

persons who have left the service continue to be paid as employees. The non-standard Somali alphabetical order adopted by government discourages the development of rapid and automatic alphabetization skills in filing. In some ministries, personnel files often are stacked randomly and an employee may find it necessary to search through the entire collection in order to find a desired file. No uniform method has been devised to identify the files of individual employees. There is confusion due to the duplication of names thus making it difficult to identify the specific individual to whom a file belongs. Positive file identification is achieved by the use of a combination of the three names used and the mother's name, birth place, and birth date as recorded on birth certificate. Birth certificates are supposed to be included in each file to allow for positive identification; however, such certificates frequently are missing either because they were not entered at time of appointment or because they subsequently have been removed.

Although files are regularly used in routine processing of personnel transactions, personnel managers do not use them as sources of management information. For example files are seldom referred to when employees are being selected for specialized training. Persons with certain skills cannot be located systematically and then matched with appropriate jobs or training opportunities. Because file data are not aggregated and made available to policy makers, important decisions are often made on the basis of beliefs or estimates rather than upon documented information from the ministry files.

### 5.11 Evaluation and Analysis

Those aspects of the Somali personnel system, as provided for in law and regulation, appear to be appropriate and rational. The division of the service into four categories distinguished by the educational level attained but with

separate ladders for all levels of technical and skilled workers and for academicians is relatively simple and workable. The weakest aspect of the system, the failure to provide proper incentives and rewards for senior technical professionals, derives from the failure to implement the original technical series with its generous in-grade increments permitting advancement to pay levels comparable to those at the top of the administrative series.

The procedural departure from the requirement for a separate establishment function prior to employment is one that might well be institutionalized as it allows increased flexibility in the reassignment of personnel as programs and needs change. In addition, it saves the manpower which would otherwise be expended in trying to anticipate needs and fix titles for positions for which funds may never be provided.

The rapid and perhaps excessive growth in the civil service has been due to government policies and the structure of the budgetary process rather than to any operations of the civil service per se. Individuals, once given permanent regular appointments, are secure in their tenure as long as they meet their responsibilities adequately. This is a norm in most civil service systems. However, it is inefficient to make the size and levels of the staff assigned to specific functions permanent. Needs change, and with those changing needs, some activities, departments, and even ministries should be expanded while others should be contracted. A budgetary mechanism which would result in greater flexibility in staffing and in an ability to shift manpower from areas of surplus to areas of scarcity is possible under the present civil service law.

Despite the conclusion that those aspects of the civil service system just described are reasonably well designed and appropriate to the culture and environment, there are problems and issues which merit emphasis and further discussion. The balance of this chapter is devoted to an analysis of the most

Important of these issues.

### 5.12 Redundancy

A major issue in any consideration of the Somali civil service system is whether there are significant numbers of redundant staff. An exact determination of the number of staff who may be redundant would require analysis of work loads and employee production rates, of each department and each ministry. Such an analysis would require an in depth study by a highly trained staff of thirty to fifty Division A employees in order to determine which positions are nonproductive and which positions should be cut in order to reallocate resources. A rough approximation based upon the direct observations of key informants in a limited number of ministries is that, depending on the ministry, somewhere between 5 and 50 percent of the employees could be dismissed without reducing the effectiveness of the public administration. If absenteeism were minimized and the employees who were retained devoted their energies for the entire official work week to the tasks assigned to them effectiveness would be increased.

### 5.13 Limited Opportunities for Promotion

Infrequency of promotion is a common employee complaint. This complaint appears to stem from the elimination of in-grade increments with the result that pay increases can be obtained only with the advance of an employee to a higher grade. In the typical civil service career, an average of three or four promotions can be expected over 20 or more years. If no other avenue to pay increase exists, i.e., if there are no in-grade increments, civil servants tend to become demoralized by the lack of reward for good service. Alternatively the

classification structure and assigned pay scale may be distorted by the use of promotions to provide pay increments. Both of these conditions characterize the current civil service system. It also appears that insufficient attention is paid to assuring that those promoted have the necessary experience, seniority, and competence to perform job responsibilities.

By design, most of the higher grades in the administrative division (A and B) are allocated only to job titles involving supervisory and management responsibilities. In each ministry the number of positions in the lowest grades of each division are much greater than those at higher levels. Although one would expect fewer high level than entry level posts in each division, too great a disparity in numbers means that employees' hopes for advancement through promotion are frustrated and productivity may decline.

Use of the higher grades in each division (especially A) exclusively for supervisory and management posts also overlooks the fact that an equal amount of talent, experience, and responsibility may be needed elsewhere to perform specialized tasks involving planning, research, analysis, problem-solving, and policy formulation. Officials called upon to perform these delicate and difficult tasks need opportunities to advance to paygrades as high as those that are given to supervisory posts. A greater opportunity for advancement to a higher level post would also be an important motivating force toward greater productivity by those employees at lower levels. As noted earlier a judicious application of the professional series, AY, as designed, could remedy this situation.

A variety of means exist for selecting employees who are to be promoted. The most common means is promotion by seniority, i.e., electing the subordinate employee who has served longest at the next lower level to fill each vacancy as it occurs. A second method is to leave the choice of who is to be promoted to

the judgement of the relevant supervisory official. A third is to promote on the basis of a competitive examination. And a fourth is to promote after evaluation of both past performance and probable capacity at a higher level by an informed committee of agency officials and of peers of the candidate eligible for promotion.

Each of the four criteria for promotion have advantages and disadvantages. Use of seniority alone tends to produce an elderly corps of officials at the highest levels who may or may not be qualified for their positions. However, employees tend to regard promotion by seniority as fair or, at least, objective. Such a promotion criteria frees them from the need to be unduly subservient to superiors or afraid to express their opinions. Examinations for promotion are costly in time and effort and often prove to be very good predictors of performance. Leaving the choice of candidates for promotion solely to supervisors opens the door to selection through favoritism. The use of a review committee, with or without the use of qualifying examinations, would tend to offer the best compromise among the alternative methods.

#### 3.14 Relationship of Practice to Law

In a modern social context it is desirable that a rational design for a civil service system be incorporated into an internally consistent and comprehensive body of law. Law legitimizes and, by limiting discretion, affords stability and tends to promote equity and social justice. A civil service law usually defines the obligations of those employed by the government and requires that standard procedures be followed in personnel selection, management and supervision. Even the most efficiently designed civil service law will not produce the desired results unless its dictates are implemented and obeyed.

There exist in the civil service some common personnel practices not in

conformity with existing law. For example:

1. Civil servants typically hold second jobs or engage in business or other gainful activities despite the legal prohibition of such income - supplementing activities;
2. Frequent and excessive absences from assigned work stations occur during official working hours;
3. Appointments and promotions are made without the existence of a previously established post;
4. Employees accept additional -- and not officially approved -- payments from others for the performance of duties already included in their work assignments; and
5. The prescribed probationary period is not used to screen out incompetent or unproductive employees.

A number of circumstances have exacerbated this lack of compliance with certain provisions of the civil service law and related regulations. For example there is a certain ambiguity about the manner in which the law is applied. The Civil Service Law of 1980 has been regularly modified and amended but a record of those modifications is not readily available to the officers responsible for their implementation. This situation exists because of the inadequate maintenance of and difficulty in gaining access to records. Some aspects of the law are less rigidly applied than others, e.g., the inclusion of pay increments in the law without their being implemented in practice. Some provisions of the law (work hours and outside income restrictions) either cannot be complied with or would have inequitable results in the current state of the economy. Finally, and most important, the absolute level of salaries is so low that even the highest grades do not carry remuneration above a bare subsistence level. Government officials recognize that it would be unreasonable to impose

sanctions for failure to obey legal requirements that would make it impossible for an employee to meet minimum living expenses while continuing to serve in the civil service.

### 5.15 Adequacy of Selection Procedures

The major issue relative to initial appointments seems to be the extent to which the various recruitment, certification, and examination bodies succeed in selecting the best available candidates for the positions to be filled. Current emphasis seems to be on formal credentials and academic achievement level. An effort is made to specify the particular knowledge, skill, and attitudes required of candidates. Efforts to assess the potential of candidates can be justified where there is a significant excess of candidates available for appointment and where one could make the assumption that some candidates are significantly more capable of doing, or being trained to do, the tasks for which the selection is being made. Where these assumptions are not valid, it is probable that, regardless of the selection method or criteria, the potential performance level of those selected will, on the average, approximate that of those not selected. In that case, it is crucial that the probationary period be used to assess the realized competence and industriousness of new employees.

Many personnel actions -- appointments, promotions, transfers, opportunities for foreign travel or education -- may be motivated by personal or political considerations. If so, this could result in the appointment of individuals lacking in experience, ability, or motivation to important posts. It may result in an unnecessary and wasteful movement of employees from one ministry or department to another.

Selection of appointees for higher posts on the basis of criteria other than excellence of performance tends to depreciate skill and accomplishment and can

result in reduced morale and motivation. It is clearly important to establish political support and to reward loyalty. Within the context of loyalty, however, it is critical that government workers be assigned only to those jobs for which their ability and attitudes are appropriate.

#### 5.16 Adequacy of the Manpower Base for Personnel Operations

Both in the ministries and in the central personnel office in the Ministry of Labour and Social Affairs, those involved in personnel operations require additional educational preparation and specialized training. No university faculty provides courses in personnel management. A solid foundation in a variety of disciplines - psychology, law, management, economics, and statistics - is required for purposeful action to solve personnel problems in a manner which will secure more effective accomplishment of governmental goals.

There has been little or no opportunity for personnel specialists to learn more about their field. SIDAM has given numerous courses in personnel administration, but these were offered almost exclusively in English and few personnel directors are comfortable in that language. As a result the understanding by most personnel directors' of the causes of current manpower difficulties is limited and their conceptions of possible corrective actions are inadequate. Because they themselves lack a broad base of experience and knowledge of personnel methods, officials of the central personnel office have not attempted to train or monitor those in charge of personnel operations in other ministries. Due to the lack of a clear understanding of the concept of personnel management little use is made of statistical and other information in identifying and defining manpower problems and in formulating useful alternative policies and processes.

### 5.17 Summary Conclusions

This discussion of the operation of the civil service system has concentrated on legal and procedural issues. As noted earlier, however, the actual operation of the system is determined largely by the effect of the wage system. While this system will be discussed in more detail in the next chapter, all conclusions presented here relative to personnel management are contingent for their effectiveness upon a resolution of the wage problem.

The very substantial decline in the last five years in the value of civil servants' salaries has had a pervasive negative effect on the functioning of the civil service. In analyzing civil service law, its implementation, and its impact on Somalia's human resource potential, it is critical to differentiate carefully between:

1. the appropriateness of the assignment of occupations to a grade scale versus the adequacy of the salary assigned;
2. the ratio of pay levels between and within different divisions and career series versus the absolute value of the salaries;
3. the potential psychological impact on worker morale of promotions or benefits separate from their possible trivialization by inflation;
4. the effectiveness of recruitment and examination procedures where the potential salary is viewed as inadequate; and

occupational pay grades at the lower levels. Articles of the law which prohibit employees from supplementing inadequate salaries are ignored. Government efforts to provide universal employment have placed a strain on the classification system.

The basic plan of the civil service law, with placement in entry grades based on education and in higher grades based on performance, organizational role, and length of service, is relatively simple and reflects prevailing social values. Individual ministries have shown a willingness to use the legal structure flexibly, modifying it as appropriate to meet current needs. An inherent cost of such flexibility, however, is inconsistency.

Implementation, Structure, and Administration. The Department of Personnel in the MISA perceives its major responsibility as monitoring personnel transactions for conformity with law and policy and as giving guidance to the ministries on procedures and records. It has not acquired the professional staff or procedures to enable it to act as an aggressive human resource management agency for government.

The statutory requirement for the official "establishment" of all positions before appointments can be made is not being followed. Administrative procedures are complex and require centralized approvals. This causes delays, requires multiple paperwork, and consumes time which could be used more productively. Personnel files and records are poorly organized and difficult to use because of the lack of an efficient file storage system and the lack of staff experience in the development and utilization of written records, statistics, and files.

Assessment, Use, and Motivation of Personnel. The present method of assigning university graduates, by academic discipline, to the ministries is not well adapted to meeting the variations in manpower needs. Examination

procedures for trade testing, hiring, and promoting craftsmen do not function effectively because of the absence of valid worker evaluation criteria, procedures, and because of the pressures for advancement in order to gain higher salaries.

Many employees are assigned to organizational units for which their personal interests and individual attributes are not appropriate. Persons who have received specialized training are often assigned responsibilities for which such training is not relevant.

The statutory grade structure does not recognize education beyond the first university degree as meriting a higher level entry grade; however the grades in the technical/professional series might be used for this purpose. Somalia requires persons who have received in depth training and experience beyond the normal four-year college degree for its scientific, technical, instructional, and managerial cadres. Failure to recognize the value of such graduate education is inequitable and will result in the loss of valuable talent.

#### 5.18 Recommendations on Personnel Administration

General. In general the following recommendations emphasize the improvement in performance of personnel functions within the existing framework. Modifications to the system should be made slowly and should be concentrated in those areas of pressing and proven needs. The Somali civil service needs the most immediate improvement in the area of project and program implementation. A thorough revision of the civil service structure would consume valuable staff and financial resources for a period of at least six months to a year. It would utilize those skills in which the existing personnel are strongest: broad assessment of problems, negotiation and compromise on issues, debate of options, and the production of an official plan or structure. There is, however, nothing

to indicate that a different structure, based on a different rationale, would in any way affect the implementation and operation of the civil service system or the general level of government accomplishment.

Therefore, the underlying principle in these recommendations is that specific and definable problems be dealt with on an individual basis. Projects and programs should be realistic and should emphasize the accumulation of staff experience in accomplishment of an objective. Little new funding will be required except for the compensation measures related to restoration of increments.

RECOMMENDATION 5-1. Improve opportunities for advancement by restoring the in-grade increments provided by law for the technical series and modify the administrative scale to permit larger increments. The technical series increments are now pegged at 50 or 100 shillings per month and should be increased proportionally to any general increase in salaries. The administrative scale should be restructured by extending each grade from its current base level to a top level corresponding to the base level of the next higher grade.

RECOMMENDATION 5-2. Intensify activities of the National Technical Committee to enable them to review, restore, and further implement the technician series as originally intended. This would involve:

- a. Restoring the examination function in skill testing of X workers and eliminating the present emphasis on attempting to increase inadequate salaries.
- b. Reviewing and strengthening the technician series (F workers) in light of the recommendations of the German Agency for technical Cooperation (GDZ) report and other current recommendations.
- c. Reviewing, developing, and implementing useful features inherent

in the technical professional (AY workers) component.

RECOMMENDATION 5-3. Improve the procedures for the integration of new employees by designating entry level administrative grades as trainee positions for new graduates (A8 for University graduates, B10 for secondary school leavers) and by permitting appointments to upper salary levels above the top scale in individual cases when justified by the experience, educational background, and demonstrated skill of the appointee. All new appointees should have a period of probation as a precondition of their employment and their probationary performance should be reviewed for adequacy before making the appointment permanent.

RECOMMENDATION 5-4. Establish a central repository for the documentation of all civil service laws and amendments so that the most recent version of all laws related to personnel are available in one location. Circulars and copies of all decrees and regulations should be distributed to all personnel offices when issued and incorporated in periodic officially amended versions of the law.

RECOMMENDATION 5-5. Permit civil servants to engage in outside employment, business investment, and other remunerative activities subject to 1) conflict-of-interest sanctions and 2) full-time attendance and attention to their government job.

RECOMMENDATION 5-6. Establish a Civil Service Commission with legal, advisory and appeal functions at the interministerial level to provide overall policy guidance and continuous review of the civil service system. This Commission should meet at least quarterly.

RECOMMENDATION 5-7. Establish uniform and compatible record-keeping systems in all personnel offices throughout the government. A high priority should be placed on the implementation of a systematic and comprehensive method of

personal identification (the personal ID numbers which already exist, for example) throughout the system to distinguish each individual employee. Personnel rosters, reports, and files should be arranged so that information can be retrieved rapidly and correctly and used for appropriate analyses.

RECOMMENDATION 5-8. The responsibility for the placement of personnel should be vested in the same managers or organizations that are responsible for the success of the operation to which they are assigned. Particular responsibility for monitoring and assuring that personnel actions are motivated solely in the interests of improving government performance should be shared by the Civil Service Commission and its action agency, the Central Personnel Office; by the agency personnel offices; and by the worker participant committees which are assigned personnel functions.

## 6.0 CIVIL SERVICE COMPENSATION AND STAFFING

### 6.1 Introduction

Few elements in a civil service system are as important to employees and government alike as the structure and level of financial remuneration. Wages and salaries typically constitute half or more of total government expenditures.<sup>1</sup> At any given level of governmental revenues and expenditures, the size of the wage fund will determine the number of employees who can be hired. If the number of workers and the level of compensation is fixed by law, the government must obtain from some source the funds necessary to pay them.

The two criteria most frequently used to judge a pay system are "equity" and "adequacy". A pay system is regarded as fair and equitable if the inequalities in rewards and benefits which it provides to various individuals and groups reflect differences which the culture leads them to accept as reasonable. Employees who feel their own compensation is unjustifiably lower than that of other staff are apt to evidence low morale, to be less than fully productive, and to lack loyalty to the goals and interests of the organization.

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<sup>1</sup>The Central Government wage bill for civilian employees is only a small part (approximately one quarter) of its total wage bill. The last year for which disaggregated wage bill data are available is 1981. In that year the total wage bill amounted to so.sh.1,395.7 million, of which so.sh.1,038.6 million were wages for military personnel, militia, police, and personnel employed in prisons or municipalities. Salaries of permanent staff (262.5), salaries for temporary staff (35.6), allowances (51.1), and pension contributions (7.9) made up the Central Government wage bill for civilian employees, totalling so.sh.357.1 million.

In most industrialized countries, differences in the level of responsibility, in the length and quality of prior experience, and in the scarcity of specialized skills are generally regarded as justifications for differences in pay. In some circumstances educational attainment and age (proxies for ability and experience) are looked upon as justifying salary differentials.

The adequacy of a pay structure is determined by two main tests:

Are total compensation levels sufficient to enable the employer to hire and retain employees possessing the knowledge and skills the enterprise requires? Labor, whether of unskilled workers or of technicians and professionals, is subject to the laws of supply and demand. Although many nonfinancial considerations condition individual choices, workers will tend to seek employment with those organizations which offer the highest bids for their services and will often leave one employer for another who offers higher financial inducements. In Somalia, graduates of the National University have shown a clear preference for employment in those enterprises, e.g. financial institutions, which are known to offer higher initial pay and the prospects of more remunerative careers.

Do employees receive sufficient compensation to maintain a "decent" standard of living in keeping with the customs of the society and the status which it accords to their occupational roles.<sup>1</sup> If fixed wage rates are reduced by inflation to real wages below acceptable levels, the energies which

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<sup>1</sup> See:

Law No. 65, Oct. 18, 1972

Labor code

Article 70

"Adequacy and equality of remuneration"

"Every worker shall have the right to receive remuneration which shall be in proportion to the quality and quantity of his work and which shall ensure an existence consistent with human dignity."

should be expended on behalf of the employer are likely to be used in trying to maintain the subsistence of the workers' families.

There follows a brief summary of the structure and main features of financial and other benefits paid to civilian public employees. Next, attention is directed to five major issues bearing upon the question of the equity and adequacy of that system in the light of the current economic conditions (and especially the effect of inflation as reported in Chapter 2.0). It should be noted that the cost of living for civil servants, as measured by the Mogadishu Consumer Price Index, has increased by over six times since 1977 and that food prices, which constitute by far the largest single item in household budgets, especially for the rank and file of employees, increased by 60 percent in the first two months of 1984 (though they declined somewhat in April). The relevant issues in the area of worker compensation in the central government are:

1. Widening income differentials between employees of ministries and those of autonomous agencies and development projects;
2. An increasing disequilibrium between public sector compensation and that offered by alternative employment opportunities in Somalia and abroad;
3. The growing gap between fixed government salaries and the cost of minimum acceptable standards of living;
4. The effects of the decline in the real purchasing power of civil service wages upon employee morale and the effectiveness of government operations;
5. The reasonableness of present methods of determining pay grades for those employed in performing various tasks;

## 6.2 Structure And Level Of Compensation Of Civil Servants

The structure of the basic salary scale of Somalia's civil servants was devised in the early 1960's. Subsequent changes and modifications have not

altered its original character significantly. As new categories of employees were recognized, they were, for the most part, inserted into the existing pay grade series. The grade series established for University faculty had different and higher grade levels than those in the regular schedule. The current system of grades is depicted in Chart 6.1. Chart 6.1 shows the different divisions or categories of employees and the pay grades, typically three for four, applicable to each. As noted in Chapter 5.0, it is possible for employees who have been at the top pay grade of one series to be promoted to another series in which higher pay grades are available. As indicated previously in the personnel discussion, the pay an individual receives is determined in the first instance by the level of educational attainment, secondly by the level of position occupied, and finally, by the length of experience and quality of work performance.

Modifications in Pay Levels. The pay grade series initially adopted for the civil service allowed three or four length-of-service increments within each pay grade. As an austerity measure the granting of further incremental increases was suspended in 1972. Provision for such increases was retained in the 1980 civil service law but has not been implemented. Employees whose salary in 1972 was an incremental amount above the minimum continue to receive the same incremental amount over and above the salary applicable to the current pay grade.

CHART 6.1: PAY DIVISIONS AND GRADES, 1984

Equivalent Grade, Division	CURRENT NET SALARY					
	Basic Salary	1974 Cost-of-Living Increase	1980 Cost-of-Living Increase	Gross Current Salary	Normal Deductions	Normal Salary
WB-1 2200	2,001-00		100-00	2,101-00	325-00	1,776-00
A-1	1,800-00		126-00	1,926-00	305-00	1,621-00
WB-2	1,600-00		112-00	1,712-00	305-00	1,407-00
A-2	1,400-00		150-00	1,550-00	315-00	1,235-00
WB-3	1,300-00		140-00	1,440-00	290-00	1,150-00
A-3, AY-1	1,250-00		130-00	1,380-00	265-00	1,115-00
WB-4, A-4	1,200-00		120-00	1,320-00	230-00	1,090-00
A-5, 1200	1,150-00		116-00	1,266-00	187-00	1,079-00
A-6, AY-2	1,120-00		115-00	1,235-00	245-00	1,000-00
3-7, F-1	1,090-00		112-00	1,202-00	179-00	1,023-00
A-7, AY-3	1,060-00		109-00	1,169-00	273-00	896-00
3-8, X-1	1,030-00		106-00	1,136-00	187-00	949-00
C-4, F-2	1,000-00		103-00	1,103-00	161-00	942-00
A-8, F-3	920-00	30-00	100-00	1,050-00	155-00	895-00
3-9, C-9	890-00		92-00	982-00	130-00	852-00
X-2	860-00		133-50	1,023-50	115-50	908-00
3-10, X-3	830-00		129-00	989-00	111-00	878-00
C-10	800-00		126-50	954-50	106-50	848-00
A-9, F-4	720-00		120-00	920-00	102-00	818-00
3-11, D-12	690-00		108-00	828-00	90-00	738-00
A-10, F-5	660-00		103-00	793-00	85-50	708-00
3-12, D-13	630-00		99-00	759-00	81-00	678-00
A-11, F-6	600-00		96-50	714-50	75-00	649-50
3-13, D-14	530-00	26-50	120-00	750-00	75-00	675-00
3-14, D-15	510-00		106-00	662-00	51-50	610-50
3-15, D-16	490-00		102-00	637-00	49-25	588-25
3-16, D-17	470-00		98-00	612-00	46-75	565-25
3-17, D-18	450-00		94-00	587-00	44-20	542-80
3-18, D-19	430-00		90-00	562-00	41-70	520-30
3-19, D-20	410-00		86-00	537-00	39-20	498-30
3-20, D-21	390-00		82-00	512-00	36-65	475-35
3-21, D-22	370-00		78-00	507-00	36-50	470-50
3-22, D-23	350-00		74-00	481-00	33-85	447-15
3-23, D-24	340-00		70-00	451-00	31-20	423-80
3-24, D-25	330-00		68-00	442-00	29-70	412-30
3-25, D-26	320-00		66-00	429-00	28-55	400-45
3-26, D-27	310-00		64-00	416-00	27-25	388-75
3-27, D-28	300-00		62-00	403-00	25-90	377-10
3-28, D-29	290-00		59-00	385-00	24-60	360-40
3-29, D-30	280-00		57-50	372-50	23-30	349-20
3-30, D-31	270-00		56-00	364-00	22-95	341-05
3-31, D-32	260-00		54-50	354-50	22-60	332-90
3-32, D-33	250-00		53-00	351-00	22-25	328-75
3-33, D-34	240-00		51-50	342-50	21-90	320-60
3-34, D-35	230-00		50-00	337-00	21-55	315-45
3-35, D-36	220-00		48-50	326-50	21-20	305-30
3-36, D-37	210-00		47-00	322-00	20-85	298-15
3-37, D-38	200-00		45-50	313-50	20-50	293-00
3-38, D-39	190-00		44-00	308-00	20-15	287-85
3-39, D-40	180-00		42-50	297-50	19-80	283-70
3-40, D-41	170-00		41-00	293-00	19-45	279-55
3-41, D-42	160-00		39-50	285-50	19-10	276-40
3-42, D-43	150-00		38-00	282-00	18-75	273-25
3-43, D-44	140-00		36-50	276-50	18-40	270-10
3-44, D-45	130-00		35-00	272-00	18-05	267-95
3-45, D-46	120-00		33-50	267-50	17-70	265-80
3-46, D-47	110-00		32-00	264-00	17-35	263-65
3-47, D-48	100-00		30-50	260-50	17-00	261-50
3-48, D-49	90-00		29-00	257-00	16-65	259-35
3-49, D-50	80-00		27-50	254-50	16-30	257-20
3-50, D-51	70-00		26-00	251-00	15-95	255-05
3-51, D-52	60-00		24-50	246-50	15-60	252-90
3-52, D-53	50-00		23-00	243-00	15-25	250-75
3-53, D-54	40-00		21-50	240-50	14-90	248-60
3-54, D-55	30-00		20-00	237-00	14-55	246-45
3-55, D-56	20-00		18-50	234-50	14-20	244-30
3-56, D-57	10-00		17-00	232-00	13-85	242-15
3-57, D-58	0-00		15-50	229-50	13-50	240-00
3-58, D-59	0-00		14-00	227-00	13-15	237-85
3-59, D-60	0-00		12-50	224-50	12-80	235-70
3-60, D-61	0-00		11-00	222-00	12-45	233-55
3-61, D-62	0-00		9-50	219-50	12-10	231-40
3-62, D-63	0-00		8-00	217-00	11-75	229-25
3-63, D-64	0-00		6-50	214-50	11-40	227-10
3-64, D-65	0-00		5-00	212-00	11-05	224-95
3-65, D-66	0-00		3-50	209-50	10-70	222-80
3-66, D-67	0-00		2-00	207-00	10-35	220-65
3-67, D-68	0-00		0-50	204-50	10-00	218-50
3-68, D-69	0-00		0-00	202-00	9-65	216-35
3-69, D-70	0-00		0-00	200-00	9-30	214-70
3-70, D-71	0-00		0-00	198-00	8-95	213-05

Source: Minister of Finance circular, LAAG/X/7 - 04101

Note: The "previous increase" listed in column 2 is in line if no allowances exist. If an allowance is in force the increase would be altered. To adjust for allowances apply the following formula:

1. Multiply by 102 if the total of base salary and allowance is less than so. sh. 400.
2. Multiply by 32 if the total base salary and allowance is between so. sh. 401 and 600.
3. There is no increase if the total salary and allowance is more than so. sh. 600.

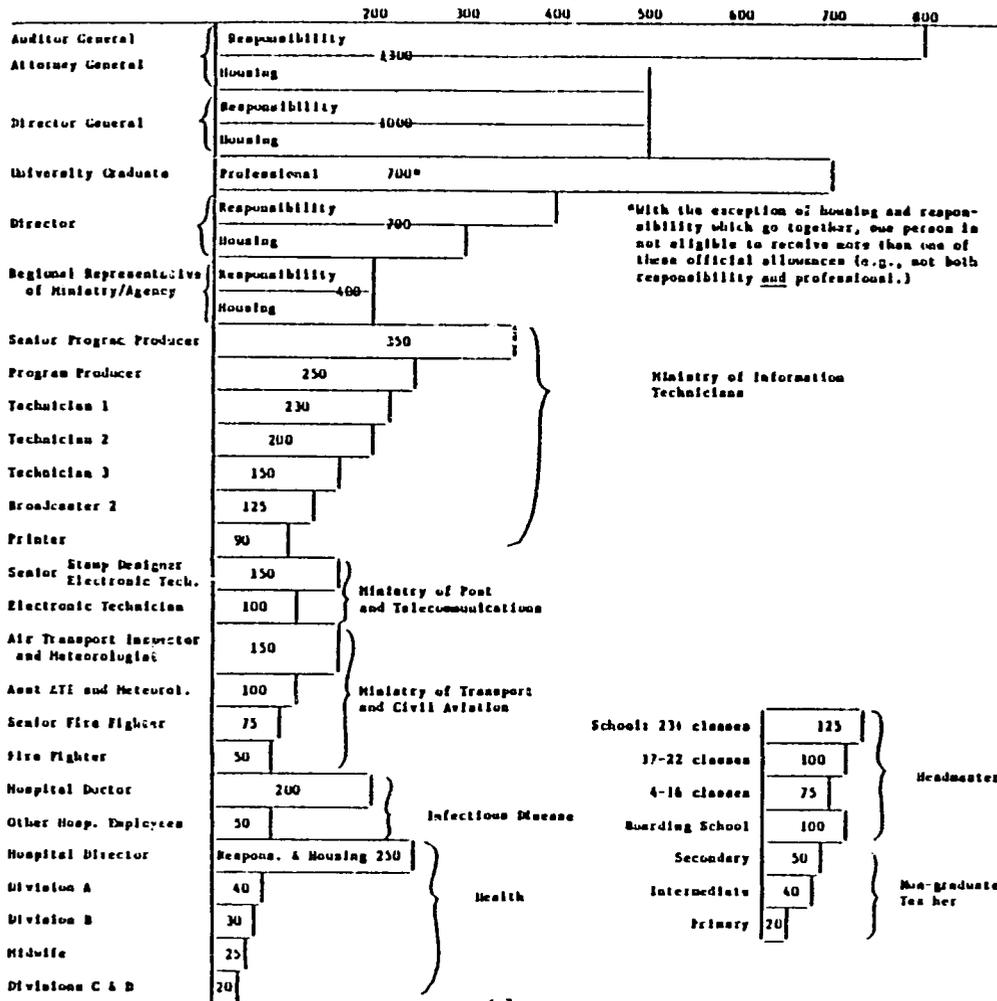
124

Wage levels established in 1966 were reduced in 1970 by a "developmental levy" ranging from 5 percent on the first 200 shillings of monthly pay up to 30 percent of salary in excess of so.sh.1500. Although officially a general "tax", it was collected effectively only from public employees. The levy was terminated in 1982, thus effecting an increase in real wages.

A cost of living allowance was added to salaries at the beginning of 1974; it amounted to 12 shillings monthly for apprentices and ranged upward to 30 shillings monthly for employees in grades A-8 and F-3 whose base salary is 600 shillings monthly. In 1980 there was an additional cost-of-living increase ranging from 36 shillings monthly up to 150. For grades above A-8 the cost-of-living increases are not uniformly progressive. According to the ILO report, Rural-Urban Gap and Income Distribution: The Case of Somalia (1982), total average public employee compensation increased by only 18 percent from 1971 to 1978 and by 38 percent from 1971 to 1981.

Allowances. Over the past two decades a number of special allowances have been granted. Chart 6.2 shows the ranges of the most common allowances. Senior staff normally receive housing and responsibility allowances. University graduates, and those with a post-secondary school certificate equated to a University degree, receive a professional allowance of 700 shillings per month. A health allowance is paid to workers in hospitals and there is a medical hardship allowance for those whose duties expose them to contagious diseases. Technicians in a number of ministries have been granted special allowances. School allowances are paid to teachers not eligible for the professional allowance and there is an allowance to headmasters which varies with the number of classes in their schools. Allowances are not pensionable. Total central government allowances in 1981 were 93.7 million shillings, 20.9 percent of the total wage bill exclusive of defense expenditures. By 1983 allowances had

CHART 6.3  
PUBLIC SERVICE ALLOWANCES  
(in Somali Shillings)



126

increased to 137.5 million increasing their share to 22.1 percent of the non-defense wage bill.

Deductions. Five percent of each employees basic salary is withheld and transferred to a pension fund to which the government contributes an additional three percent. Basic salaries are subject to a withholding of income taxes at the following rates:

<u>Monthly Salary</u>	<u>Percent withheld</u>
First 200 s.sh	0.0%
from 201-800	6.3%
from 801-1500	12.6%
1501 and up	18.9%

Other Tangible Benefits. Employees receive ten days of paid holiday leave per year, six of which come in three two-day holidays. They receive an annual leave of thirty days that is to be taken at the end of the employee's work year. Each employee is entitled to up to 10 days of "normal sick leave" annually. Employees are also entitled to a "major medical" leave of up to six months at full pay and an additional six months at half pay, but not more than 12 months of such leave may be taken within any three year period. This is to cover medical ailments which are of extended duration and have a long recovery period. Women are eligible for four months of maternity leave on full pay but do not receive any annual leave for any year in which they take maternity leave. All medical and maternity leave must be supported by a certificate from the attending physician.

Leave without pay may be granted on request for study or personal reasons. An employee's family may be awarded a subsistence allowance up to the amount of the employee's salary when the employee is on leave without pay. Employees of the ministries do not receive overtime pay but are entitled to compensatory time

off if required to work on Friday.

Men are entitled to retire at age 60 and women at 55, but retirement is not compulsory. The present pension formula pays 40 percent of final salary after 20 years of service, 50 percent for those with 25 to 30 years of service and 60 percent for more than 30 years. A retiree may choose to take a portion of the pension in a lump sum payment and receive a reduced annual pension.

Intangible Benefits. There are a number of ways in which governmental units compensate employees for what are perceived to be unjustifiably low salaries. Probably the most common is tolerance of absenteeism and reduced levels of productive accomplishment. Supervisors recognize that most employees must have additional income to maintain their families at a subsistence level and often tolerate unscheduled absences over a considerable period of time without taking disciplinary action. A common form of reward is to nominate employees for scholarships, workshops, training, or conferences where, in addition to receiving valuable experiences and acquiring career enhancing skills, the employees are able to save enough from travel and expense allowances to augment their annual income.

Supplemental Tangible Compensation. A number of ministries make it possible for at least some of their workers to augment their incomes by work outside the normal workday. Employees of the Ministry of Sports and Youth, for example, receive additional income for working at sporting events. Some faculty at SIDAM may use the classrooms there to hold private classes for their own fee-paying students.

Many donor-financed projects engage in the practice of supplementing official government salaries with monthly stipends to government employees who work with foreign consultants or on donor-financed projects. The amount of these supplements may range from what amounts to a sizable gratuity (awarded

from time to time as a reward for diligent work) to the adoption of a formal project pay scale (with the difference between the government salary and the project salary paid to the government employee from project funds).

### 6.3 Income Differentials Within the Public Sector

For the purpose of evaluating the equitable nature of civil service compensation, one can distinguish three broad groups of public employees whose incomes should be compared. They are the employees of the central government, employees of the autonomous agencies, and employees of development projects supported in whole or large part by donors.

The salaries, allowances, and other benefits enjoyed by civil servants in the ministries have just been described. If one excludes those few officials at very top levels whose salaries and allowances may be supplemented with subsidized housing and other benefits, the range of monthly salaries, plus allowances, for this group runs from 300 shillings to 3,000 shillings monthly with an average of total compensation in 1983 of approximately 800 shillings. The average total of wages and allowances for this group was roughly 430 shillings monthly from 1973 through 1977 and 575 shillings in 1981. The increase in the average total compensation since 1981 has been due in part to the dropping of the development levy, in part to the increase in numbers of university graduates and secondary school graduates in the service, and in part to the effect of substantial numbers of promotions in 1981, 1982, and 1983.

Basic salaries of employees in the autonomous agencies were once unified with those of other civil servants. The employees of some of the agencies are still equal to those of personnel in the ministries, but in most of the agencies total compensation rates have increased steadily for employees of the agencies. Allowances always have been substantially higher in most agencies than in the

ministries. Some of the industrial and trading enterprises authorize payments for substantial amounts of overtime. The Ministry of Industry estimates that the average monthly wage in the sugar and textile factories has climbed from 770 shillings in 1979 to 900 shillings in 1984.

It is difficult to estimate the average difference between the regular civil service pay scale and the total compensation received by those civil servants who work with consultants and technicians provided by donors or on development projects supported in whole or in large part by donors. As noted above, compensation practices vary from nominal salary supplements to significant wage equalization payments. The Italian government has recently been requested to provide a salary supplement to Somali professors at the National University which would amount, on the average, to roughly four times their stipulated government base salaries.

For employees in some projects wage scales have been established which approximate the wage scales used by the United Nations Development Program or by the United States Government for local employees. The U.S. pay scale has 10 grade levels providing a monthly stipend of roughly 1500 per month in the lowest grade to 15,000 in the highest pay grade for a work week of forty hours. Adjustments are made for employees (e.g. cooks and maids) whose work week is in excess of the forty hour standard. The effect of the donor-financed supplements and wage scales is to increase the total compensation level of such workers to triple or quadruple that of the basic government salary plus allowances. It is apparent that the widening differential between ministerial compensation and that of other employees of the government has had certain consequences. Those employers that offer higher total compensation are able to recruit the best of each new cadre of school leavers and university graduates. There have been a considerable number of transfers of experienced and capable employees from the

ministries to agencies and projects. Agencies and projects have not lost as large a proportion of their skilled personnel to emigration and the repatriation rate of trainees is higher. For example, of 15 employees of the Ministry of Agriculture sent for foreign education and training in recent years, 14 have returned to their project employment. It is required that their morale is higher and attendance and productivity more satisfactory than is the case for non-project employees.

#### 6.4 Wage Disequilibrium Between the Public and Private Sectors

The most recent official statistics appear to underestimate both the current number and gross incomes of those in the modern private sector. Most business enterprises are small; in 1983, 80 percent of them were estimated to employ fewer than five persons. A great many are family enterprises in which the participants do not earn fixed wages but share in the total earnings. An ILO study has estimated that in 1980 the average annual household wage income in Mogadishu was roughly 35,000 shillings, but that the average annual non-wage income per household was 60,000 shillings. Most households have several income recipients and have both wage and non-wage income.

There is only a fragmentary information available on current private sector earnings although there are indications that such earnings have increased sharply since 1982. There is also a great diversity in earnings. Self employed taxi drivers currently report gross monthly earnings of from 9,000 to 15,000 shillings. Cooks in private hotels and restaurants are said to be paid from 1,500 to 10,000 shillings monthly. A skilled tailor, who normally would have no more than a primary school education, might easily earn 4,000 shillings a month. A foreign donor wage survey conducted in the fall of 1983 yielded wage information on some common occupational categories in a number of private

enterprises in Mogadishu:

<u>Job Titles</u>	<u>Range of Monthly Compensation</u>
Foreman/supervisors/ unit managers	6,000 to 9,000
Mechanic/electrician	4,000 to 5,000
Plumber/mason/carpenter	3,000 to 3,500
Accountant/cashier	2,400 to 3,000
Clerk typist	2,400 to 3,000
Driver/chauffeurs	900 to 1,500
Watchmen	450 to 600
Janitors	200 to 600

Most of these workers received fringe benefits (including vacation leave and health benefits) at least as generous as those granted by the government to civil servants.

The Mogadishu labor market (in which the ministries must compete for their headquarters' staff) is greatly influenced by the demand of expatriate organizations for skilled and dependable employees. If one includes the household servants of expatriates, more than 5,000 persons in the urban areas may be estimated to be directly employed by foreign individuals, embassies, technical cooperation groups, project contractors, international voluntary organizations, and private businesses. The local employee wage scales of the UNDP and of the U.S. Embassy give an approximate index of what this international community is willing to pay for productive employees. Although it may not be possible to compare many of the jobs paid on these scales directly with the posts in the ministries, it can be estimated that these scales provide a level of compensation roughly five times as high as the government's current salary plus allowance compensation. Even at the higher wages currently being

paid, the international community is having difficulty in recruiting and keeping local employees with the desired level of skills.

Salaries below prevailing wages are not the sole cause for ministries being unable to recruit the talents needed. Trained and experienced persons with developed technical and managerial talents are simply not yet available in significant numbers. There is, however, a surplus of school leavers at every level. Initially at least, these individuals have difficulty in being absorbed into either the wage or non-wage income sectors. Initial salaries significantly below prevailing levels might still be sufficient to attract the better and more promising candidates among this group. If higher level positions (to be earned by merited promotions) approximated prevailing market wages, the low initial wage would be less of a barrier. The central government's current critical problem is that of retaining employees in the public sector. It is a major misallocation of resources to lose such staff after ministries and donors have made substantial investments in educating and training them either in craft skills or in administrative and managerial competence.

To some degree every country is in competition with other countries for workers who have skills and knowledge which are in short supply. There is a continuous flow of persons to those areas where the real wages are highest. The "brain drain" phenomenon has hampered development efforts throughout much of the developing world for more than three decades. Because of its history and size, Somalia has had to rely on foreign educational institutions and training facilities to prepare those expected to staff the higher levels and technical functions of government. This has been especially true for those activities for which education beyond the first university degree is essential. Many of those who have been given expensive foreign educations (it costs approximately 150,000 to 350,000 shillings to provide a year of advanced education in an

industrialized country) have not returned to Somalia. Educated Somalis have been especially attracted to those countries in which Arabic or English is the common language. It is estimated that the average Somali working in one of the Gulf states earns four to six times as much as he would earn in Somalia, perhaps 10 times as much as the government would pay in salaries and allowances.

#### 6.5 Government Compensation and the Cost of Living

As the discussion in Chapter 2.0 indicated the Mogadishu Cost of Living Index has increased by over 600 percent since 1977. Central government salaries plus allowances have advanced over that period by slightly less than 50 percent. Average compensation has increased by a larger percentage because of the hiring of growing numbers of secondary school and university graduates at higher pay grades than those of the pre-existing, less well-educated work force. Average compensation has also moved upward as the workforce wins promotions because of longer experience and the acquisition of greater skills. Despite this, it is obvious that the real income derived from central government employment has shrunk to less than one-fourth that of the 1977 level.

The 1982 report, Rural-Urban Gap and Income Distribution: The Case of Somalia, estimated that the amount that a typical Somali family would need in 1981 to pay for basic living requirements was in excess of 1,900 shillings monthly. That amount, the report said, was 2.7 times the average government worker's compensation and 7 times the modal wage. The same report estimated the average family income, both wage and non-wage, at 2,300 shillings and average expenditures at 3,000.

The deficit of income minus expenditures is financed by the reallocation of money within extended family arrangements (both within Somalia and through payments from family members employed abroad). It also is likely that the

reported income levels in the JASPA report do not include all forms of earnings received from the informal economy.

Table 6.1 contains an estimate of monthly expenditures of two representative classes of government workers in April, 1984. Monthly expenditures of households in which the head of the household is a civil servant in a managerial or technical post with at least some education and training at a post-secondary school level are estimated at 9,700 shillings. Nearly all those at a department chief or equivalent level interviewed for this study estimated their household expenditures as currently running between 9,000 and 15,000 monthly. Column "B" of the table shows estimated monthly expenditures of a typical semi- or unskilled laborer head of household (with the usual 6-8 dependents) as 3,000 shillings. This amount would allow no expenditures for clothing or miscellaneous expenses. These figures compare with the JASPA estimate that in 1981 the cost of the most spartan diet which would provide the number of calories necessary to sustain health would exceed 100 shillings per month per person. Since then the prices of food products in general have gone up 160 percent and the greatest increase has been in the formerly least expensive sources of calories. The magnitude of the price changes which have occurred is demonstrated in Table 6.2. This table presents a tabulation of prices in 1977 and 1984 by the Central Statistical Office of the Ministry of National Planning on a sample of items important to the budget of civil servants.

TABLE 6.1  
ESTIMATED MONTHLY EXPENDITURES OF  
REPRESENTATIVE CIVIL SERVICE FAMILIES

April 1984

	A		B	
	so. sh.	%	so. sh.	%
Food	6,200	63.9	2,300	76.7
Rent	2,000	20.0	400	13.3
Water				
Fuel	800 <sup>1)</sup>	8.2	300	10.0
Light				
Clothing	200	2.0	-0-	-0-
Misc.	500	5.9	-0-	-0-
<b>TOTAL</b>	<b>9,700</b>	<b>100.0</b>	<b>3,000</b>	<b>100.0</b>

Estimates based on households with 6 to 8 dependents.

Column "A" Civil servant with educational background with post secondary school, technical, administrative or managerial training.

Column "B" Head of household is semi- or unskilled with no more than intermediate level schooling.

1) Cost of water = sh. 4 per cubic meter

Cost of liquid gas = sh. 11 per liter

TABLE 6.2  
 COST OF IMPORTANT HOUSEHOLD ITEMS, 1977-1984

	Mogadishu Prices (in Somali shillings)	
	1977 †	1984 +
cooking oil (liter)	8.07	167.44
beef (kilo)	13.57	57.50
milk (liter)	2.64	23.67
man's shirt	61.94	221.25
charcoal, per kilo	.24	4.00
package of 20 cigarettes	9.00	48.33
pair of leather sandals	38.00	165.00
woman's shawl	88.05	387.50

† average of prices throughout the year

+ average of prices collected in March 1984

A small sample of middle and upper level civil servants was asked how their households coped with the disparity between their government salaries and monthly household expenses that were four to five times higher. The most common response was that the difference was financed by remittances from family members employed outside Somalia. The second supplementary income source mentioned was the existence in the household of several income recipients who were either salaried or engaged in some trade or service activity. Several respondents reported they had made investments in small businesses in past years when government salaries permitted savings. They now receive some share of their total income from these businesses. Individuals who had been abroad for education or other donor-supported purposes reported they were able to save enough on their foreign living allowances to augment their family resources. Many respondents reported regular overtime or secondary employment. Some spoke of sharing of income from diverse and sporadic sources among family, relatives, and friends. Nearly all respondents said they received some support in kind from relatives who are farmers or pastoralists. In the majority of these cases the average supplemental wage and non-wage income has been inadequate to allow the household to maintain a level of real expenditure equal to that the family enjoyed in the mid-1970s.

#### 6.6 Consequences of Inadequate Central Government Compensation

It is impossible to make a quantitative estimate of the consequences of the inequities among salary levels just identified and of the drastic decline in the real purchasing power of central government compensation. The following are the effects most commonly reported by Somali officials and by their foreign counterparts.

1. Excessive tardiness and absenteeism. This seems to be especially

prevalent among lower paid employees and among recent entrants into the service. It is a more serious impediment to effective administration in some units than in others. It is reported that there has been a noticeable increase in absenteeism during the 4th quarter of 1983 and the first quarter of 1984 as workers faced increased problems due to the rapid increases in food prices.

2. Employees often are discouraged and frustrated and frequently their morale is low. Many are sceptical as to the possibility for future improvements. Some remark that government does not value their services and therefore they do not feel obligated to provide much in return.

3. In many situations there is a general breakdown in discipline as employees focus their attention upon the needs of their families rather than upon the accomplishment of organizational goals. Petty corruption, in the form of acceptance of payments for the performance of routine official activities, has become more common as increasing numbers of civil servants engage in such behavior in order to help finance household expenses. The threat of dismissal carries little weight because such a small portion of the family's total income comes from the government position.

4. Employees tend to avoid or drop out of training programs unless the program provides them with an immediate financial incentive or prepares them to secure employment abroad or in a sector of the labor market in which compensation is enhanced.

5. Despite continuous training efforts both in Somalia and abroad, the ministries do not seem to be able to develop and retain the competent and skilled employees they need to carry out all of the activities expected of them and essential to the nation's welfare.

6. Many employees feel little incentive to do the quality of work which would win them a promotion because the increase in pay which comes with a

promotion to a higher grade is felt to be too small to justify the additional effort.

#### 6.7 Qualifications Versus Responsibilities as a Determinant of Pay

In recent years there have been recommendations that the civil service system be modified in such a way as to relate the pay received to more explicit descriptions of the duties and responsibilities performed. Frequently the model proposed is the "position classification method". In such a system prior educational attainment is not paramount; what matters is the level of knowledge and skill required in a post. This is in sharp contrast to the European rank-in-man systems upon which the present system was modeled. In these rank-in-man systems, new employees are brought into the service at a grade determined by their educational attainment. Changes in job assignment do not affect the pay received, although excellent performance and assumption of higher level responsibilities may increase the probability of being promoted.

The potential advantages of basing pay upon a description of duties and responsibilities, thus wholly independent of the characteristics of the individuals filling the post, are numerous. It will minimize perceived inequalities between persons performing the same or essentially similar tasks. Pay can be adjusted for narrow classes of occupational expertise to assure an adequate supply of employees possessing such expertise. The system also facilitates budgetary planning and control because budget makers can insist that organizations demonstrate a need for the performance of specified sets of activities. Financial controls on posts specify that amounts allocated to fill posts with certain titles cannot be used to compensate persons holding other titles. With carefully drawn and explicit descriptions of the responsibilities attached to each job, organizations can select those most suitable for that

job. There can be greater control over promotions because these will be allowed only if an employee is moved from a position entailing a set of duties at one level to perform another set of duties which justify an assignment of a higher grade.

Most of these presumed advantages would not appear to yield sufficient benefits to the government to justify the high cost of making such a change in the present method of assigning pay grades. Interviews in the various ministries have not revealed substantial inequities due to the performance of duties inappropriate to the pay and grade level. In the present state of the labor market it is likely that nearly all new entrants into the service will be recent school leavers for whom educational attainment is probably as good a measure of the appropriate initial pay level as would be any other criterion. The system is flexible enough to permit employment of persons with higher than entry grade skills at above the entry grade. Presently used techniques of budgetary analysis would not be much improved merely with the addition of job descriptions.

The essentials of the present system are relatively inexpensive to maintain and to adjust to reflect changing circumstances. Identifying entry grade salaries with educational attainment motivates youths to continue and complete their schooling. Above all the present system provides the degree of flexibility in program emphasis and in task sequencing which is so essential to a developing administration.

#### 6.8 Conclusions

1. Inadequacies in present pay scales in the central government, the lack of financial incentives for diligent performance, and inequities among groups of workers pose major organizational difficulties and should not be allowed to continue. Little can be done to improve the effectiveness of central

- government operations until the compensation of civil servants is increased. Without such increases there will be a further steady loss of competent and skilled employees, further decline in productivity, and more frequent and costly delays in actions and decisions.
2. Failure to increase the salaries substantially could also result in a spread of corruption, in an increased diversion of governmental funds to non-essentials, and in a slowdown in the supply of essential services.
  3. The decline in the purchasing power of the shilling has been so great that an increase of at least 500 percent would be needed to give civil servants the same real wages they enjoyed in 1977.
  4. As an interim step civil servants should be given a minimum increase of 200 percent. Although this would not restore the former purchasing power of salaries nor cover typical household living expenses, this smaller increase is more realistic in view of the government's limited financial resources. It is probable that most civil servants would consider a tripling of current salaries acceptable in the short run if the cost-of-living did not continue to increase at current rates.
  5. To keep the most essential personnel from leaving government, substantially greater increases are needed for competent professional and managerial employees, especially those who have had specialized education and training, and for workers whose developed skills are in short supply. Inadequacies in salaries already have been responsible for the loss to other employment of many well educated and competent teachers, technicians, and managers.
  6. Any increase in employee salaries not paid for out of reductions in other government expenditures or by increases in governmental revenues, will have inflationary consequences which will quickly nullify the effect of the increase and leave employees' real income at or below their present levels.

Further inflation caused by increased governmental deficits would have negative effects upon the national economy.

7. Most of the redundancy and underemployment in the civil service is in the ranks of the temporaries, unskilled workers, and the recent school leavers whose average total compensation can be estimated as being approximately 600 shillings monthly. These are the groups which will be affected most by a reduction of the central government's workforce. As their average wages are relatively low when compared to those of employees remaining in the civil service (whose average monthly salary amounts to approximately 1500 shillings), a reduction in the workforce by roughly 9000 persons - or 20 percent - would yield annual wage savings sufficient to allow only a 10 percent increase in the compensation of those remaining. Not all of the savings would be available immediately because most of the employees terminated will be entitled to termination pay. Also, as noted in Chapter 3.0, there may need to be bonuses or post-termination subsidies paid to ease the transition from government employment to other occupations.
8. The savings required to give civil servants the increases they deserve are very large. For 1984, total government expenditures are budgeted at 5,269 million shillings which is 18 percent above the level of 1983. Reduction in 1985 of all general services and economic services expenditures to their level in 1983, for example, would yield savings sufficient to give those remaining in the workforce, after about 20 percent have been released, an increase in compensation of 100 percent. This data reflects the need for government to reassess the order of its social and economic priorities. However, current weakness in financial planning and control will make it difficult for the government to determine, with precision, where the expenditures can be reduced and by how much, without seriously impairing the

quality and timeliness of governmental services.

#### 6.9 Recommendations

RECOMMENDATION 6-1. A high level interministerial task force should be named by the Council of Ministers and given not more than six months to develop proposals for immediate reductions in the non-wage expenditures. Special assignments of this technical committee should include:

1. The conduct of a financial needs assessment study to investigate the allocations of outlays for general administrative and economic services and to calculate expected savings from reduced expenditures, by elimination of those programs and projects which are deemed to be of lowest priority.
2. Improvement in the statistical data base through consolidation of budgeted and non-budgeted expenditures thus allowing a better assessment of total outlays and their economic and fiscal impact.

Financial Needs Assessment Study. Despite the relative inelasticity of much of the current expenditures budget, determined efforts to minimize further expenditures growth could yield sizable savings. An interministerial task force should commission a Financial Needs Assessment Survey, involving all ministries, in order to investigate the need for and the allocation of outlays for general administrative and economic services, and to develop - in cooperation with the Department of the Budget - stricter accountability measures. These measures could include prescribing limits to each spending unit in central government.

Available data suggest a need for more rigorous controls on expenditures. Central government expenditures for the year 1984 are estimated to climb to So.Sh.5,269 million, an increase of 13 percent (measured in current prices) over the previous year. From 1981 to 1982, the expenditure level increased by 30.0 percent and the increase for 1982 to 1983 was nearly as great.

A functional classification of current expenditure indicates that in 1983 outlays for general services increased by 27.0 percent, again maintaining their role as a major component of the total. For 1984, a total of So.Sh.4,111 million - an increase of 11.0 percent over the year 1983 - have been budgeted for general services. Outlays for economic services in 1983 registered an increase of 51.2 percent to So.Sh.416 million. During the current fiscal year a further increase of 19.0 percent to So.Sh.495 million is expected. Also, the expenditures for social services increased sharply in 1983. Outlays in this category went up by 22.6 percent to So.Sh.548 million while the social services share of total government expenditures remained, at 12.3 percent, almost unchanged from the previous year.

In so far as the provisions for economic and general administrative services is concerned it has not been possible, because of the lack of disaggregated data, to determine if and where scarce resources are being allocated to low priorities purposes. Judging from the aggregate data available, it appears that the increase in economic services expenditures of 51.2 percent in 1983, together with the increase in general services outlay of 27.0 percent, is not consistent with the need for fiscal restraint and promotes concern over the future fiscal capacity of the government.

Consolidation of Budgeted and Non-Budgeted Expenditures. A critical information gap exists in regard to the lack of consolidation of budget and non-budget data. Detailed information on the precise size and distribution of large government expenditure items frequently is not available even though such disaggregated data would seem to be a minimal requirement for the efficient use of resources. Financial planning could be made more efficient if data on developmental expenditures were recorded and monitored more accurately. Currently it is virtually impossible to assess total developmental expenditures

and their economic and fiscal impact in a comprehensive manner. The present structure does not separate capital and recurrent expenditures, and makes no allowance for the consolidation of budgeted and non-budgeted data, the latter being financed extensively by foreign donors.

During 1982 budgeted development expenditures amounted to So. Sh. 346 million, an increase of 72.7 percent over the previous year. In 1983, outlays in this category climbed to So. Sh. 492 million, a further increase of 42.2 percent. The estimated expenditure level for the current year indicates an increase of 46.3 percent to a total outlay of So. Sh. 720 million. The following figures indicate the sizeable non-budgeted amounts of development expenditures:

(In million so. sh.)			
	<u>1982</u>	<u>1983</u>	<u>1984</u> (Est.)
Budgeted	346	492	720
Non-budgeted	1904	4726	5389

Given the government's need for substantial reductions in expenditures, a better understanding of impact of new projects on the economy obviously is desirable. Many development projects have serious recurrent cost implications - sometimes equal to 15 percent of the original investment - and proper long-term financial planning could result in substantial savings.

RECOMMENDATION 6-2. An interministerial salary review committee should be appointed as soon as possible to explore a variety of options for further salary increases and to develop formal wage scales and time schedules for their implementation. The donor community should be asked to provide short-term technical assistance to the task force out of consultants currently employed in Somalia or recruited especially for this endeavor. The available information suggests that not all wage policy modifications can be financed from within the

146

present recurrent budget projections. Therefore, both the government and donors should recognize that it may be necessary to consider partially subsidized compensation increases through donor contributions.

RECOMMENDATION 6-3. Changes in wage and employment policies have to be made as soon as possible. Two important reform measures to improve the efficiency and effectiveness of government operations are the reduction of the total workforce and the adoption and implementation of a remuneration policy which will put the civil service in a more competitive position with the private sector and donor-sponsored projects for the limited supply of qualified manpower. A reduction of the civil service workforce seems to be a logical step in the direction of anticipated future savings and higher worker productivity.

A concomitant action to that of decreasing the number of civil servants should be to increase the compensation of selected groups of employees. Uncertainty concerning the required size of these increased monetary incentives is the single largest constraint on the implementation of the proposed wage reform. Another constraint is the necessity that any new or added expenditures devoted to changes in the remuneration of civil servants would need to be financed by one of these three means:

1. Offsetting cost reductions generated by the modification itself, e.g., by the reduction in the aggregate size of the civil service;
2. reductions in central government non-wage expenditures; or
3. increases in revenues together with donor contributions.

In Chapter 2.0 it was emphasized that large reductions in the current expenditures category are not likely in the short run, but it appears that stricter accountability measures could result in substantial savings in the long run. Thus, the most probable manner of funding increased compensation levels of the civil service between 1986 and 1990 appears to be a combinations of savings

from reductions in expenditures supplemented by donor subsidies.

The form of the wage reform will be structured according to three major reform standards:

1. Across-the-board increases (to compensate for lost purchasing power;
2. Minimum wage levels (to assure minimal living standards for all workers; or
3. Targeted wage increases (to maximize the incentive effort of a given wage total).

Across-the-Board Increases. An across-the-board increase by doubling the salaries which were in effect in January 1984 - for all civil servants would reduce the distortions that have emerged in past years among wage levels in Central Government, the autonomous agencies, and the private sector. While it would appear as an equal and equitable measure, an across-the-board adjustment would spread available wage resources too thinly to have much effect on individual employees. In addition, the rewards would be shared not only by those whose work is most essential to the government and who deserve a pay increase, but also by those who are least efficient and productive.

Minimum Wage Levels. Another approach to increased compensation in the civil service would be raising salaries of those in the lowest C and D grades to a new minimum level (e.g., So. Sh. 1,000), which on the average would be equal to an increase of 50 percent over existing monthly wages. This approach has certain merits, as it would compress the wide spread of differentials presently existing between the A and D grades, and would also help compensate the lowest paid civil service employees for the increases which have occurred in the cost of living. Assuming that savings from reduced expenditures together with donor subsidies would allow government to increase the 1986 wage bill by approximately 200 percent, a pay adjustment of C and D grade employees to the proposed minimum

level would put the increased cost well within the limits of available resources. While the narrowing of the current distribution of wages may be desirable on social grounds, it does not lead to rewarding those whose services are of greatest value to the government and would not promote the retention of the most scarce manpower.

Targeted Wage Increases. In view of the shortcomings of the two wage standards previously discussed, it appears that in order to maximize the utilization of scarce financial resources, government should give special attention to the targeted compensation increase strategy. This plan maximizes the efficient use of resources by concentrating them on those employees whose work is most essential to the government.

Presently the central government employs approximately 45,000 civil servants, of whom 3,000 are assigned to A, AY, F, and B pay divisions. There are an additional 3,000 employees in those grades - mostly teachers and administrators - employed in the educational system. In addition, an estimated 3,000 to 4,000 typists, accounting clerks, electricians, etc. can be found in the X and C divisions.

Assuming that these are the people whose services are of greatest value to government, approximately 10,000 employees will be eligible for wage increases. Implementing this pay adjustment in an equitable manner poses some problems. However, by relating the wage increases to responsibilities, duties, initiative and/or privileges of certain civil service positions, the principle of internal equity will not be violated. Department heads in each ministry should be required to identify those employees whose services are most essential to the government to meet its operational and developmental goals.

RECOMMENDATION 6-4. The government and donors should recognize that it may be necessary to further supplement government salaries, even if increased as

recommended, in order to retain essential and skilled employees on donor supported activities. The government should regularize and legitimize such salary supplements by recommending a scale of supplements to be paid and by asking that the cost of such supplements be included explicitly in project budgets. The local employee wage and salary scale of the UNDP or of another major foreign employer might be taken as an index of what essential project employees should receive. There should be a procedure by which such supplements could be cancelled or reduced if performance did not meet reasonable expectations. In addition, donors, voluntary organizations, and foreign governments should be requested to coordinate their wage scales among themselves and with the government so that the compensation they pay to their Somali employees will not be inconsistent with the government's compensation of its own staff.

## 7.0 STAFF TRAINING AND DEVELOPMENT

### 7.1 Introduction

Staff training and development customarily are understood to mean an organization's efforts to enable employees to perform efficiently the tasks assigned to them and to progress to tasks and positions of greater complexity and responsibility. Effective training makes it possible for employees to do an adequate job when first employed and, when combined with a program of staff development, prepares them to advance to higher level posts of a scientific, policy making, or management character. Training can be organized by (1) level of authority and responsibility, (2) by operational function performed, or (3) by problems to be corrected. In practice all three methods of training organization commonly are used.

This chapter begins with a short review of the various types of training that normally are required. This is followed by an analysis of the availability and application of the major training methodologies to the civil service in the recent past. Next is an examination of perceived training needs and a review of the present status of training and development activities and facilities. Conclusions are presented with a statement of major recommendations arising in staff training and development.

### 7.2 Education, Training, and Employee Performance

The personal characteristics which determine what tasks individuals can perform and how efficiently they can perform them are classified into knowledge, skills, and attitudes. The required proportion of each of these characteristics, of course, varies with the nature of the job to be

accomplished. Many tasks demand specific personal characteristics that are not needed at all or needed to a much lesser degree in other assignments.

The specific forms of knowledge required in governmental agencies generally falls into one or more of the following categories:

1. Knowledge of the environment upon which the organization acts;
2. Knowledge of the mission, policies, rules, and constraints of the organization; and
3. Knowledge of technologies, procedures, and methods applicable in the organization's activities.

Skills may be classified as operational (typing, auditing a financial report, or writing a directive), intellectual (being able to assemble and organize information, solve problems, or present a written explanation or argument in an understandable and persuasive form), and human relations (establishing effective and productive relationships with others, teamwork, leadership and supervision). Attitudes supportive of organizational effectiveness include:

1. a willingness to accept direction, control, and responsibility;
2. a willingness to put forth one's best efforts and to set high standards of personal performance; and
3. a belief in the importance of the organization's goals and of the individual's contribution to its mission.

The abilities that an employee possesses come from many different sources: family, colleagues and papers, reading, formal education, training courses, on-the-job training, and above all, from the variety of life experiences. The position grading of the civil service in terms of the educational level attained assumes that most of the abilities that employees would use in their work would be acquired in formal schooling. The validity of this assumption depends partly on the educational curriculum, partly on the quality and mode of instruction,

and partly on the degree to which post-school experience is determined by formal schooling attainment. The validity of this assumption also depends on how effectively these elements of ability development have been designed to meet the needs of the government service.

In the European tradition, schools were expected to impart "general" knowledge as well as intellectual and communication skills. Specialized skills needed in subsequent employment were expected to be learned through family instruction, formal apprenticeships, or on the job. As governmental systems evolved, however, this system of skills development was seen to be inadequate. Many European countries established specialized schools for civil servants. These schools had the responsibility of providing selected candidates with the knowledge and skills needed for effective performance in their government jobs. Until fairly recently, only a few professions -- law, medicine, and engineering -- were deemed of sufficient importance to warrant requiring a higher level of educational background as a prerequisite to government employment.

### 7.3 Historical Developments in Training for the Civil Service

European patterns of preparation for public service employment were followed in Somalia under the colonial administrations. General education through secondary school was available only to a very few. Governmental agencies maintained a group of specialized secondary schools whose curriculums included a two-year institute in accounting; a one-year commercial school; a one-year industrial school; a one-year clerical school; and a one-year marine school. In the North, government employees were allowed 6 months to 2 years away from their jobs to take secondary school courses. In 1959, the Health Department created an agency to train its own medical assistants.

With independence, it was apparent that the supply of adequately educated and

skilled Somalis was insufficient to replace departing expatriates. Additional trained Somalis were needed to replace those lost through normal attrition and those needed to staff the new and expanded organizations essential to the status and development aspirations of the new nation. Because of the nascent state of development of the local educational system, foreign education was deemed essential. From 1960 to 1970 more than 1200 Somalis were enrolled in post-secondary schools in more than 30 different countries. Most of these students had scholarships and grants provided by individual countries and international organizations.

During this same period various ministries devoted substantial effort to staff training; these programs normally utilized expatriate staff who were serving as technicians and advisors on development projects. Government training efforts were formalized when the Somali Institute of Public Administration (SIPA) was founded in 1965 (with United Nations assistance); its goal was to provide instruction to civil servants in planning, management, and clerical operations. In 1973 SIPA was reorganized as the Somali Institute for Development Administration and Management (SIDAM) and continues to operate under that name. A summary account of the courses and other activities of SIPA/SIDAM from 1965 through the 1980's is given in the Appendix Seven. Most of the SIPA courses, seminars, and consultancies were provided by foreigners. The expatriate staff was to be replaced eventually by Somalis who had been given an opportunity to receive advanced and specialized higher education training abroad. Instruction at SIPA was in English except for selected courses given in Italian. Most of the instruction was given in the traditional lecture mode because of a) the relatively large numbers of students, b) the limited time available for class preparation, c) the limited familiarity of instructors with more effective, participative, action-oriented methods, and d) the limited

resources available for an action-oriented curriculum.

During the first five years of its operation SIPA enrolled 741 persons. These students attended over forty separate courses and numerous workshops and seminars. Students included both full-time and part-time participants. The courses ranged in duration from several days to four and a half months. Course topics covered a wide range of administrative concerns: office management, filing, financial management, budgeting and accounting, personnel administration, planning, organizational analysis, and public relations. Participants ranged from recently employed secondary school leavers to directors-general. Some of the courses were multi-agency courses while others were designed for employees of a single governmental unit. After 1969, general civil service orientation courses were conducted in conjunction with the political reorientation courses in which most senior civil servants participated.

Despite this massive training effort, the effects upon ministerial operations do not appear to have been commensurate with the effort and funds invested. The knowledge and techniques employed in Western management and administration were not always appropriate in the Somali environment. A number of circumstances explain why the training effort seems to have had so little impact.

Lack of senior-level commitment to training. Initially, many senior governmental officials, including ministers and directors-general, did not appreciate the need for staff training and did not give such training consistent support. They did not, in general, participate in determining training needs. Selection processes were not always based on objective criteria related to training-readiness. Some senior administrators did not encourage employees to seek training or reward them for having done so. Employees who had received training often were assigned to tasks in which they could not utilize the

training received. The training programs themselves were rarely evaluated and thus there was no basis to reorganize the future efforts of the trainers.

Language difficulties. Many of the civil servants who attended SIPA courses had only a fragmentary and imperfect understanding of the English and Italian languages being used by instructors. Because these were second languages to many of the instructors as well, many students probably did not understand a significant portion of what the instructors were attempting to communicate.

Ineffective teaching methods. Instruction tended to be in the form of lectures and conferences. Even when comprehension or rote retention of the subject-matter was sufficient to pass tests, most students were not able to employ the acquired abilities on their jobs.

Inherent difficulty of transfer. Even in the most favorable of institutional circumstances it has proven difficult to transfer new managerial and administrative methods, techniques, attitudes, or behavioral styles from the school or classroom to the workplace. All organizations tend to be conservative and resistant to change unless such changes are viewed as immediately beneficial to the persons who must implement them. In a ministerial environment where only a minor number of the individuals involved receive training, the existing habits of their superiors and the influence of their colleagues often causes the abandonment of the newly acquired skills and methods. Training tends to be most effective when a whole organization is involved in the development of new procedures and when all staff work together to employ the new learning for the good of the organization's programs. Although SIPA attempted to reach high-level officials as well as those middle management levels, it is apparent that a critical mass of trained officials was not achieved.

Inappropriate student selection procedures. Many of those designated to participate in training courses were not selected in terms of their prospective

work assignments. As a result, many of those who received training subsequently were not employed in positions where they could make use of what they had learned. This has continued to be a problem in recent years. In 1983, fifty-two percent of a sample of SIDAM graduates from 1975 - 1983 were not in positions directly relevant to the courses of instruction which they had previously followed.

Lack of incentives. It is unlikely that most participants in the SIPA/SIDAM training courses perceived such training as being of personal benefit to them. Successful completion of a course was not expected to result in more rapid promotion or more interesting and worthwhile job assignments. Instead, training took time which otherwise could have been used for income-producing activities. Also, training often was more demanding than were customary job responsibilities. Consequently, the drop-out rate at SIPA and later at SIDAM has been much higher than it normally is in such programs.

Cultural Forces. Administrative and management practices which SIPA training attempted to cultivate are based upon a respect for such values as hard work, efficiency, time conservation, rational ordering of priorities, and achievement of measurable results. These values tend to be accompanied by acceptance of social and hierarchical control, belief in progress based upon innovation, and the solution of problems through logical manipulation of factual data. These attitudes, and the ways of thinking and acting they imply, have evolved over centuries as the processes of industrialization and bureaucratization have taken place. The economic, social, climatic, and religious environment in which the Somali culture has evolved emphasized other attitudes and behaviors than those characteristic of an industrialized or bureaucratized society. The process of adopting Western managerial concepts and practices taught at SIPA/SIDAM was to take much longer and require much more

sustained effort than had originally been envisaged.

From 1970 to 1977 a number of employees were sent for education and training to the Soviet Union and other socialist countries. With the creation of the National University of Somalia in 1971 and the gradual development of its various faculties, ministries began to send a number of their more promising younger employees (who had only secondary school educations) to attend the University on either a part or full-time basis. Several new vocational secondary schools were established and most of their graduates were absorbed into the public service either in the ministries or in public enterprises.

Several social developments during the 1970's had important implications for civil service training and staff development. The border conflict in the Ogaden absorbed a considerable share of the nation's manpower and other resources and precipitated an inflationary cycle which substantially reduced the real incomes derived from civil service salaries. The adoption of a script for the Somali language in 1972 had profound effects on schooling and on the administration of the civil service. Since 1972 a dramatic increase has occurred in the number of persons receiving schooling at every level.

The adoption of a governmental policy guaranteeing public employment of all secondary school and university graduates made such schooling even more personally desirable, but also burdened the government with large numbers of youthful employees for whom they had neither the time nor resources to provide necessary on-the-job training. For various reasons, including the attraction of well-paid positions in the rapidly modernizing states of the Gulf, a significant proportion of the Somalis who had been sent abroad for advanced education and specialized training either did not return to Somalia or returned and subsequently emigrated.

#### 7.4 The Nature of Training Requirements

Overall. The training needs of the civil service will be varied and extensive if the ministries and parastatal enterprises are to become effective implementors of government policy. In addition to the need for structural readjustments and improved economic and psychic incentives, a large and diverse training program and institutional development effort must be sustained indefinitely to overcome the severe quantitative and qualitative manpower shortcomings that currently impede government in both its regular and developmental operations. Not only must the existing cadre of current employees be trained (or retrained) to adopt the procedures, systems, and techniques they should be using, but provision must be made to train new employees in the knowledge, skills, and attitudes required for government work.

Management Training. Managerial weaknesses are cited by government as a primary cause for the failure of development projects to achieve their expected goals. Ineffective management is seen to result in duplication of effort, waste of resources, faulty scheduling, premature deterioration of equipment, and lack of motivation and diligence on the part of subordinates. This problem will not be remedied easily or quickly.

The skill of effective management is not a skill that can be learned rapidly or exercised easily. To mobilize and direct the work of an organization, a manager must have the necessary discipline to recognize, interpret, and utilize information, to solve problems, and to decide upon courses of action. A manager should be able to allocate rationally both human and material resources and reallocate such resources as problems and priorities change with the passage of time. A manager must evaluate the capabilities and performance of his subordinates fairly. He must motivate and train subordinates so as to promote acceptable levels of worker productivity. A manager must think continuously of

the future, establish an adequate exchange of communication, and be able to make plans which will accommodate contingencies and the unexpected. He should be able to make decisions and control operations based upon statistical and other quantitative data. A manager needs to discipline himself to delegate responsibility and authority. In this way his own energies and talents can be engaged actively and productively in handling those matters with which only he is qualified to deal.

These talents and skills are not indigenous to any culture and are acquired as part of the process of individual and social development. Nearly all of the 500 civil service officials who are now, or in the near future will be, in managerial posts could, if given extensive training in a manner appropriate to their respective status, experience, and responsibilities, become even more effective managers of their organizations' efforts.

Supervisory training. Even with well-trained senior management officials, the quality of an organization's day to day performance is dependent upon its supervisory staff. It is they who must ensure that work details are taken care of, rules complied with, activities documented, files kept orderly and useful, letters written and dispatched promptly, machinery and other equipment kept in good operating order, and new employees instructed in their duties and responsibilities. Even in a participative, group-oriented work force, as in Somalia, senior management must rely on supervisory personnel such as foremen, section chiefs, and team leaders who know their subordinates' jobs as well as their own and who will take the time and make the effort to ensure that both routine and extraordinary tasks are accomplished in a timely fashion.

In the absence of an authoritarian tradition, few persons automatically or intuitively become effective supervisors. These skills must be learned. Classroom instruction alone will almost never be successful. Only an

appropriate mix of theory, practical guidance through work exercises, and on-the-job training maintained over an extended period of time can create a dependable core of supervisors.

Manual and Craft Skills Improvement. The MISA's 1983 Public Sector Manpower Survey asked ministries to identify their most urgent training needs. The most commonly cited need was for the upgrading of those responsible for equipment operation, maintenance, and repair. Direct observation of ministry operations confirms a serious lack of maintenance and repair capacity. Non-operational typewriters, duplicating machines, telephones, automobiles, air conditioners, lamps, plumbing, machine tools, earth movers, tractors, and fishing boats all testify to poor maintenance facilities, lack of spare parts, and inadequately skilled repairmen. The harsh natural environment demands extra care of equipment to keep it operational. Breakdowns of equipment have impeded governmental programmes in technical schools, field development projects, scientific research, and industrial enterprises. Such conditions frustrate and discourage workers and result in a consequent decline in efficiency. Project reports frequently include references to equipment which was prematurely abandoned for lack of spare parts or a scarcity of adequately trained repairmen. Eighty percent of the fishing boats which have been provided by donors to stimulate the fishing industry are not in use for lack of spare parts and skilled repairmen.

As demonstrated by the draft report, Assessment and Development of Technical Education and Vocational Training in the Somali Democratic Republic (April, 1984), the vocational and technical school system has focused on theoretical and advanced knowledge and not on manual skills. Graduates of such schools frequently regard manual work as beneath their dignity. If the government's equipment is to be operated efficiently and maintained adequately a capable

corps of craftsmen must be schooled appropriately, provided with complementary on-the-job training, and operate in an environment with adequate work incentives. Most of the supply of such craftsmen currently come from apprenticeship programs and on-the-job training activities conducted by the Ministry of Labour and Social Affairs. The present supply of such workers clearly is inadequate. Government's Development Strategy and Public Investment Programme, 1984-86, cannot be achieved unless immediate steps are taken to create a sufficient number of mechanical, repair, and support craftsmen. The proposals recommended in the GTZ draft report on technical and vocational education should be given prompt attention.

Specialized Knowledge and Skills. An ambitious development programme, when coupled with the normal requirements of the governmental administration, must depend upon a corps of civil servants possessed of many different bodies of specialized knowledge and skills. Personnel in almost every department need knowledge that is unique and specific to that particular department. The fields of knowledge may be as diverse as nutrition, irrigation, vocational education, entomology, or property evaluation. Personnel officers, for example, should be familiar with the civil law, the design of appropriate selection criteria, techniques for constructing alternative forms of examinations, disciplinary methods, means of evaluating employee performance, informational storage methods, and modern technologies used in recruitment, promotion, and job assignment based on specialized skills and personality characteristics. Trainers and instructors need a knowledge of pedagogy as well as of their subject matter. Government scientists and engineers need practical technological skills as well as academic knowledge in their specialized fields such as agriculture, hydrology, medicine, or mining. Managers in general must have expertise in planning, economic and statistical analysis, budgeting and

resource allocation, feasibility analysis, quantitative decision-making processes, output measurement, and programme evaluation. Most government units also require financial managers with skills in budgeting, revenue forecasting, cost analysis, accounting, and cash management. The list of specialized skills needed for the operation of any civil service is very long. Few of these specific bodies of knowledge can be acquired solely in school. Many can be developed only through job experience, from superiors and experienced advisors, or through work experience outside government.

Language Instruction. Those who will require the use of existing international scientific and technological resources must have sufficient foreign language skills to utilize these resources. Thus, there is a continuing need for high quality language instruction. Many civil servants already have facility in several foreign languages with Arabic, Italian, and English being the most common.

The Somali language must acquire and standardize ways of communicating new scientific, technical, and management terminology and concepts. There is a need for glossaries and dictionaries which will standardize and disseminate this new vocabulary. The National Academy of Sciences and the Arts has been given this responsibility but program funding is inadequate to assure accomplishment of the desired goals in the near future.

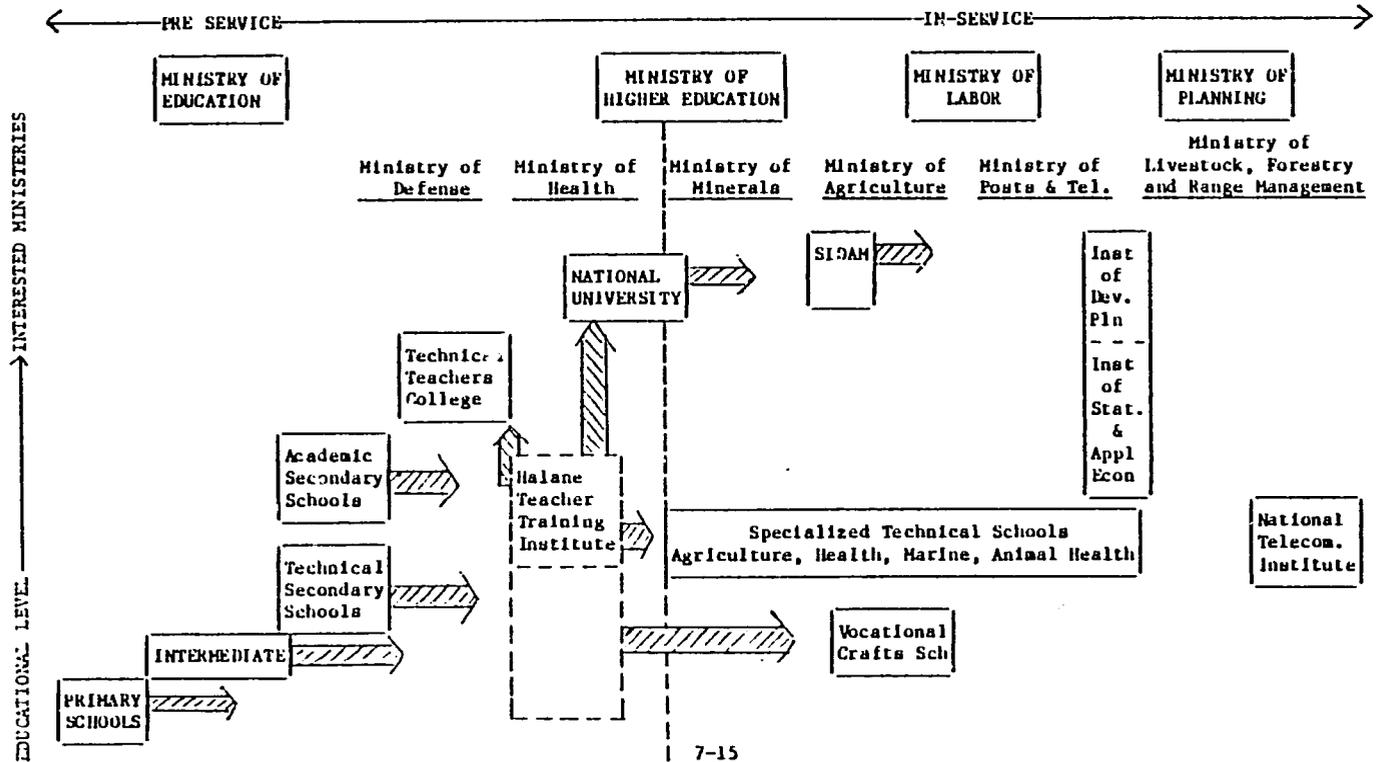
#### 7.5 Structure and Status of Training Institutions

The current structure for the education, training, and development of public servants includes a diverse network of schools, institutes, and colleges. A graphic presentation of this network is offered in Chart 7.1. The formal educational institutions were studied in some depth in the Ministry of Planning's 1984 report on the education and human resources sector. However, it

would be useful to review briefly at the time the major institutions now supporting the in-service training of the ministries and public agencies.

CHART 7.1

PRESENT STRUCTURE OF EDUCATION AND TRAINING FOR PUBLIC SERVICE



16

SIDAM. The formal charter of the Somali Institute for Development Administration and Management gives it a broad mandate to provide instruction for upgrading the civil service, improving management skills, and preparing "trained professional cadres with professional degrees, diplomas, and other qualifications, to comply with the managerial and administrative needs of the country." The Institute is divided into four academic departments: Development Administration, Management and Business Administration, Cooperative and Rural Development, and Language. There is an administrative support office, a library, a language laboratory, and an audio-visual unit.

From its beginnings as the Somali Institute for Public Administration, the Institute has been heavily dependent upon donor financial support and foreign instructors. Its present building was financed by support from the U.S. Agency for International Development in 1978. Italian bilateral aid has supplied two long-term language teachers who also assist with the library and audio-visual and other equipment. For many years the International Labor Organization has supplied two or more teachers and consultants to the Institute. Throughout its history a large portion of the SIPA-SIDAM courses have been conducted by expatriates with the language of instruction being English, Italian, or Arabic.

In 1983, the International Development Agency (IDA) of the World Bank entered into a contract with the California State University at Fresno (CSUF) to provide 144 person-months of both short- and long-term professional staff to offer a two-year full time course of study equivalent to CSUF's regular curriculum leading to the Master of Business Administration degree. In addition, the CSUF program offers in-service training, preparation of training materials, and consultancies for selected ministries. Instruction in the CSUF program is in English and standard U.S. texts are being used. The contract is for three years

and an expenditure of U.S. \$2,188,000 is allocated for the first phase. An initial class of 70 university graduates, most of whom are employees of governmental agencies, was recruited in the summer of 1983. Most were provided with four months of intensive language training in English. By late March, 1984, approximately 56 of the original class had completed the first three substantive courses. When they have completed the course, it is expected that these students will become SIDAM instructors, ministry and agency training officers, and middle managers in the public enterprises. The students will be available for part time employment in November, 1984 and for full time employment in November, 1985.

This CSUF project reinforces the courses that have been conducted by SIDAM in the past. In 1982, 120 persons completed long courses and 311 completed short courses (the latter of two months duration or less). Long courses in Accountancy, Rural Development, and Administrative Law currently are being offered as well as short courses in English, French, and typing.

The number of persons being trained is inadequate for government's needs. In 1981, as ILO consultant estimated that 1500 senior managers, 3000 middle level managers, and 10,000 supervisors required training. While this estimate appears excessive, the numbers of managers and supervisors in need of additional training and periodic refresher instruction are far greater than SIDAM can accommodate with its current resources.

Over the years there has been an increasing emphasis at SIDAM on longer courses leading to diplomas. An increasing reluctance of ministerial and public enterprise participants to enroll in short training courses has been experienced. Demand for longer courses has been encouraged by the belief by students that the acquisition of a diploma will lead to a promotion or to enhanced employment opportunities abroad. Some of the participants in the

current MBA course have indicated that they view the acquisition of English language competency and of the equivalent of a U.S. MBA degree as a means to obtain a better paying position outside of Somalia.

SIPA-SIDAM has long had difficulty in retaining its Somali faculty. Of ten prospective faculty sent for education on foreign scholarships in 1978, three are still working for degrees abroad; the other seven have completed their studies but only two have returned to Somalia and neither is employed by SIDAM. Of the fifteen students sent abroad for advanced training since 1979, only three have returned to the SIDAM staff.

A degree of dissatisfaction exists with SIDAM's programs of in-service training for current civil servants. This is due partly to the language issue, partly to the predominance of expatriate instruction, and partly to the emphasis on academic and theoretical subject matter. Some ministry representatives do not consider SIDAM's courses sufficiently specialized to meet their needs. The responsibility for these problems does not rest solely on SIDAM, however. Students are nominated for training even though they may not be motivated or prepared to benefit from the courses. Because of the inadequate incentives for civil service employment and past failures to use training graduates' expertise once they return to their ministries, the conditions do not exist for an efficient transfer of knowledge from theory to practice. The CSUF project appears to be a major step in the direction of redirecting SIDAM's training efforts and of strengthening its overall performance.

The National University of Somalia. The status and programs of the NUS are discussed fully in Chapter X of the Ministry of Planning's 1984 report on the education and human resources sector and need not be duplicated here. In terms of the relationship of the NUS programs to civil service manpower training needs, several generalizations may be made. One is that the number of

university graduates assigned to and accepting employment in the various ministries is insufficient to satisfy the demand of ministry officials. Another is that almost all graduates require further training before they can assume managerial responsibilities in the ministry to which they are assigned. The Ministry of Minerals, for example, has made an agreement with the University to provide additional courses for some of its graduate employees to give them the specific knowledge and skills they require on the job.

Instructional dissatisfaction with the NUS is attributed partly to an imperfect understanding by students of the language of instruction and partly to the program and curricular structures. These structures, modeled on those of Italian universities, provide instruction which ministry officials feel is neither as detailed or as specialized as required to prepare graduates with the knowledge and skills needed by the ministries. A final circumstance which has limited the effectiveness of graduates is the method by which graduates are assigned to various ministries and agencies without adequate attention to their personal desires, interests, and abilities. The concentration of graduates of certain faculties in some ministries has tended to deprive these ministries of employees with an appropriate variety of educational backgrounds. It has been suggested that the present method of restricted assignment is one reason many graduates either do not accept their initially assigned employment in the civil service or leave their assigned ministry or agency before becoming fully productive employees.

The Institute of Statistics and Applied Economics. The Institute of Statistics and Applied Economics was created in 1976 by what was then called the General Directorate of National Planning. The goal of the Institute is to provide personnel capable of collecting, processing, and analyzing statistical data. Its governing board is composed of the directors-general from the

Ministries of National Planning, Higher Education, Labor, Education, and Health in addition to all directors of departments in the Ministry of National Planning. The director of the Department of Central Statistics acts also as the Director of the Institute. He is assisted by a technical committee made up of the Director-General of the Ministry of Planning, a representative from SIDAM, the Dean of the Faculty of Economics of the National University, and the lecturers of the Institute.

The current emphasis of the Institute is to prepare middle level statisticians to act as field supervisors and technicians in economic planning and as statistical clerks. These statistical clerks are required to prepare questionnaires, compute statistics, keep records, and to assist in project appraisal and evaluation. The two-year Institute programme includes such courses as English, statistics, mathematics, demography, manpower planning, and economics. The faculty of eleven instructors include four foreign consultants and seven Somali staff. The program is subsidized by UNICEF which pays honoraria for faculty, transport expenses, and a 120 So.Sh. per month incentive to each student.

Students in the Institute must be secondary school graduates; they are nominated by their individual ministry. Most come from ministries other than National Planning; the MNP must then assign them to a position appropriate to their skills subsequent to their graduation. Students take an examination in each subject at the end of each semester and a summary final examination at the end of the course. If a student fails three or more subjects, he is allowed to repeat the semester. If two or less subjects are failed, the student can retake the examination. On graduation, diplomas are granted from the Institute.

Including the first class of twelve who graduated in 1976, 108 students have completed the Institute programme and returned to their ministries. Currently,

twenty-two are finishing their second year and thirty-five are completing their first year. The Institute has the responsibility of determining if graduates have been assigned properly; planning is now underway to conduct an evaluation to assess not only the appropriateness of assignments but also the overall utilization and effectiveness of Institute graduates.

Institute of Development Planning. A second institute operated by the Ministry of National Planning is the Institute of Development Planning. The IDP is only in its first year of operation. The Director is the Head of the Livestock Planning Service and its seven instructors are drawn from the United Nations consultants working with the Ministry of National Planning. Its thirty students are now in the second semester of a one year program. All students are university graduates drawn from the Ministry of National Planning's own staff. Their course is designed as a post graduate course in developmental planning and economic research with topics specifically selected for their relevance to developing countries.

As in the Institute of Statistics and Applied Economics, students are paid an incentive for program attendance. The MNP is in the process of determining the effectiveness of the program by evaluating the work of the students within their assigned offices. The MNP would like to open the IDP's courses to other ministries and to make it a permanent part of the civil service training system.

The National Telecommunications Institute. The NTI was established in the Ministry of Posts and Telecommunications in 1981 and is supported in part by the International Telecommunications Union. Its staff consists of thirty-three Somalis and five expatriates. The curriculum consists of two years of basic studies, 6 months of language studies, and one year of specialized instruction. The language of instruction is English. Students are assigned to the Institute on the basis of their results on the University entrance examination. Current

enrollment is approximately 200 and 40 to 50 students complete the course annually. Ministries and agencies employing graduates of the Institute (primarily Posts, Transportation, and Maritime), appear pleased with the quality of education provided by the institution. However, several years of additional on-the-job training is deemed necessary for most graduates before they can assume significant managerial responsibility.

Vocational and Technical Training Institutions. The vocational and technical schools and training institutes have the responsibility to produce craftsmen and secondary school-level technicians. Graduates of these programs provide a potentially important input into the civil service work force; they make up a major percentage of the technicians recruited each year. These institutes come under the jurisdiction of the Ministry of Education and their faculties are provided by the Technical Teacher's Training Institute in Mogadishu. The status and programs of the institutions involved are discussed in greater detail in Chapter 8 of the Ministry of National Planning's Somalia Education and Human Resources Sector Assessment, 1984. Overall, there were 32 schools in operation at the end of 1982 with an enrollment of 9,469 students and a staff of 789 teachers. Table 7.1 presents a summary of the schools by ministry and programs of study. Where available the most recent enrollment and staffing figures are given.

TABLE 7.1

## TERTIARY AND TECHNICAL SCHOOLS' PROGRAMS OF STUDY AND INTERESTED MINISTRIES

MINISTRY	INSTITUTION	MINISTRY																				Total Students	Total Faculty			
		Construction	Gen. Mechanics	Agricultural	Auto Mechanics	Navigation	Plumbing	Ship Mechanics	Electricity	Ministry	Printing	Agriculture	Agro-Industry													
Labor	Mogdishu Tech Inst.	X	X	X	X																	1,100	20			
Fisheries	Maritime Inst.					X	X	X															638	3		
Planning	Accounting Inst.																						329	13		
Education	Hargeisa Tech.	X																				390	26			
"	CTC Hargeisa																						36			
"	Burao Tech.		X	X	X					X	X												203	25		
"	Lafale Tech Inst.		X	X						X												X	152	12		
"	Lugaw Tech	X	X	X																			36			
"	E/Vaaray Tech Inst.		X	X	X																		320	18		
"	Sublaale Tech Inst.	X	X							X													324	22		
"	Djume Tech Inst.	X	X							X													37	20		
Agriculture	Afgowe Agric. Inst.										X	X	X										367	24		
Post & Tel.	Telecom. Inst.																					X	27	1		
Fisheries	Berawe Maritime					X	X	X															23	23		
Education	Halane Tech Inst.	X	X							X																
Agriculture	Amoud Agric. Inst.										X	X	X											253	4	
"	Dwaze Agric. Inst.										X	X	X											123	3	
"	Jowhar Agric. Inst.										X	X	X											233	17	
"	E/Vaaray Agric.										X													22	29	
"	Sublaale Agric.									X														474	36	
Youth & Sports	Djume Sports Inst.																					X				
Livestock	Burao Range Sch.																					X		301		
Health	Hargeisa Nursing																					X		252	28	
"	Mogdishu Nursing																					X		270	20	
"	Midwife/Labor Sch.																					X		363	20	
Livestock	Mogdishu Livestock																					X		262	27	
"	Afgowe Forestry																					X		22	23	
Education	Primary Teacher																					X				
Health	Women's Nutrition																					X		32	27	
Livestock	E/Vaaray Livestock																					X		52		
"	Sublaale Livestock																					X		33	3	
Youth & Sports	Banadir Sports Inst.																					X			38	20
TOTAL	32	3	7	6	3	2	2	2	3	1	2	6	4	2	2	2	2	2	2	2	2	2	18788	416		

Source: Somali Democratic Republic, Ministry of National Planning, *Somalia Education and Human Resources Sector Assessment, 1984.*

Technical education and vocational training was the subject of an intensive study by the German Agency for Technical Assistance (GTZ) during the spring of 1984. Although they found that the individual institutions vary considerably in the quality of both faculty and facilities, all appear to face the following problems;

1. School management is a serious weak point which results in deficiencies throughout the system;
2. Teacher preparation is more theoretical than practical and has not included sufficient education methods courses;
3. Teachers lack motivation and enthusiasm because of pay and work conditions;
4. All the schools lack appropriate materials and equipment and thus the courses of instruction involve little applied or practical experience;
5. The graduates of the technical secondary schools are not qualified to meet government's technical staff requirements but are reluctant to fill craft positions both because they lack the manual skills and because they do not wish to perform manual or craft work; and
6. Too many technicians are being trained in proportion to craftsmen.

In order to meet their need for appropriately trained technicians and craftsmen three of the major industrial autonomous agencies, Jowhar Sugar, Somaltex, and the Jubba Project have established and conducted technical training courses with some assistance from donors and foreign technicians. The Jowhar center operates a program similar to a technical secondary school with an initial half-year course in English, followed by a year of chemistry, physics, mathematics, technology, and workshop training and a second full year of electricity, metallurgy, technical calculation, English, technology, and workshop training. The program has graduated eighteen students in two classes

to date, has fourteen students in the final semester and forty-one in the preliminary English class. The Jowbar faculty includes no expatriate staff.

The SOMALTEX Training Center at Balad began in 1979 with 20 students and has enrolled 20 students each year since. Students accepted into the program are graduates of intermediate level schools who have scored well on their final examinations. The center's two-year, full-time course is largely practical, covering applied mechanical and electrical work, technology, technical drawing, technical calculations, mathematics, safety, English, Arabic and religion, social studies, physics, and textile technology. The training program has twelve instructors and has graduated thirty-seven students. Currently thirty-nine students are enrolled in first and second year courses.

The Mugambo Center, managed by the Juba Sugar Project, is better equipped than the other training centers. Staffed largely by expatriates and well-trained Somali instructors, it prepares trained craftsmen and artisans in practical engineering skills. Graduates then undergo six months of practical training and five months of work experience before they begin work as managers and mechanics in local industry or in agricultural projects in the region.

The government's Vocational Training Institute for craftsmen has recently been reactivated to train general mechanics, motor mechanics, masons, and carpenters. It has a woodworking shop, a metal shop, an electrical shop, and an automotive shop. This school is supervised by the Department of Training in the Ministry of Labour and Social Affairs and has the capacity for 150 students. At present it has a faculty of seven instructors (all of whom have been trained abroad), five assistants, and thirty support personnel. Both the staff and the facilities are used for certification testing in all classified handicrafts. A donor-supported team currently is working to upgrade this facility and additional buildings and shops are under construction. Even after this

expansion the output of this school will not be sufficient to meet the crafts skill needs of the government let alone of the economy as a whole.

Both the ministries and the autonomous agencies urgently need qualified technicians, engineers, and craft workers from a wide variety of occupational fields and scientific disciplines. At present government appears to be losing more of these technicians than they are able to replace. The output of the technical schools does provide sufficient aggregate numbers of graduates each year, but there is an inappropriate balance between technicians and craftsmen. Also, the level of skills graduates possess too often are inadequate to meet the needs of either governmental or private employers. A program to upgrade the vocational and technical educational and training system as recommended in the German Agency for Technical Assistance report should be instituted at an early date.

#### 7.6 Ministerial and Agency Training Activities

From 1972 to 1977 a number of ministries and agencies organized their own training programs to provide basic courses (such as orientation for new employees) as well as retraining courses to improve the skills of older employees. This latter training was largely to up-grade the performance of technicians and skilled workers, but several ministries such as Foreign Affairs's and Justice and Religious Affairs have made a concerted effort to improve the technical knowledge of their employees. In spite of this, 77 of 89 government units responding in 1978 to a Ministry of Labour and Social Affairs questionnaire reported that out of 71,000 government workers (civilian and military), 23.6 percent, or 16,300 were not carrying out their duties properly, due primarily to insufficient training. Some ministries indicated serious problems. The Ministry of Health reported 1,530 employees as lacking

sufficient education or training to perform their duties, Education reported 4,465, Air Transport 955, and Livestock, Forestry, and Range Management 1,099.

Although no data are available on the numbers of employees requiring further training in 1984, the situation certainly has not improved since 1978. In fact, because of the continuing exodus of skilled employees from the civil service, the problem is probably much more severe. Most ministries recognize the need for substantial training opportunities for their staffs and a few are taking active measures to organize and provide such training. However, many still do not have a designated training officer while others list the function on their organization charts but have left the position unfilled. Only a few, such as the Ministries of National Planning, Post and Telecommunications, Agriculture, and Livestock, Forestry, and Range Management, have placed a priority emphasis on training. Even in these ministries the concentration has been on pre-employment instruction rather than on upgrading knowledge and skill or changing the attitudes of those already employed. These ministries have established technical institutes at the secondary school level to supply them with the trained technicians they require. An outline of the training programs of the ministries is shown in Chart 7.2. Agencies that have held joint training programs with SIDAM are listed in the Appendix Seven.

SMART 7.2

MINISTERIAL TRAINING PROGRAMS

MINISTRY	Existence of a Training	Conducts Initial Orientation	Conducts Staff In-Service Prog in Ministry	Has Org. D.J. Ing	Use of SIDAN Courses	Has a Special Inst- or school which is Conducts or has an Interest.	Does Foreign Scholarships
1. Agriculture	No. The is a Responsibility of Dept. of Agr. Sci.	None	Conducted as needed by Dept. and projects	None by Foreign Experts	Yes, for all levels	Interested and sent 4 Ag. Tech Secondary Schools, Starting a school at Sigel. Work with Ag Fac. at Univ.	Yes
2. Livestock, Forestry and Range Management	Yes, Dept. Sec in Dept of Planning	None Mentioned	Not Mentioned Has an extensive project to train technicians	None Mention	No Mention	Has Training Inst. in Animal Science	Yes
3. Higher Education and Culture	No, but has a service to handle scholarships.	None	None Mentioned	None Mention	No Mention	Supervises national University and the Academy of Arts and Science.	Yes, both for itself and for others.
4. Posts and Telecommunications	Yes, in Dept of Personnel and Training & Inst. / Aia.	No. Haber News Annex. & Annual training program.	Yes. Conducted by tag office and some senior staff. 4 courses	Yes	Yes, 8 persons in 1981	National Telecommunications Institute assisted by ITU	Yes
5. Health	Yes, Dept. Head but not trained.	Have Intern program for new Doctors.	in-svc seminars Post-Grad refresher courses. Family Health Tag Program	None Informal	No mention	Medical Tech school Kinrossy and two Nurses Training Schools	Yes
6. Public Works	No	No Mention	None Mention	Yes	Yes	No. Had have school until 1981, now plans to use Min of Labor Vocational School	Yes, Two at present
7. Sports and Youth	Yes, Dept. of Training and Planning	No Mention	About personal seminars	No Mention	Yes	Sport Institute at Secondary level	Yes
8. Justice and Religious Affairs	No	3 months for new lawyers	None Mentioned but stated a need.	No Mention	Occasional	None, but receives graduates of Law Faculty at Nat. Univ.	Yes
9. Local Government and Rural Development	No Mention listed under personnel but staff.	No Mention	None Mentioned only 22 have received training.	No Mention	Yes, but Special Courses Secretary	None	Yes

178

CHART 7.2 (cont.)

MINISTRY	Existence of a Training Sect.	Conducts Initial Orientation	Conducts Staff In-Service Trg in Ministry	Has Mng. O.J. Trg	Use of SIDAM Courses	Has a Special Inst. or School which it Conducts or has an Interest.	Uses Foreign Scholarships
10. Planning	No	No Mention	Some courses conducted by Experts.	No mention	Occasional	Yes, Institute of Statistics and applied Economics and Institute of Developmental Planning	Yes
11. Labor and Social Affairs	Yes, but only responsible for Voc Trg	Annual 3 weeks.	Yes, occasional seminars and courses	Some Informal	Yes, Personnel Courses Accounting	Technical School for Trades and crafts Supervision SIDAM	Yes
12. Land and Air Transport	No	No Mention	Inflight staff by Inflight Mechanic Trg also	No Mention	No Mention	No, but expressed a need.	Yes about 10 each year
13. Commerce	No	Yes, for New Employees	None except some students at University	No mention	Yes has sent some	None	Yes, none in Economics
14. Education	Yes, but only responsible for scholarships	No Mention	Done by Experts in their Specialty	No Mention	Yes	Controls all primary and secondary ed. and interested in Education faculty of U.	Yes, 10 to England '78 of which 2 returned.
15. Fisheries	Yes, with 2 Assistants	No Mention	Extension Team trains fishermen in dist. Go to school in commerce	Informal	Yes, clerical & accounting	Yes, close relations with Marine Technical school.	Yes
16. Foreign Affairs	Yes	Yes	Yes, Language and Foreign Relations	No mention	No	Planning development of a Foreign Service Institute	Yes
17. Industry	Yes, in Sub. Industry Dept. 2 Asst.	Yes 3 days	Hold Seminars for Ministry Staff & Autonomous Agencies	No, Use Appointmentably in Agency	Yes, Clerical Accounting & Management	Interested in Trg Schools of Autonomous agencies. 3	Yes, 25 in 1983 Most 162 months.
18. Marine Transport and Ports	Yes, combined with Planning	No Mention	No Mention	Some Informal	Yes, 15 in 1983	Yes, support Marine Tech. school	Yes, Egypt for Navigation
19. Mineral and Water Resources	Yes, in geology Dept.	No Mention	Foreign experts train staff in laboratories	Yes, Informal	Yes Managers Clerks	Use large Oil Co. for much of Tech. trg	16th

179

CHART 7.2 (cont.)

MINISTRY	Existence of a Training Sect.	Conducts Initial Installation	Conducts Staff In-Service Trng In Ministry	Has the O.J. Trng	Use of SIMAN Courses	Has a Special Inst. or School which its Graduates or has an Interest.	Does Foreign Scholarships
20. Tourism and Hotels	Yes, Training and Arts Dept.	No Mention	Train cooks at Araba Hotel	No Mention	Yes, Special Seminars	No, but expressed a need.	Yes, 19 in last 5 yrs.
21. Jobs Valley	Yes, in Dept. of Admin.	No Mention	German Experts give to Seminars each month	Yes Infor-1	Yes, Acct. and Clerical	None	Two new
22. Information & National Guidance	Has a position but is unoccupied.	No Mention	Yes, Local trng conducted by foreign experts and agencies	No Mention	Yes	No, uses National University for language training	Yes, in Egypt Yugoslavia and agreements with other countries
23. Finance	No	No Mention	Yes, Internal	Unk.	Yes, for Accounting Courses	No	Yes
24. Presidency JDS	No	No Data Available	No Data Available	No Data Available	Unk.	No	Unk.

1/20

## 7.7 Foreign Training

One of the most controversial sources of skilled manpower training are scholarships in foreign countries. Usually funded by a donor organization, the programs have become controversial because of the low rate of repatriation of graduates. The primary task of several of the ministerial training sections is that of identifying and assigning scholarships. Table 7.2 gives an indication of the scope and variety of foreign training available in 1979.

Employees seek such scholarships because they provide an opportunity to travel, to save money from their living allowance, to qualify for a senior position in Somalia, or to obtain an even more remunerative position elsewhere. Unfortunately for both the donors and the government, many graduates do not return to Somalia or after returning leave the civil service. Although accurate records have not been maintained, it has been estimated by several ministries that less than half of all graduates return to their civil service positions. The graduates either stay in the country where they received their education or find employment in the Gulf States or in another third country economy.

To limit this phenomenon, some donors are exploring the possibility of withholding the granting of degrees until the students have actually returned home. Others, such as the UNDP which has been supporting SIDAM, favor greater use of short term training programs in Somalia or in the region. Foreign-trained scholars are still needed urgently in nearly all ministries and particularly in the educational and training institutions which require high quality staff. The ultimate solution is to create incentives that are sufficient to make service in Somalia more attractive to the Somali graduates of foreign programs.

TABLE 7.2

## SOMALI STUDENTS ABROAD IN 1979 BY DATE OF EXPECTED RETURN

Field	1979	1980	1981	1982	1983	After 1983	TOTAL
Engineering	2	9	6	13	2	5	37
Surveying & Cartography	1						1
Physical Sciences	4		5	10		1	20
Agriculture and Biological Science	24	2	1	5		1	33
Medicine	6	18	1	2		13	40
Public Admin, Acctg., Econ. Statistics	5	3	1	14			23
Education, Arts, Lang. Religion & Law	15	9	6	15		2	47
Printing, Journalism	1		1				2
Unknown	1	3	1				5
<b>TOTALS</b>	<b>59</b>	<b>44</b>	<b>23</b>	<b>59</b>	<b>2</b>	<b>22</b>	<b>209</b>
<b>STUDENTS ABROAD IN 1979 BY FIELD AND COUNTRY IN WHICH STUDYING</b>							
	Italy	Kuwait	Iraq	Egypt	Sudan	USA & Western Europe & Other	
Engineering	12	2		3	3		36
Surveying & Cart.							1
Phys. Science	2	10		1	1		6
Ag & Bio. Science	2		11	2	4		14
Medicine	25		1	1			9
Pub. Admin. Etc.	3	15					5
Ed. Arts, Law Etc.	7	7		15	3		15
Printing, Journalism	1						2
Unknown				1	4		
<b>TOTALS</b>	<b>52</b>	<b>34</b>	<b>16</b>	<b>23</b>	<b>15</b>		<b>88</b>

Source: Somalia Democratic Republic, Ministry of National Planning. Evaluation of the Three Year Development Program 1979-1981. Mogadishu, August 1982.

Several ministries are involved in approving and recording foreign scholarships. The Ministry of Higher Education and Culture is responsible for all degree program scholarships. The Ministry of National Planning tries to maintain records on short courses and on all programs connected with developmental planning. Other ministries negotiate with donors for scholarship assistance that can be used to advance their programs. There is a need for better coordination between the donor community and the government in the assignment of foreign scholarships and in the monitoring of those studying abroad. Also, donors should consider means by which they can reduce the impact on government of the removal of key personnel for overseas training.

#### 7.8 The Dimension of Unmet Training Needs

Numbers to be Trained. A number of assessments have been made of the number of individuals who need to be trained and of the subjects in which they need training. The Manpower and Human Resource Surveys of 1972, 1978, and 1983 have requested data from government ministries and agencies. However, the responses have been of reduced value for planning purposes for several reasons. First, many of the individuals trained in the past have not remained in government employment. Second, of those who have received training, significant numbers at all levels of the organizational structure still lack the skills or experience to perform the tasks expected of them. Third, even those that have been trained and have demonstrated competence on the job may require refresher training or new instruction because their responsibilities have changed.

In the area of senior management alone, approximately 100 General Managers and Directors-General require one or more weeks of refresher training. Over 600 directors at department level require a month or more of training to improve their managerial capacity. At the lower supervisory and service levels at least

1800 civil servants could benefit from two months to two years of additional training.

In addition to those individuals that need short or long courses in general management, industrial management, public administration, or project management, there is a long list of specialists who require annual training experiences if the work of government is to continue at its present level. Table 7.3 provides an overview of training requirements based in part on the "National Manpower Resources and Requirements Surveys of 1978-1983." It must be borne in mind that the numbers suggested in the table are only a rough order of magnitude, since skilled workers continue to leave the government service at an increasing pace.

TABLE 7.3  
SUMMARY OF TRAINING REQUIREMENTS  
FOR WORKERS IN THE PUBLIC SECTOR

SUBJECT/OCCUPATION	ESTIMATE NO.	ESTIMATE DURATION	LOCATION	RE-MARKS
1. Accounting, Professional	40	3-4 yrs	Abroad	would require scholarships
2. Acctg. Sub-Professional	120	2 yrs	Somalia	SIDAM course could be expanded to meet need
3. Acctg. Exec Officer Secondary Level	30	4 mos	Somalia	SIDAM might arrange. Tech. Institute could also help
4. Customs Clerks	30	4 mos	Somalia	No present program
5. Accounting Clerks	150	4 mos	Somalia	SIDAM & Tech. Institutes
6. Store Keeping	200	4 mos	Somalia	No programs presently available
7. General Management	10	2 yrs	Somalia	SIDAM, Present Project
8. Personnel Management	40	3 mos	Somalia	SIDAM has given in past
9. Senior Managers	110	2 mos	Somalia	Part Time, SIDAM or Interministerial Seminars
10. Admin. Exec. Officer	300	4 mos	Somalia	Part Time, No programs presently available
11. Admin and Agricultural Exec. Officer	30	4 mos	Somalia	"
12. Admin and Agricultural Extension Officer	200	4 mos	Somalia	"
13. Forest Officer	60	4 mos	Somalia	"
14. General Clerical	300	3 mos	Somalia	Technical Institutes
15. Typist	300	2 yrs	Somalia	Part Time, SIDAM or Technical Institute
16. Labor Admin. Senior Inspectors	10	2-3 mos	Abroad	Developing Country for Comparison & Transfer
17. Local Government Administration	15	4 mos	Somalia	Might be done by SIDAM
18. Production Manager	15	3 mos	Somalia	Might be arranged by SIDAM or Min of Industry
19. Marine Admin and Port Management	5	4 mos	Abroad	Require Scholarship or Sponsor
20. Gen. Management Seminar	30	2 mos	Somalia	SIDAM could provide
21. Teachers, primary and intermediate	1,000	2-3 yrs	Somalia	Ministry of Education must arrange
22. Judges (including Sharia)	100	—	—	Minister of Justice and Religion must arrange
23. Legal Clerks	50	3 mos	Somalia	"
24. Statistics Degree	5	4 yrs	Abroad	To be Senior Instructors at Institute & Univ.
25. Secondary Teachers	150	2 yrs	Somalia	Lafale College of Ed.
26. Technical Education Teachers	75	2 yrs	Somalia	Tech. Teachers Inst.
27. Economist, Post Graduate Level	10	2 yrs	Abroad	To be used as Instructors or Dept. heads
28. Human Medicine Specialisations	50	2 yrs	Somalia or Abroad	Medical Faculty of Univ. or might arrange or use scholarship
29. Veterinary Medicine Post Grad.	20	1-2 yrs	Somalia	Mogadishu Veterinary School
30. Veterinary Medicine Lower Technicians	300	2 yrs	Somalia	Mogadishu Veterinary School
31. General & Astronomical Meteorology	10	1 yr	Abroad	To support meteorological service
32. Electronic and Telecommunications Technician Adv.	20	1-2 yrs	Abroad	To act as Instructors at Inst. and Senior Tech. in Ministries
33. Soil Mechanics, Professional	5	4 yrs	Abroad	To support major projects
34. Mechanical Engr. Post-Graduate	5	1-2 yrs	Abroad	To assist in Petroleum Refining
35. Aeronautical Engineers	5	4 yrs	Abroad	for Somali Airlines
36. Electrical and Electronic Engineers	100	1-2 yrs	Abroad	To support power projects and Ministries
37. Ship Deck Officers and Pilots	10	2mo-1yr	Abroad	Provided by National Shipping Lines and Fisheries
38. Surveying	40	1 yr	Somalia or Abroad	Should be seniors and should be sent abroad

185

The list in Table 7.3 is by no means exhaustive and could be extended. It does not, for instance, include technicians and craftsmen, such as carpenters, masons, fitters, electricians, turners, plumbers, welders, blacksmiths, or printers, for whom not even general estimates of training needs exist.

National Training Policy. No national training policy or mandated organization to establish one currently exists. Even a cursory review points to an urgent need. Not only does each ministry need a competent training staff, but a mechanism is required to develop interagency coordination and cooperation. Above all there needs to be clear commitment by the government of funds and human resources for staff training and development if the goals it has set for itself are to be achieved.

Centrally Coordinated Learning Resource Center. Any meaningful training program needs such resources as: libraries of reference materials, case studies, texts, role-play exercises, charts, audio-visual materials, and training equipment. Libraries do exist in several ministries, i.e. National Planning, Industry, and Education as well as at the University and at SIDAM. None are adequate to the demands that will be placed on them nor are there any coordinated means of making their assets available to all who might need to use them. Training materials are in even shorter supply; where they exist they often are not catalogued, properly maintained, or made available for general use. There needs to be some central agency for resource coordination, staffed and equipped to support a government-wide training program.

A Qualified and Competent Cadre of Training and Development Specialists. If the needed training programs are to be implemented, there is an urgent need for qualified Somali Trainers who know not only the subject matter to be taught but also the pedagogical means for teaching it. This cadre of trainers should staff the primary training offices of the ministries and the training institutes which

assist the ministries. At present the number of qualified Somali training specialists is inadequate to meet this challenge.

Adequate Supply of Technical, Trade, and Craft Workers. As outlined earlier the nation's development programmes suffer from a lack of maintenance and repair capacity. Repair and maintenance workers constitute one of the most urgently needed categories of skilled employees. Existing sources of such personnel, largely the apprenticeship and on-the-job programs of private and public industrial agencies, are inadequate to provide the quantity and level of skilled personnel for the maintenance and repair work needed by the government.

Attitudinal Change. Given the current economic and psychic incentives received by civil service workers, the government is fortunate to have been able to retain the support of a core of loyal and effective administrators. Continued organizational improvement will require a high degree of devotion to organizational goals, a sacrifice of personal self-interest, and a reinforcement of positive attitudes toward work. Improved morale must be built upon an increased pride in government employment, higher standards of job performance, and identification by workers with the mission of their ministry or agency. This implies a need for strong and aggressive leadership, for a team-training approach to manpower shortages, and for the use of organizational development techniques in the ministries and autonomous agencies.

#### 7.8 Summary and Conclusions

Training requirements for the civil service involve both the breadth and the intensity of need and changes in workers abilities. The training needs range from simple filing and recordkeeping skills to more complex supervisory, administrative, and managerial capacities. Many of the institutions and facilities needed to assist in the transformation of the civil service are

already in place. However, most require both qualitative and quantitative improvement to accomplish the tasks that will be set for them. If the developmental work of the nation is to be accomplished in a timely and effective fashion, some significant investment must be made in the government personnel who are expected to direct and implement it. Some progress can be made by altering incentives but the major determinant of success will be training. The final results of civil service improvement efforts will depend on the manner in which the reform program is packaged and the degree to which senior managers can enlist the support of their civil service subordinates in the task of making Somalia a better place in which to live.

After reviewing the present status of staff training and development programmes, the following conclusions have been reached:

1. There is need for an improved commitment on the part of senior officials of the government to a program of staff development and in-service training;
2. Much of the training effort expended to date has had less positive results than should have been expected;
3. The government must develop a set of national policies regarding training;
4. A central authority must be established to implement the training policies, coordinate training, allocate resources, and evaluate the results of training programs;
5. All Ministries and agencies should have designated training officers who will be responsible for the planning and conduct of inservice training of the ministerial staff;
6. Those who are placed in charge of training activities in the ministries should themselves be trained to fulfill such responsibilities; and

7. SIDAM should be staffed and funded inadequately to meet the government's needs for training in management, accountancy, languages, clerical skills, and specialized administration.

#### 7.10 Recommendations

The preceding analysis suggests a continuing need for a strengthened training and staff development effort, some of which can be developed locally with governmental resources although a significant proportion will continue to require substantial donor support. Specific recommendations which will assist in filling this need are presented below in order of priority.

RECOMMENDATION 7.1. To ensure top management support for training there should be at least one seminar each year for ministers and one for directors-general which would cover problems of management generally and the requirement for training and development specifically. Senior officials of the government should support in-service training actively, should themselves participate in training programs, and should strive to assure that the benefits of training are appreciated and used by the participants.

RECOMMENDATION 7.2. The coordination and direction of training in the ministries and agencies should be strengthened through the creation of a National Training Council, a Department of Training in the Ministry of Labour and Social Affairs to implement the Council's decisions, and the creation of a training office in each ministry and agency. The Training Council, consisting of senior officials representing the Presidency, the Party, and all large ministries, would develop training policy, review training plans, and discuss and resolve problems. The Training Department in the Ministry of Labour would support the National Training Council by implementing its decisions, coordinating training schedules of the

ministries and agencies, allocating training resources, and by providing direct planning and staff support to SIDAM. Individual ministry and agency training offices should develop annual training programs based on their annual work plans and the assessment of training needs to meet those plans. They also should conduct the training programs and evaluate the courses.

RECOMMENDATION 7.3. To the extent feasible, civil servants should be given action-oriented training conducted in the Somali language. Participative exercises should be emphasized rather than lectures and conferences. Students should be instructed in the language they understand best. The instructional methods used should include supervised research, field investigations, role-playing exercises, and group discussions. Above all, there should be a strong Somali language writing component in all in-service training. Officials need to improve their ability to express themselves clearly, concisely, and effectively in written documents.

RECOMMENDATION 7.4. General management training should be designed for and provided first to the senior officials. These officials subsequently should assist in presenting similar instruction to their subordinates. As a matter of high priority, SIDAM should be instructed to prepare and deliver to the the National Training Council a management training program which focuses specifically on supervisory and delegatory responsibilities of officials at the general manager and director-general level. The program's aim should be to have all officials identify responsibilities, decisions, and actions which consume their own time and which can and should be delegated to a lower level of administration. The program also should develop methods by which senior officials can assure themselves that such delegations of responsibility are being handled properly.

RECOMMENDATION 7.5. The Somali Institute for Development Administration and

Management, SIDAM, should be strengthened and supplemented with staff and funds to enable it to provide the assistance needed by the ministries and agencies in their in-service training programs. The Institute needs a staff of approximately 25-30 highly qualified Somali instructors. Adequate funding should be provided for the purchase and printing of teaching materials, for holding periodic conferences and seminars, and for instructional supplies and equipment. Above all, the Institute will need to be able to pay salaries adequate to ensure that prospective staff members who are given opportunities for higher education actually will return and become productive members of the Institute.

RECOMMENDATION 7.6. An annual training plan should be prepared in all ministries and public agencies based on projected training needs. Included in the plan's coverage should be:

- 1) orientation training for new employees;
- 2) at least two weeks of refresher and up-grading training for all current employees;
- 3) training for supervisors in the techniques of providing subject matter and skill training to subordinates;
- 4) training on the conduct and administration of meetings and in time management; and
- 5) instruction in office management (including the use of filing systems and data retrieval methods).

RECOMMENDATION 7.7. A continuous effort should be made to evaluate the effectiveness of each major training program, both to determine what the

participants have absorbed in knowledge, skills, and attitudes and to determine the extent to which this learning is being utilized by the student to improve job performance. This evaluation should include a review of post-training assignments of civil servants, trained either locally or abroad, to determine whether the skills they acquired are being appropriately employed.

RECOMMENDATION 7.8. Ministerial and agency authorities, including immediate supervisors, should ensure that students receive incentives adequate to encourage them to undertake training courses and to complete the course requirements successfully. Incentives should include: appropriate assignment upon completion, the use of successful completion of training as an important consideration for promotion, and appropriate recognition in competition for bonuses and employee awards.

RECOMMENDATION 7.9. The existing base of training for the vocational crafts should be expanded as equipment and instructors can be made available. This expansion will allow government to strengthen the quality and quantity of the construction, maintenance, and repair work of the ministries and public agencies.

## 8.0 SUMMARY RECOMMENDATIONS FOR POLICY AND PRACTICE

### 8.1 Introduction

This chapter presents a set of integrated recommendations proposed for the civil service. The recommendations concern areas both of policy and of practice. Because of the interdependency of the recommendations, they are not assigned individual priorities. The recommendations are designed for implementation over a ten year period to permit phased adaptation and adjustment.

Nine recommendations are proposed and they are organized within the four content areas of this report, e.g., organization and management, personnel administration, civil service compensation and staffing, and training requirements. The recommendations, which will be discussed in detail below, are:

#### Organization and Management

1. A Civil Service Commission should be established with legal, advisory, and appeal functions at government-wide level to provide overall policy guidance and review of the civil service employment system.
2. The Ministry of Labour and Social Affairs should be reorganized into a structure with two major divisions, each headed by a director general. One division would be concerned primarily with issues of personnel and training and the other with issues of labor regulation and statistics. In addition, the personnel department should be strengthened to act as the central personnel agency for the government.
3. An organization and methods unit should be created with trained Somali professional staff capable of studying organizational and administrative problems throughout the government. The unit should be given the responsibility for making recommendations for improvement of civil service procedures and for designing and implementing those

reforms.

Personnel Administration

4. The government should restructure its assignment and promotion procedures to increase the probability of having the best qualified person assigned to each position. This restructuring should include the restoration of increments for the technical series, the modification of the administrative scale, and placing increased responsibility for selection on the official or officials of the unit to which the worker will be assigned.

Compensation and Staffing Levels

5. The government should act to identify redundant workers and provide assistance to them, as necessary, in finding alternative employment outside the civil service. Informed estimates suggest that approximately twenty percent of all government workers (the largest numbers being at the lower job classification levels) could be relieved of their current government responsibilities without a reduction in the quantity or quality of services provided. A goal of approximately 36,000 public sector employees should be set and an attempt should be made to reach this level by the end of 1986.
6. Subsequent to the reduction in workforce, government should grant selected groups of employees a substantial increase (200 to 500 percent) in salaries (inclusive of allowances). This increase should become effective no later than January, 1987.

Training Needs

7. The coordination and direction of training in the ministries and agencies should be strengthened through the creation of a National Training Council. The new Department of Staff Development and Training

in the MISA should be given the responsibility for implementation of Council directives. A training office should be created for each ministry and major agency.

8. To the maximum extent feasible civil servants should be given action-oriented training which emphasizes participative exercises rather than lectures or conferences. Where possible, all training should be done in the Somali language.
9. A program of general management training should be designed for and presented initially to senior ministry officials (heads of departments and above). These officials should be given the responsibility of assisting in the presentation of appropriate management training to their subordinates. An initial aim of the program should be to identify decisions and actions suitable for delegation and to develop methods by which such delegation can be properly implemented and supervised.

All of the above recommendations are provisional only. Their implementation would take place over the next four years and should be monitored over the next decade to identify needed modifications and reform.

## 8.2 Recommendations for Organizational and Management Reform

RECOMMENDATION ONE. The government should establish a Civil Service Commission with legal, advisory, and appeal functions at the interministerial level to provide overall policy guidance and review for the civil service system.

There is an inherent difficulty in having one ministry responsible for supervising and directing the operations of a peer agency. If this is to be done, as it is presently in the case of personnel, there should be some higher authority which can provide validity, support, and review to these efforts,

establish policy, and act as a court of appeal. A Civil Service Commission, composed of distinguished former senior civil servants, would provide the authoritative support and the needed objectivity to resolve any issues under dispute.

RECOMMENDATION TWO. The government should reorganize the Ministry of Labour and Social Affairs into two major divisions, each under the supervision of a director-general, and strengthen the Personnel Department as the central personnel agency of the government by having it absorb the establishment function. In addition, a Department of Training should be added.

Under the proposed reorganization the senior career administrator in the ministry would become the "Permanent Secretary." This person would supervise the two directors-general. One, the director-general for Personnel and Training, would supervise the Departments of Personnel, Staff Development and Training, and Vocational and Crafts Training. The second, the director-general for Labour and Social Affairs would supervise the Departments of Labour, Labour Statistics, and Welfare and Social Affairs. The Department of Administration would operate directly under the control of the Permanent Secretary.

This organizational structure would strengthen the Department of Personnel significantly. It would provide the department with more authority by giving it the primary operational responsibility for determining personnel requirements. The new structure would also require the Department of Personnel to supervise the personnel operations of the other ministries under the overall guidance of the Civil Service Commission. A significant modification in decision-making procedures would be required since the two directors-general would be empowered to act and sign papers on behalf of the Ministry. This not only suggests the need for specific written delegations of authority but also the need for coordinating procedures and the handling of correspondence to permit the Permanent Secretary to be informed (and to be able to inform the Minister) of the status of Ministry operations and plans for the future.

RECOMMENDATION THREE. A high priority should be placed on the creation of a unit with a trained professional staff capable of studying organizational and administrative problems throughout the government, of making recommendations for improvement, and of assisting in the implementation of these recommendations.

The staff required for this purpose would include individuals with experience in government and with training in the analytical techniques needed to evaluate organizational structures and processes, to assess their efficiency, and to design new structures and procedures to enable the organizations to operate more effectively. Such skills and knowledge usually require advanced formal training in addition to practical experience. Example of the problems with which the staff might deal could include such questions as whether ministries and agencies would be more effective if consolidated; whether any fiscal savings would result from such consolidation; whether the procedures employed in obtaining clearances for imported goods could be simplified without sacrificing coordination and control; and whether the processes used in the appointment or promotion of civil servants could be made more efficient.

### 8.3 Recommendations for Changes in Personnel Administration

RECOMMENDATION FOUR. The government should improve promotion and assignment procedures to increase the probability of having the best qualified person in each position. This would include the restoration of the in-grade increments for the technical series, the modification of the administrative scale, and the vesting of the responsibility for the placement of personnel in the manager of the organization selecting them.

A major step in the direction of improving the civil service would be taken by focussing the efforts of its personnel system on the single goal of providing the best workers to do the best possible work in the interests of the nation. This will require promotion systems that are perceived as fair and equitable. The systems should provide every employee reasonable expectations for promotion while ensuring sufficient flexibility to advance those best qualified by

experience, performance, and education.

Assigning the best possible workers to the available positions requires 1) a careful analysis of skills, attitudes, and knowledge required in the positions to be filled; and 2) identification and recording of individual qualifications for the positions in terms of demonstrated performance and skill, knowledge and education, as well as attitudes as reported by colleagues and supervisors. One of the most effective means of selecting the best qualified applicant lies in assigning the responsibility for making the selection to the manager who must be responsible for the selectee's performance on the job.

Current deficiencies in promotion opportunities for the technical workers stem from the abolition of the in-grade increments provided in the law for the technical series. Reestablishing these increments would provide an improved opportunity for promotion for highly skilled technical personnel. Improving promotion opportunities for administrative workers requires the modification of the administrative scale by extending each grade from its current base level to a top level corresponding to the base level of the next higher grade and by permitting larger increments.

#### 8.4 Recommendations on Employee Compensation and Staffing

RECOMMENDATION FIVE. The government should act to identify redundant workers and provide assistance to them, as necessary, in finding alternative employment outside the civil service. It is estimated that approximately twenty percent of all government workers could be relieved of their current government responsibilities without affecting the quantity or quality of services provided. A goal of approximately 36,000 public sector employees should be set and an attempt should be made to reach this staffing level by the end of 1986.

A number of steps might be taken which would bring about an adjustment in the size of the workforce to approximately the levels prevailing in 1979-1980, that is, about 36,000 persons. First, new appointments, except for university

graduates and a few others whose services are urgently needed should be postponed. This would result in a reduction through attrition of perhaps 5 to 7 percent of staff per year. Second, a significant number of the several thousand temporary appointees should not be reappointed when their three month appointments expire. Third, the government should arrange to give priority to current civil service employees as it selects candidates for foreign emigration for employment. Fourth, all who would choose to resign should be permitted to do so. In fact, the government might find it advantageous to offer a bonus—perhaps equal to three to six months of salary—to all who would resign from the services within a stated period. A procedure would have to be designed in order to retain those individuals most essential to the government's operations.

These and other alternative arrangements must be considered to maximize the voluntary withdrawal of redundant personnel from the civil service. Involuntary employment terminations, however, pose an even larger problem. At present, dismissals are possible only as a consequence of prolonged absence without permission or as a result of disciplinary action. It will be essential therefore, to amend the civil service law by statute or decree to authorize terminations of those employees whose services are not required because of redundancy or the shortage of funds. Dismissals should be authorized if programs are terminated or reduced in scope for either policy or financial reasons or if it is determined that there have been more people employed than are actually needed to accomplish the objectives of the agency with which they work. Changes in technology or of governmental objective both are likely to make some employees redundant. The nation's welfare will be enhanced if such employees are released to the other sectors of the economy as soon as they have become underemployed in the civil administration.

A second problem arises from the need to provide a fair and equitable means of identifying those to be released. It will be necessary to institute procedures (including explicit criteria) to avoid allegations of favoritism or of arbitrary releases without regard to the needs of the organization. Hence the reduction should not be applied across the board in the same percentage since some ministries will have a higher percentage of redundant staff than will others. At the same time the contribution of the individuals to the work of the agency should be taken into consideration and those that are released should be those who for one reason or another contribute the least.

A third problem area involves the question of what assistance the government should give to those being released in finding additional employment. There are a number of possibilities which might be explored but some positive program of out-placement should be developed and implemented. Each of these problem areas offer a number of constraints and could involve significant costs, depending on the solution selected. However, the benefit to be achieved through reducing the workforce and increasing its efficiency may be expected to far exceed the possible cost.

RECOMMENDATION SIX. Subsequent to the reduction in workforce, government should grant selected groups of employees a substantial increase in salaries. This increase should become effective no later than January, 1987.

The overriding factor affecting the day-to-day performance of the Somali civil service is the inadequate level of employee compensation. This problem has caused a substantial decline in performance, reduced confidence and morale, and curtailed the ability and willingness of managers to enforce attendance rules and discipline. Inadequate salaries have had a major impact on all phases of management and operations throughout the government. Improvement in wages is a necessary precondition to any other civil service reform.

The rate of inflation has been so dramatic in recent years that it would

require increasing the salary of all employees by over 500 percent to provide them with the real income levels they possessed in 1976. A substantial case has been made in Chapter 6.0 for the effects of this inflation of living costs. Working for less than a living wage has forced civil servants to find their means of livelihood wherever they could; if not in their government jobs then in the private sector or elsewhere. For many (and often these have been the most highly qualified), it has meant leaving the government service. Unless some means of establishing adequate salaries is found it will be difficult, if not impossible, for the government to retain the qualified employees it needs to conduct its operations.

The funds required for raising the salaries of all personnel are well beyond the limits of existing revenue sources. If the funds were to be raised through increased deficit financing, the even more rapid inflation that would result would wipe out the advantages gained. Thus, any increase must be funded from available revenue. A recommended increase in the annual wage of approximately So.Sh. 500 million per year could be financed by reducing non-wage expenditures in 1985 to 10% below their projected 1984 level. Such a limited wage increase cannot be expected to stop all of the exodus of skilled and educated employees from the government service, but it would mark a significant first step toward eventually reaching an adequate and equitable level of compensation.

#### 8.5 Recommendations on Training Needs

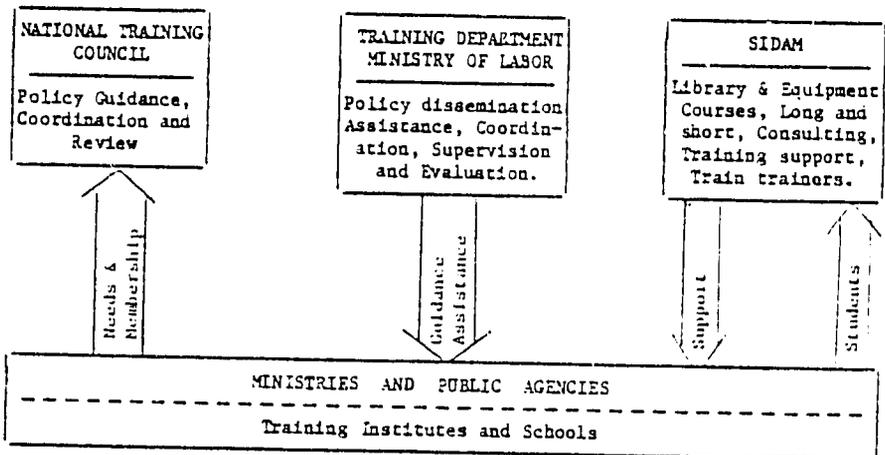
RECOMMENDATION SEVEN. The coordination and direction of training in the ministries and agencies should be strengthened through the creation of a National Training Council. The new Department of Staff Development and Training should be given the responsibility for implementation of Council directives. A training office should be created for each ministry and major agency.

As has been suggested in previous chapters, the training needs of the Somali

Civil Service are both extensive and urgent. In spite of the fact that much of the training they have already received has not had as much effect as might have been expected, it is essential to expand and readjust the training effort in order to provide the skills and knowledge that modern administration requires.

The National Training Council, consisting of senior officials representing the Presidency, the Party, and all large ministries, should work to develop training policy, review training plans, and discuss and resolve problems. The Department of Training and Staff Development in the Ministry of Labour and Social Affairs would support the Council by implementing its decisions, coordinating training schedules of the ministries and agencies, allocating training resources, and providing programs based on annual needs assessments, conduct training, and make training evaluations. The resulting structure for training coordination is shown in Chart 8.1.

CHART 8.1  
ORGANIZATION FOR TRAINING



In addition to the MLSA, a number of other ministries have a strong interest

202

in training and staff development. The Ministry of National Planning is involved in human resource planning in connection with its annual development plans. The Ministry of Education administers teacher training, technical teacher training, and the secondary and intermediate schools whose graduates often are employed in governmental agencies. The Ministry of Higher Education and Culture supervises the National University. The Ministries of Health, Agriculture, Foreign Affairs, Livestock, Justice and Religious Affairs, Posts and Telecommunications, and Fisheries either conduct training institutes or have a strong interest in technical secondary schools under the supervision of the Ministry of Education. They and their interests, as well as that of the other ministries, should be represented adequately on the Training Council. All training institutions should be coordinated by the Council with respect to their contribution to the training of public employees.

RECOMMENDATION EIGHT. To the maximum extent feasible civil servants should be given action oriented training which emphasizes participative exercises rather than lectures and conferences. Where possible, all training should be done in the Somali language.

The need to maximize the use of Somali stems from its place as the primary language in the school system and as the official administrative language of the government. It is the language nearly all civil servants will use on the job in implementing whatever they may have learned in training. Action training is clearly needed to enable those receiving instruction to implement what they have learned when they return to their units.

This recommendation would require that each foreign instructor be coupled with an appropriately trained Somali with an excellent command of the foreigner's working language. The foreigner should work with his counterpart on a daily basis and attend his counterpart's classes. Both foreign instructors and their Somali counterparts should be given instruction in participative

methods. It would also require translating training materials into Somali. It is recognized that this will involve some difficulty in standardizing selected technical terms.

RECOMMENDATION NINE. A program of general management training should be designed for and presented initially to the senior ministry officials (heads of department and above). These officials should assist in presenting appropriate management instruction to their subordinates. An initial aim of the program should be to identify decisions and actions suitable for delegation and to develop methods by which such delegation can be properly implemented and supervised.

Effective supervision is one of the more urgent needs in current Somali administration and is equalled only by the need for increased delegation of responsibility. The most effective way to improve supervision and delegation is by having those responsible for it teach it. They are more likely to enforce those precepts if they have been involved in preparing others to do the same. The general management courses should be given at the ministries; SIDAM should assist in preparing the exercises and the practical work components.

It is also important to establish the principle that senior managers are responsible for the training and development of their subordinates. If they are not committed to the training of their staff very little training is likely to take place. Managers at all levels need practice and experience in giving instruction and specifically in the methods of supervising on-the-job training in their departments.

#### 8.6 Implementation Plan

The above recommendations reflect a broad range of interrelated measures which, when implemented, will improve the motivation and effectiveness of the civil service and the environment in which its members work. Some of these changes will take relatively little time or effort, while others will require a

major reallocation of resources, substantial reorganizations, or procedural modifications. Many may require foreign donor financing and technical assistance. In order to minimize confusion and discontinuity in administration these recommendations should be implemented as a carefully phased package over a five year period. The following plan for implementation is presented to assist in visualizing the relationships, the steps required, and the time that might be involved.

Suggested Schedule. A suggested schedule for implementation is presented in Chart 8.2. Details of Phase 1 and Phase 2 are given below.

CHART 8.2  
SUGGESTED SCHEDULE

NO	RECOMMENDATION	1984	1985	1986	1987	1988	1989
FIVE	Reduction in Force	←---*	→				
THREE	Create an Organization and Management Unit	←---*	→				
FOUR	Improve Promotion/Assignment Procedures		←---*	→			
ONE	Establish a Civil Service Commission		←---*	→			
TWO	Reorganize the Ministry of Labour and Social Affairs		←---*	→			
SIX	Improve Civil Service Compensation		←---*	→			
SEVEN	Improve Structure for Training			←---*	→		
NINE	Management Training in Supervision				←---*	→	
EIGHT	Conduct Action training in Somali		←---*	→			
—	Train Somali cadre for Personnel Ing and Management Units	←---*	→				

Note: Plan: ←-----→

Period of Initial Implementation: ←-----→

206

PHASE 1. (1984-1985)

1. Reduction in Force. The reduction in the number of redundant employees should be initiated without delay and by no later than January 1, 1985. Several months might be required to develop plans and instructions for the criteria to be used and the methods to be employed. Plans for outplacement of the redundant staff should be formulated as required. The sequence of steps might be established as follows:

- a. Initiate planning in October, 1984. Prepare appropriate instructions. Ministries identify candidates for release from among those, regardless of rank, contributing the least to the work of the ministry.
- b. Promotion and disciplinary committees or appointed special committees consider candidates within each ministry in priority for release.
- c. Appointment of an interministerial committee to consider the names and numbers submitted by each ministry and approved for release. This action is necessary to insure that the reduction is conducted fairly and equitably both for individuals being released and for the ministries. Some ministries will have many more individuals and a greater percentage of their workforce to release than will others. Some will have a higher percentage of upper managerial and technically trained personnel than others. The work that some ministries and individuals within them perform have higher priority and greater urgency than others. These factors should be carefully weighed with as much objectivity as possible by individuals in a position to take the broadest view.
- d. Amend Law 5 to permit the release of public servants for other than disciplinary reasons.
- e. Consider all means of reducing the work force such as:

- (1) Release a substantial number of temporary employees at the earliest opportunity.
  - (2) Approve resignations of all except the most essential employees
  - (3) Offer a bonus to employees who agree to resign before a designated date, such as March 1, 1985.
- f. Initiate the release of the approved candidates by not later than March 1, 1985 to be completed by July 1, 1985.
- g. Consider all means of employing the services of those being released.
- (1) Those being released from regional or agricultural organizations might be employed in the agricultural sector where a shortage of workers is reported.
  - (2) A program of vocational and craft training might be organized, using the facilities of the secondary technical schools during afternoon periods or when the schools are not in session, to upgrade skills for private employment.
  - (3) A small subsidy might be offered to workers interested in private sector employment. A number of employees might become absorbed full-time in those private sector activities in which they are now engaged part-time.
  - (4) Since the government is actively engaged in promoting the export of Somali workers to countries where there are labor shortages, released employees might be given priority for selection for such opportunities if they are unable to find suitable work in Somalia.
- h. Review appeals of individuals who might feel they have been treated unfairly.
2. Create an Organization and Management Unit. In view of the management and organizational problems facing the government no time should be lost in

creating a unit of qualified management analysts who can assist and advise governmental units in ways to solve their problems. The reduction in force, possible consolidation of ministries, the reorganization of the MLSA, and improvement in the structure of training are among the types of problems such a unit should be prepared to handle. This unit will require up to six Somali analysts and one or more foreign experts to train and advise them. A donor must be identified to assist in funding the project and to provide the required technical assistance.

- a. Obtain the assistance of an appropriate sponsor and donor country which is recognized for having skills in this area.
- b. Determine which unit of government is the most appropriate for this unit. It should be one with adequate administrative support including office space and transportation as well as sufficient authority to take advantage of the work performed. Possible candidates might be:
  - (1) The Office of the President.
  - (2) An office housing the budget function.
  - (3) The Ministry of Labour and Social Affairs.

Of these the Presidency might offer the best location in the long run but the Ministry of Labour and Social Affairs could house the office during its initial period.

- c. Recruit analysts with appropriate skills and knowledge to be of assistance.
  - d. Initiate the Unit early in 1985, with the designated advisor as instructor and using SIDAM or recent graduate students on a part-time basis as initial staff while other selectees are being trained.
3. The Establishment of a Civil Service Commission. The establishment of the Civil Service Commission should be completed by July 1985 to enable it to

play a part in the other recommendations which affect public servants: the reduction of the work force, changes in compensation, improving promotion and assignment procedures, revision of the pay scale, and strengthening the central personnel unit.

The Civil Service Commission is conceived as a body committed to strengthening the quality of the government workforce. Because of the heavy work schedule (particularly during the first year) and the need for persons who could view the civil service in an objective manner, distinguished retired civil servants would be the most suitable candidates for appointment.

- a. The first step would be to request a wide range of organizations and individuals to submit the names of potential candidates. These should include Ministers and high ranking public servants, workers unions and social organizations, as well as regional and district leaders. The request should be made for persons who understand the needs and operations of the organizations which recommend them but also have a view of the national interest.
- b. The second step would be the nomination of specific candidates for appointment. This should be accomplished by a select commission of directors-general and Ministers designated by the President for the task. These individuals would review qualifications, inquire as to the nominees' willingness to serve, and recommend candidates to the President for appointment.
- c. Once appointed, the Commission should first prepare a definition of its mission, authority, and procedures with the assistance of the Ministry of Labour and Social Affairs and such other advisors as it may choose to consult. It should then have its mission statement approved by the President and published as law.

d. The Commission should then prepare a tentative agenda for the first year with a schedule of activities, by priority, which should begin by July 1, 1984.

4. Improve Promotion/Assignment Procedures. The basic thrust of all of the Personnel recommendations is to provide the mechanisms and authority in bodies which can function to maintain and improve the integrity of the public service and the care with which its law and regulations are carried out. An important feature of this is administrative decentralization as mandated in Article 93 of the Constitution: "As far as possible administrative functions shall be decentralized to local administration and public bodies." Those who are responsible for the outcome of operations should also be responsible for the appointment of and promotion of employees. The government cannot afford to waste its human resources; the realization of national goals for economic and social development depend on placing the best possible candidate in government positions at all levels. Top managers and professionals are critical, but if they are to function effectively, they need to have the support of excellent middle management personnel and technicians. Of course, much of the work on which all civil service success depends is done at the clerical, skilled labor, and crafts level. Promotion and assignment are important motivators for civil servants as recognition of performance and service. The effort to improve these procedures should begin early in 1985.

- a. The first step should be to convene a committee of personnel officers to determine exactly which laws, circulars, or decrees should be modified to make the recommended changes in both the technical and administrative scales and in the procedures by which the scales should be implemented.
- b. Before December 1985, this committee should be able to report their

findings to the Minister of Labour and Social Affairs and to the Civil Service Commission and recommend such revisions of law and administrative practice as required to create an equitable assignment/promotion system for all civil servants.

- c. The approved measures should be put in operation by no later than January 1, 1986.

5. Improve Civil Service Compensation. The needs of the civil service are such that the government does not have sufficient funds to pay for all of them. In order to hold down the rate of inflation the money used for any pay raise must come from the reduction of other government expenses. Some savings should be realized from the reduction of the workforce but not nearly enough to support an adequate salary for those remaining in the service. No salary increases should be granted during the period of the reduction in force. Hence, the first part of 1985 should be devoted to planning.

- a. An Interministerial Compensation Review Committee should be established in early 1984. It, in turn, should create a planning group, consisting of top, middle, and lower level employees with appropriate participation by Party and worker associations. This group should devise an equitable and efficient way to expend the available funds to promote worker morale and the retention of high quality workers. The planning group should develop a phased plan by which increased compensation could be extended to selected personnel.
- b. The salary planning group, under the supervision of the Interministerial Compensation Review Committee and with the assistance of the newly created Civil Service Commission, should submit its report by October 1, 1985 so that the plan can be considered for inclusion in the 1986 budget.

c. Another task of the Compensation Review Committee would be to give special attention to the issue of whether corresponding adjustments should be made between previous and future retirees. Since pension payments are related to final salary, a large difference could exist between pension income of those employees who retired earlier and those who retire after the pay increase.

6. Reorganize the MLSA. The reorganization of the Ministry of Labour and Social Affairs should be initiated shortly after the creation of the Civil Service Commission so that the body can assist in the reorganization activities. Planning within the Ministry for the creation of the new units, the selection of directors-general, and the development of the new procedures required by the change should be initiated by the Ministry not later than July 1, 1985. The goal should be to present a reorganization plan to the Civil Service Commission for their comment and approval by December 1, 1985. Expert assistance from SIDAM or from the newly created Organization and Management Unit might significantly facilitate these activities.

#### PHASE 2 (1986-1987)

1. Status. By January 1, 1986, the reduction in force should be underway. The organization and management unit will have been in full operation for at least six months and the individuals sent for overseas instruction will have returned for continued on-the-job training. Planning for promotion procedures should have been completed and the recommended changes published as law or regulation. The Civil Service Commission will have been in full operation for at least three months. The study on the reorganization of the MLSA will be in its final stages. The enhanced compensation package should have been approved and ready for implementation.

2. Reorganize the MLSA. By March 1986, the plan for the reorganization of the MLSA should have been completed and approved by the Civil Service Commission and published in law.
  - a. The students to be trained overseas as described above should have returned and discussions conducted with all personnel as to their roles in the new organizational system and how they expect to relate with units of the other ministries.
  - b. The personnel designated to hold the new positions should design their proposed procedures and prepare for approval drafts of their duties, responsibilities, and authorities.
  - c. The two directors-generals should be nominated according to criteria specified by the Civil Service Commission. After nomination their names should be sent to the MLSA for approval and then, with the approval of the Civil Service Commission, to the President for actual appointment.
  - d. The reorganization, together with all the internal and external changes in procedures, should be completed by January 31, 1987.
3. Improve Civil Service Compensation. Beginning in January 1986 planning should begin on the first round of increases in civil service compensation.
  - a. The Interministerial Compensation Review Committee that was appointed during 1984 and began work during 1985 should explore a variety of options for implementing salary increases and develop formal wage scales and time schedules for their implementation. The Civil Service Commission should assist this committee in its task to provide a long range plan for wage scale improvements.
  - b. A second high-level task force of Somali and foreign technical experts should be convened and given not more than six months to formulate the

following:

1. Proposals for continued reductions in non-wage expenditure to include:
  1. The conduct of a financial needs assessment survey to investigate the allocation of outlays for general administration and economic services.
  - b. The calculation of expected savings from reduced expenditures resulting from elimination of those programs and projects which are deemed of lowest priority.
  - c. Improved recording of developmental expenditures carried out under "non-budgeted" categories so as to allow a better assessment of total budgeted and non-budgeted expenditures and their economic and financial impact.
2. Proposals for calculating expected increases in revenue.
3. Recommendations as to whether modified pensions should be granted to those pensioners who retired prior to the proposed salary adjustments.

4. Improve the Structure for Training. Although improvements in training need not be delayed, the recommendation for the development of a training council should be postponed until after the creation of the Civil Service Commission and the reorganization of the Ministry of Labour and Social Affairs.

The following steps are suggested:

- a. Select 4 or 5 graduates from overseas training in early 1985 and begin the type of training suggest earlier for management analysts. The graduates will form the cadre of qualified trainers for the training department of the MLSA and for SIDAM's own programs.
- b. Appoint the National Training Council in early 1986 with a membership

that would include:

1. The Ministry of Labour and Social Affairs
  2. The Ministry of National Planning
  3. The Ministry of Education
  4. The Ministry of Higher Education
  5. The Ministry of Agriculture
  6. The Ministry of Health
  7. The Ministry of Posts and Telecommunications
  8. The Ministry of Livestock, Forestry, and Range Management
  9. The Ministry of Fisheries.
- c. Establish the training department in the NLSA by employing students that have returned from overseas training. The new employees should then begin work on their initial training program under the guidance of the National Training Council.
- d. Beginning on January 1, 1986, training officers should be appointed to all ministries and agencies. Graduates with degrees in education and some teaching experience would be the most appropriate candidates. These appointees should receive a three month training course in scheduling, in conducting and evaluating training, in the conduct of training needs assessments, in preparing training curricula, and in participative training. This activity should be conducted under the auspices of SIDAM.
5. Action Training Conducted in Somali. To the extent possible this recommendation should be initiated as soon as practical. However, for full implementation considerable preparation is required. The necessary steps will include the following:
- a. Work should begin immediately on a glossary of technical terms for each

professional field in which civil servants are to be trained. These glossaries should be standardized by the National Academy and the work conducted under its auspices.

- b. Training officers and instructors (both Somali and expatriate) should have a short course on participative training methods. The course should be of two weeks to one month duration. This course might be provided at the same time and in the same courses used to train the ministerial training officers.
- c. As soon as the existence of glossaries of technical terms permit, training materials used in in-service training should be translated into Somali by faculty members of SIDAM, unit training officers, or other appropriate personnel.
- d. By the end of 1986, the majority of training classes should be given in Somali.

6. Management Training In Supervision. While this training is needed urgently, it is likely to be more effective after the proper preparations have been completed. The Training Council, the training department in the MISA, and the ministerial training offices should all be in operation. Instructors should be trained in participative methods and training aids and materials translated into Somali by the time extensive supervisory training is begun.

- a. Conduct a management retreat for Ministers of 3 days, using participative measures and covering the material on supervision and delegation that later will be given to all managers. This might be done by mid-1987.
- b. Conduct a management retreat of at least one week duration for directors-general. Participative methods should be used and the specific program to be presented to all managers in the individual

units should be reviewed.

- c. During the fall of 1987 and early 1988, a program on supervision and delegation for all managers (including heads of sections and services) should be conducted. This training should be done within the ministries and supervised and conducted by the directors-general with assistance from their training officers and department heads.

#### 8.7 The Role for Donor Agencies

Donors can help support the civil service improvement program in many ways: by providing funds for scholarships, by providing technical assistance to the new organizational units, and above all by coordinating their individual programs so as to assist the government in achieving the necessary savings in expenditures needed to implement the improvements in compensation. Specific suggestions for donor improvement are outlined below.

1. Regularized Donor Supplements to Government Salaries. Both the government and donors should recognize that it may be necessary to supplement government salaries, even if increased as recommended, in order to keep essential and skilled employees effectively at work on donor supported activities. The government should regularize and legitimize such salary supplements by recommending a scale of supplements to be paid and by asking that the cost of such supplements be included in project budgets. The local employee wage and salary scale of the UNDP or of other major foreign employers might be taken as an index of what wages essential project employees should receive. There should be a procedure by which such supplements could be cancelled or reduced if performance did not meet expectations.
2. Urge Coordination of Donors' Local Employee Salaries. Donors,

voluntary organizations, and foreign governments should be requested to coordinate their wage scales among themselves and with the government so that the compensation the donors may pay to their Somali employees should not be a disincentive to the government's retention of those employees needed for its own programs.

3. Emphasize Short Courses and Non-degree Training Abroad. This report emphasizes training and recognizes that all training needs cannot be met in Somalia. However, except where absolutely essential, all training should be practical, involve internships or work-study programs, and be of a non-degree type. Many scholars have been sent abroad from Somalia over the past twenty years but repatriation has not been high. Also, of those who return, an excessive number do not remain in government service. Specifically, in the case of the students selected to receive training abroad as personnel officers, training officers, and management analysts, special care should be taken to assure their return to government employment. Because of the proposed brevity and concentrated character of the proposed program, only persons who already have a reasonable fluency in the language of the country to which they are being sent should be selected. It is not absolutely imperative that all participants already be university graduates but the majority should be. A third to half of those selected for the personnel and training specializations should, if possible, be persons who already have had some experience in those two fields; the balance could be recent university graduates. Graduation from the Faculty of Education would be suitable for those destined to become trainers and training coordinators. Personnel specialists could come from any faculty, with law, education, or

economics probably being the most suitable. Those destined to become administrative analysts could be graduates in a variety of fields.

4. Technical Assistance. In the first phase of the project to upgrade personnel management, training coordination, and administrative analysis, it is suggested that there be one foreign expert engaged for each required specialty. Upgrading the skills of personnel and training specialists in the various ministries will require a good deal of local specialized training.

The ability of an experienced administrative analyst will be very helpful in redesigning personnel forms and simplifying the procedures by which personnel transactions are processed. The successful implementation of the recommendations made by organization and methods specialists nearly always requires personnel shifts and extensive training. Consequently the technical advisors should be able not only to train, advise, and coach the units to which they are principally attached but should be able to help each other and each other's counterparts on a regular basis.

APPENDIX ONE

LIST OF GOVERNMENT MINISTRIES

1. Wasaaradda Dawlada Hoose & Hor. R.M.  
Ministry of Local Government & Rural Development
2. Wasaaradda Wax. Barashadda  
Ministry of Education
3. Wasaaradda Caafimaadka  
Ministry of Health
4. Wasaaradda Beeraha  
Ministry of Agriculture
5. Wasaaradda X. Xoolaha Dhirta & Daaqa  
Ministry of Livestock, Forestry & Range
6. Wasaaradda Kallunka  
Ministry of Fisheries
7. Wasaaradda Shaqada & Arr. Bulshada  
Ministry of Labour & Social Affairs
8. Wasaaradda Hawlaha Guud  
Ministry of Public Works
9. Wasaaradda Dalxiiska & Hoteellada  
Ministry of Tourism & Hotels
10. Wasaaradda Ganacsiga  
Ministry of Commerce
11. Wasaaradda Gaadiidka Badda & Dekedaha  
Ministry of Marine Transport & Ports
12. Wasaaradda Hiddaha & Tacliinta Sare  
Ministry of Higher Education & Culture
13. Wasaaradda Warfaafinta & Han. Dadweynaha  
Ministry of Information and National Guidance
14. Wasaaradda Garsooka & Arrimaha Diinta  
Ministry of Justice and Religious Affairs
15. Wasaaradda Boosaha & Isgaarsiinta  
Ministry of Posts and Telecommunications
16. Wasaaradda Macdanta & Biyaha  
Ministry of Mineral & Water Resources

17. Wasaaradda Dhallinyarada  
Ministry of Sports and Youth
18. Wasaaradda Washadaha  
Ministry of Industry
19. Wasaaradda Dooxada  
Ministry of Jubba Valley
20. Xarunta Dhexe Madaxtooyada J.D.S.  
Ministry of Presidency
- Guudiga Iibka Qaranka  
National Purchasing Commission
- Garyaqaanka Guud ee Dawladda  
State Attorney General
- Agaasinka Guud ee Lacagta  
Presidency of SDR Directorate of  
Administration
- Hantidhawrka Guud  
General Magistrate
- Maxkamada Badbaadada  
National Security Court
- Guudiga Dhaqaalaha  
Economic Commission
- Xogheynta Gud. Siyaasadda Golaha  
Wasiirada MJDS  
Secretariat of Council of Ministries
21. Wasaaradda Gaadiika Cirka iyo Dhulka  
Ministry of Land and Air Transport
22. Wasaaradda Qorsheynta  
Ministry of National Planning
23. Wasaaradda Maaliyadda  
Ministry of Finance
24. Wasaaradda Arr. Dibadda  
Ministry of Foreign Affairs
25. Wasaaradda Ganshaandhigga  
Ministry of Defense

222

APPENDIX TWO  
ORGANIZATION CHARTS  
OF  
THE MINISTRIES OF THE SOMALI GOVERNMENT

These charts represent the approximate organizational structure of the Ministries. They were reproduced from the descriptions of their organizations by directors-general and directors of administration. It should be observed that in many places services assigned to some of the departments did not exist in fact. That is, they were part of the authorized establishment but had no one assigned to them.

CHART A2.1  
THE MINISTRY OF LOCAL GOVERNMENT AND RURAL DEVELOPMENT

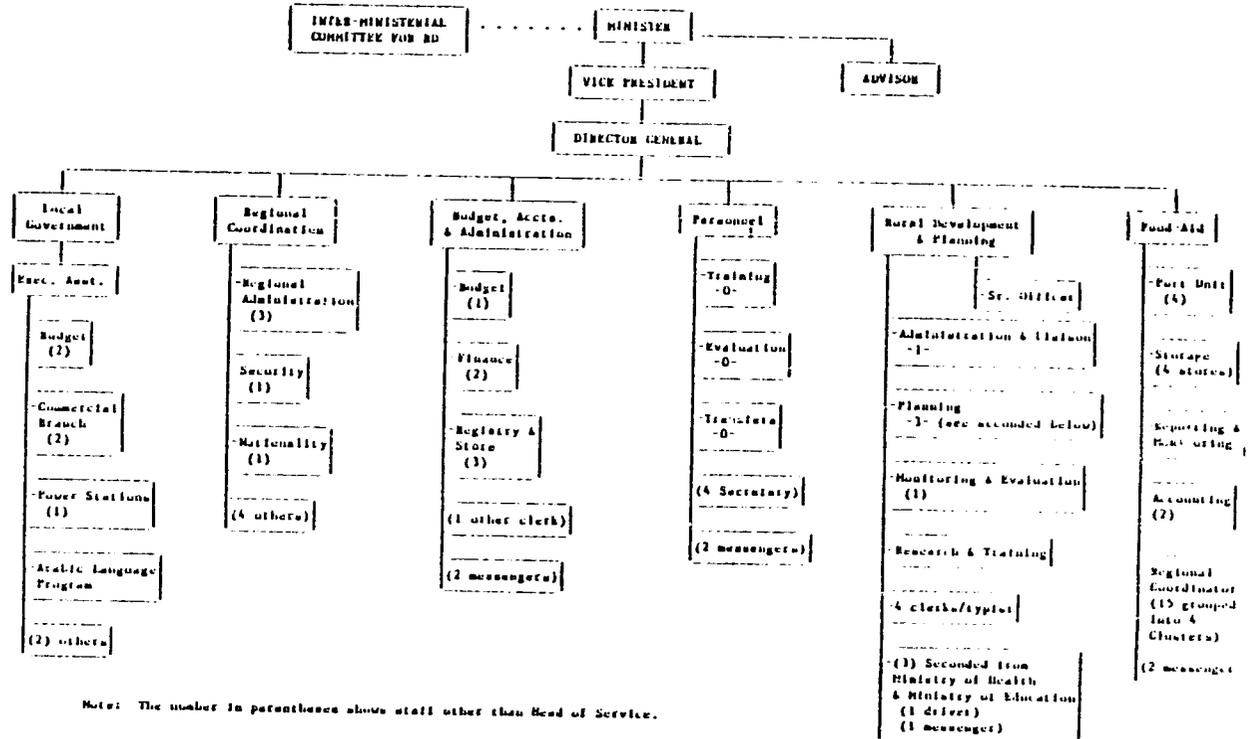
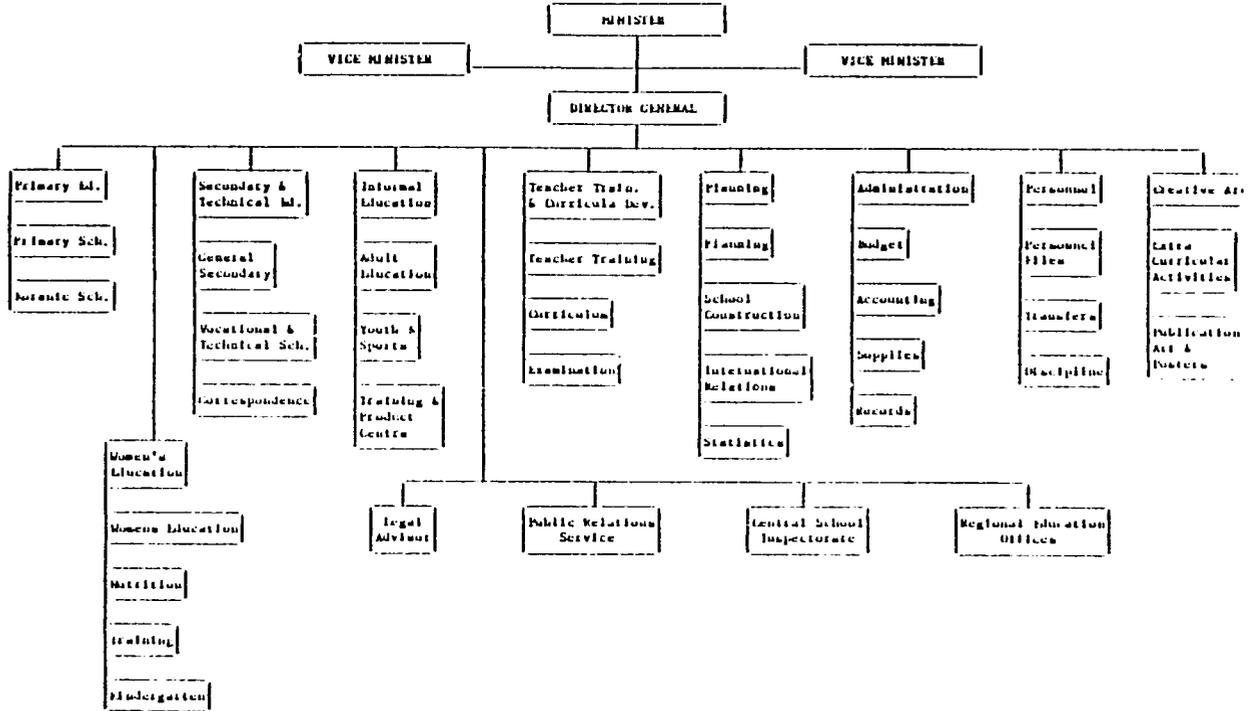
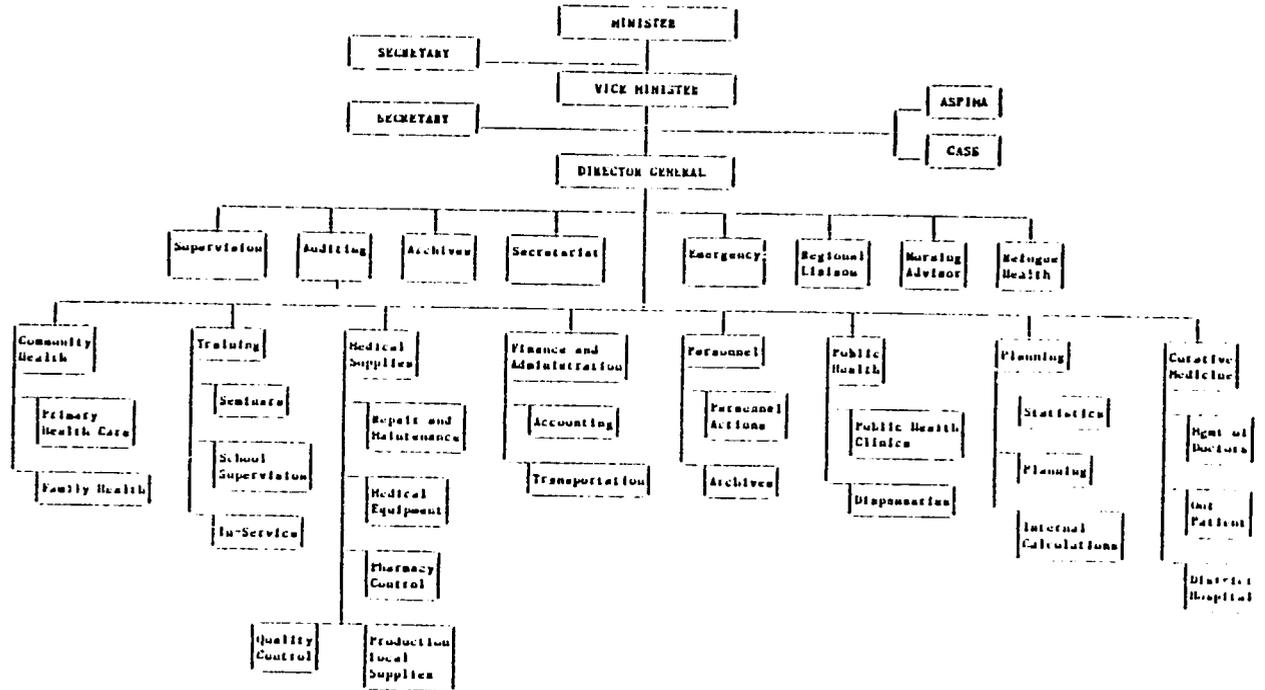


CHART A2.2  
MINISTRY OF EDUCATION



2025

CHART 42.3  
MINISTRY OF HEALTH



HOSPITALS

Director General    Boarder    Patient    Medical    16 Regional

116

CHART A2.4  
MINISTRY OF AGRICULTURE

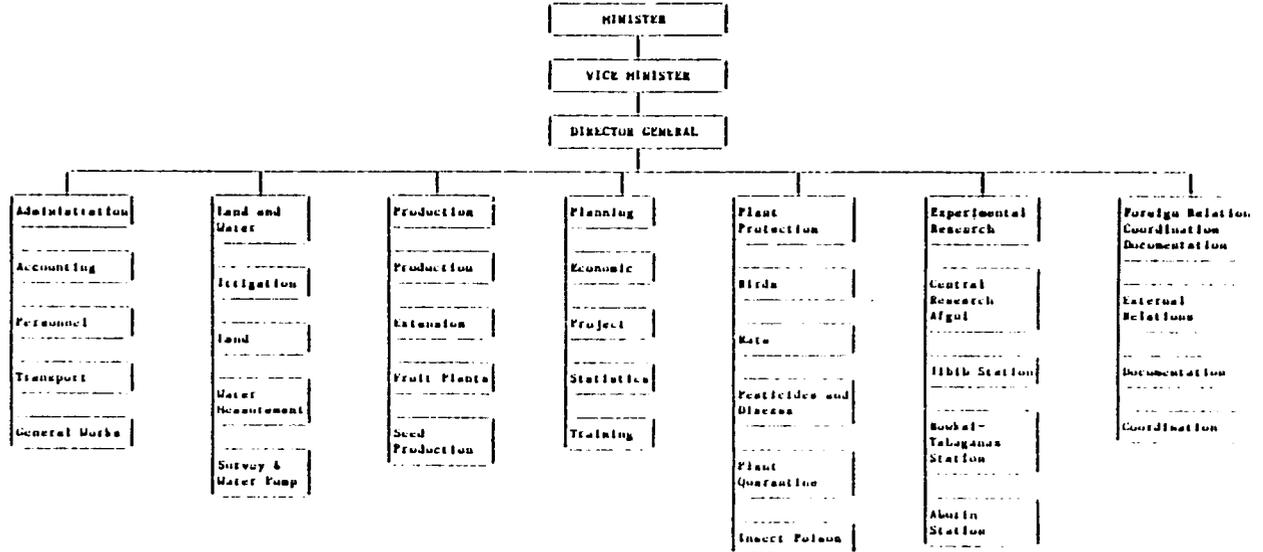


CHART A2.5  
 MINISTRY OF LIVESTOCK, FORESTRY AND RANGE

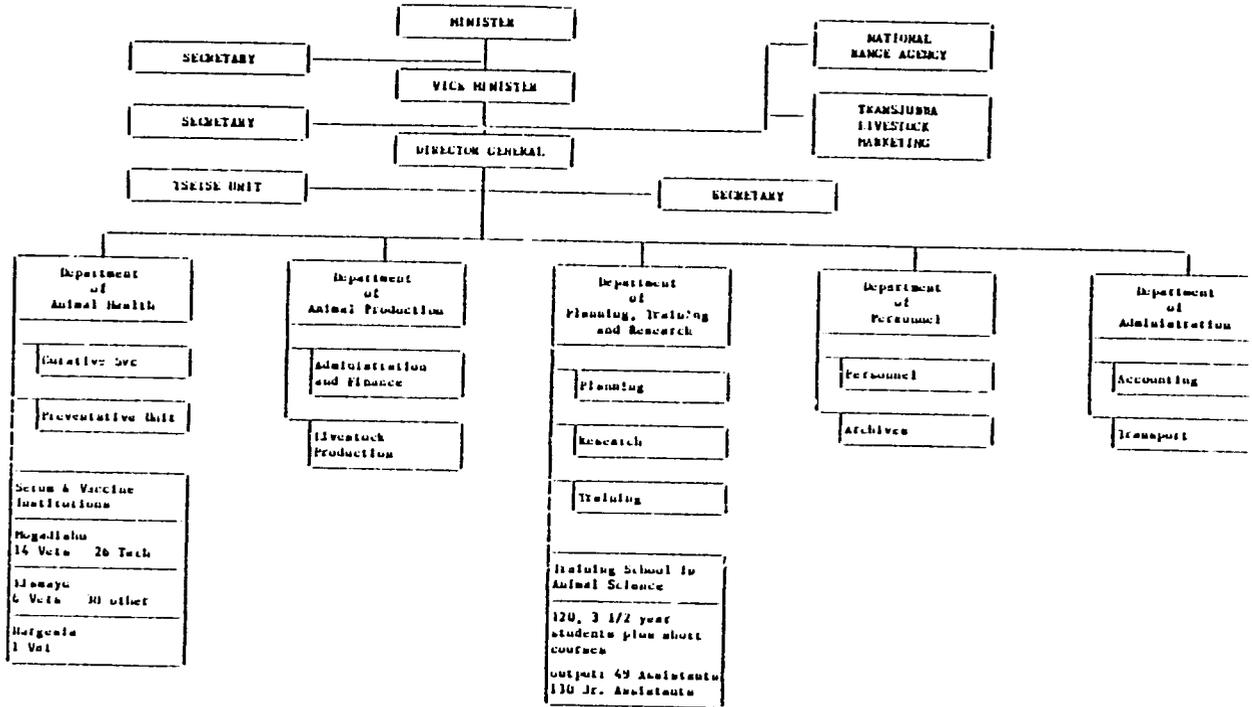


CHART A2.6  
MINISTRY OF FISHERIES

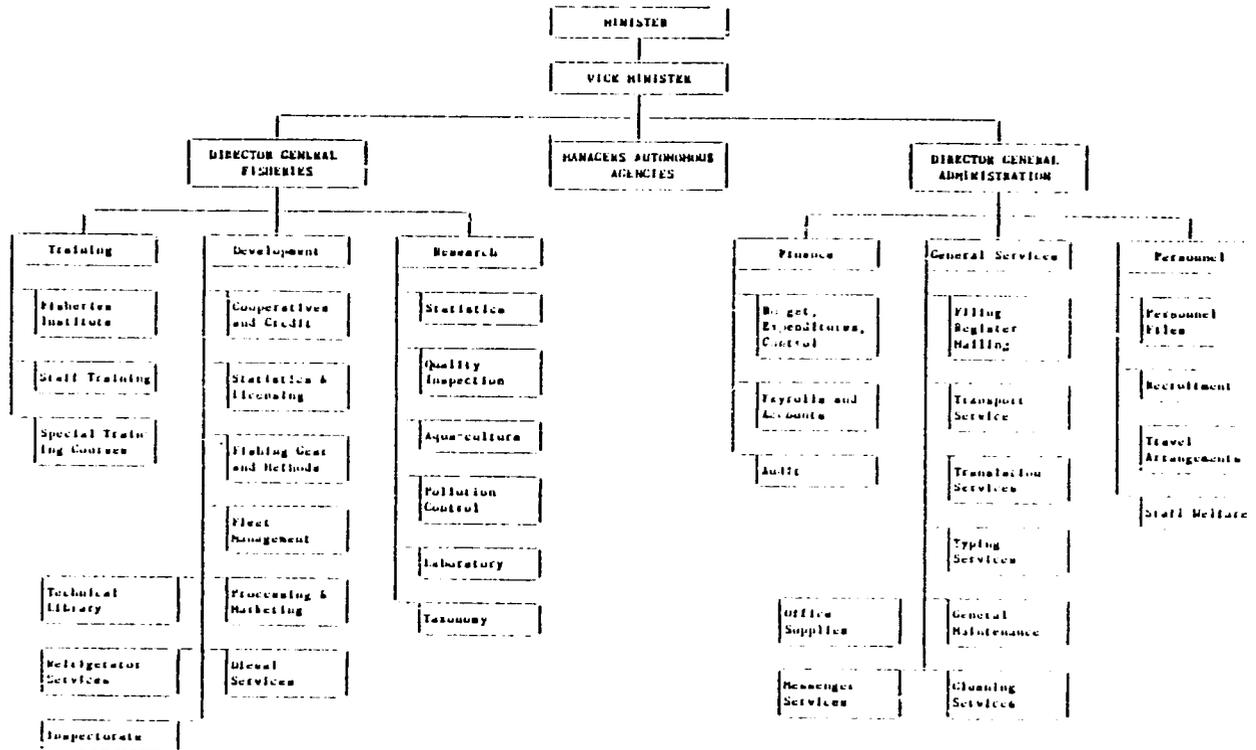




CHART A2.8  
MINISTRY OF PUBLIC WORKS

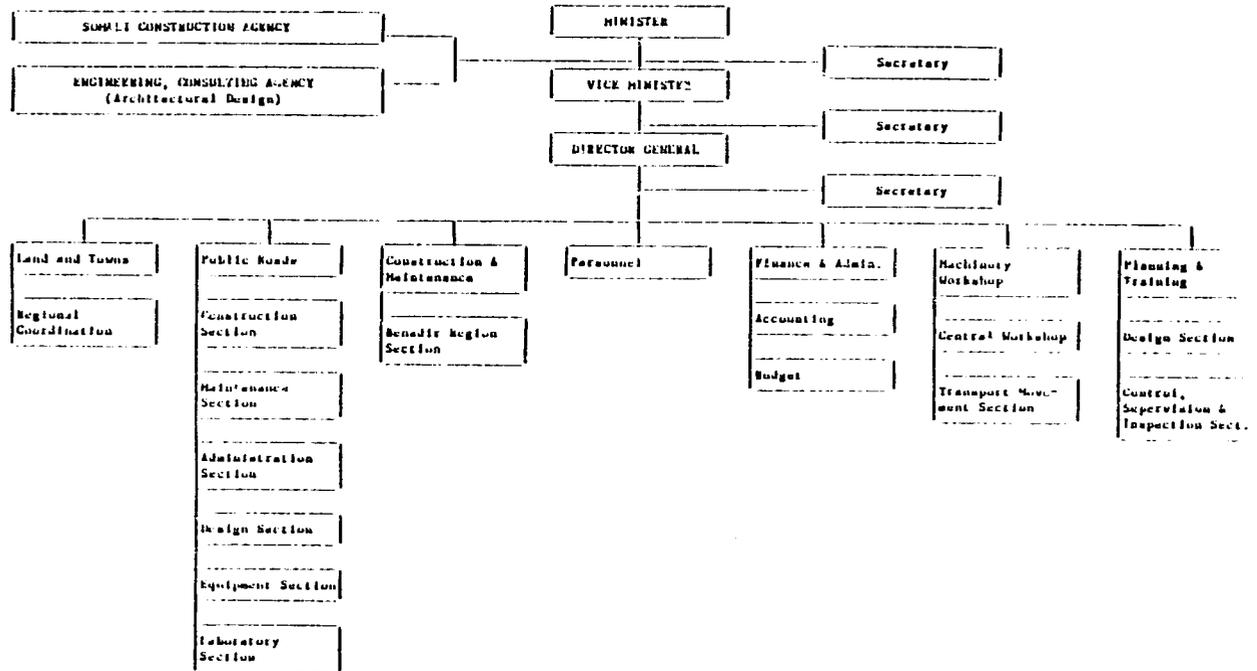
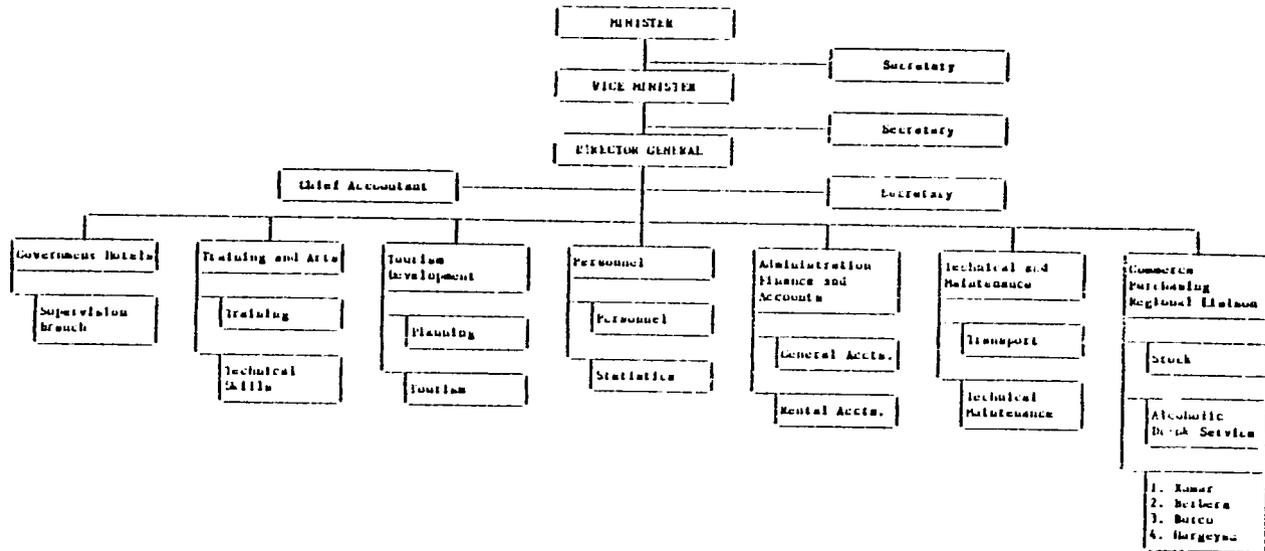
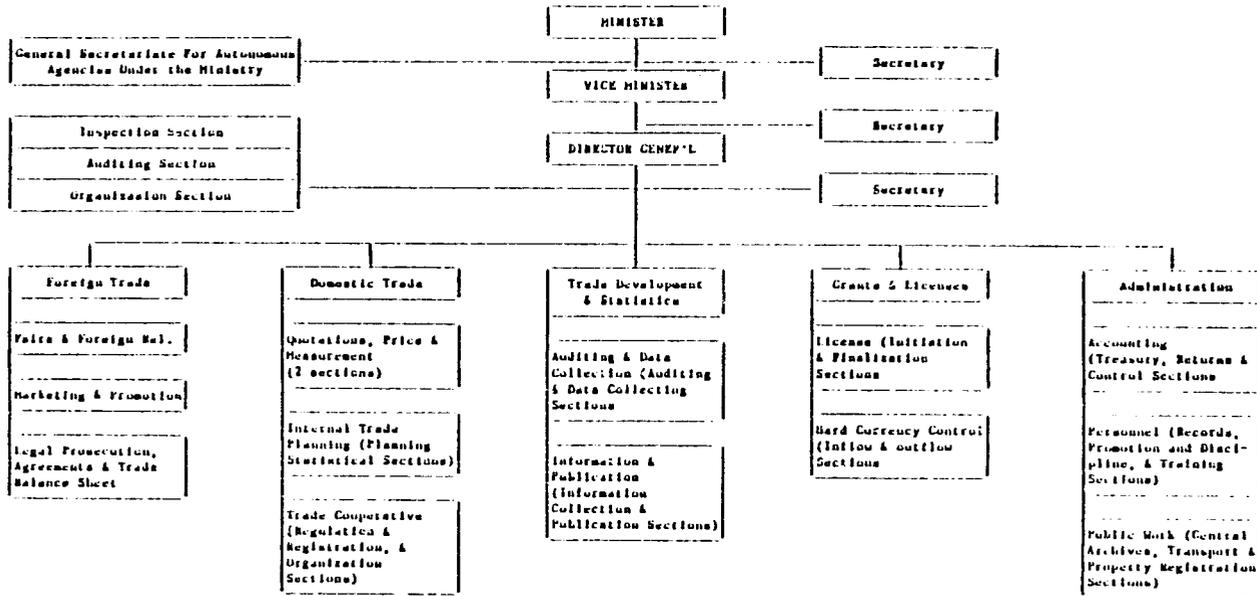


CHART A2.9  
MINISTRY OF TOURISM AND HOTELS



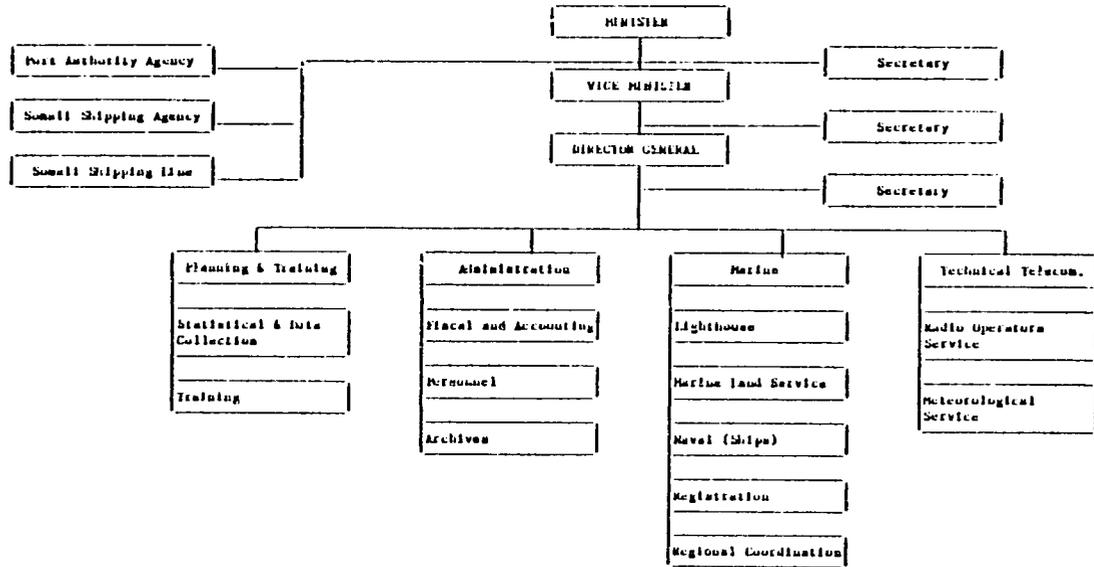
22/11

CHART A2.10  
 MINISTRY OF COMMERCE



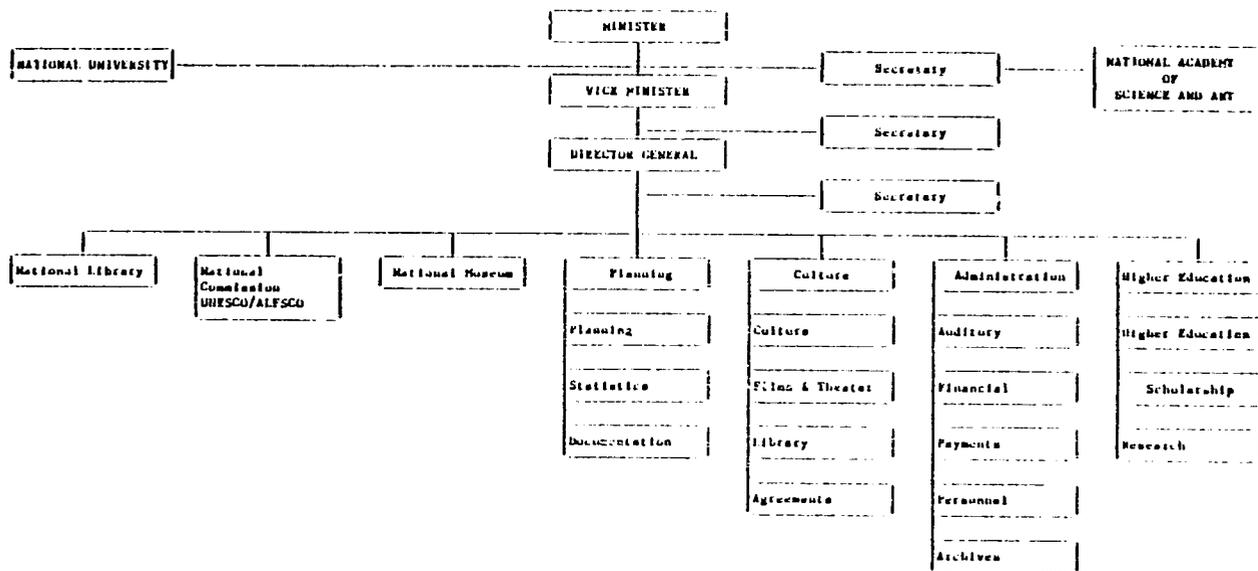
2/10/55

CHART A2.11  
 MINISTRY OF MARINE TRANSPORT AND PORTS



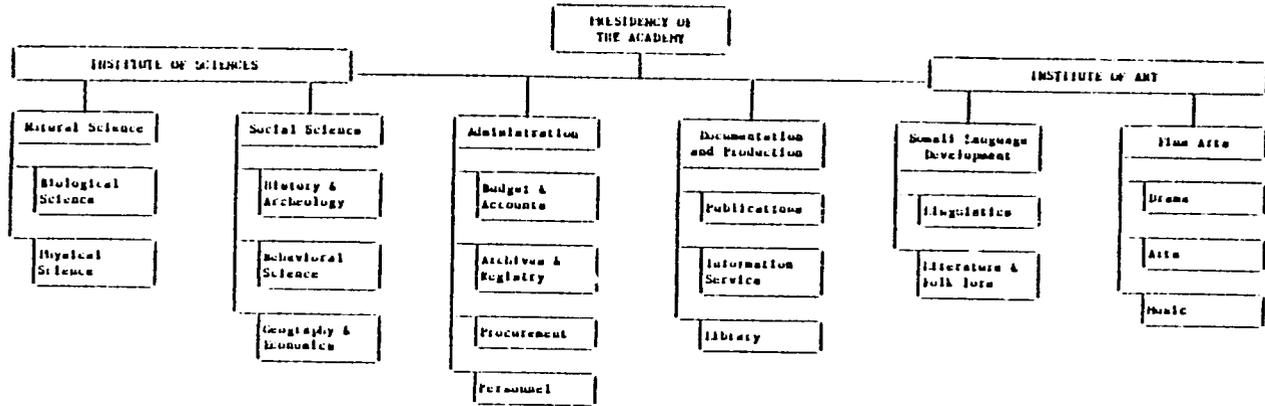
166

CHART A2.12  
 MINISTRY OF HIGHER EDUCATION AND CULTURE



*Handwritten mark*

CHART A2-11  
NATIONAL ACADEMY OF SCIENCE AND ART



24

CHART A2.14  
 MINISTRY OF INFORMATION AND NATIONAL GUIDANCE

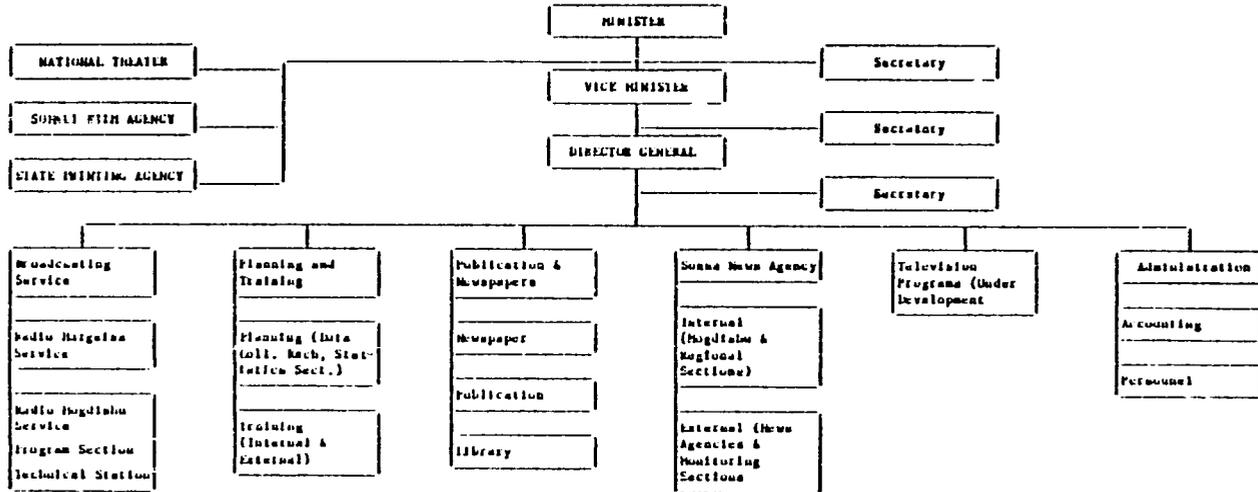


CHART A2.10  
 MINISTRY OF JUSTICE AND RELIGIOUS AFFAIRS

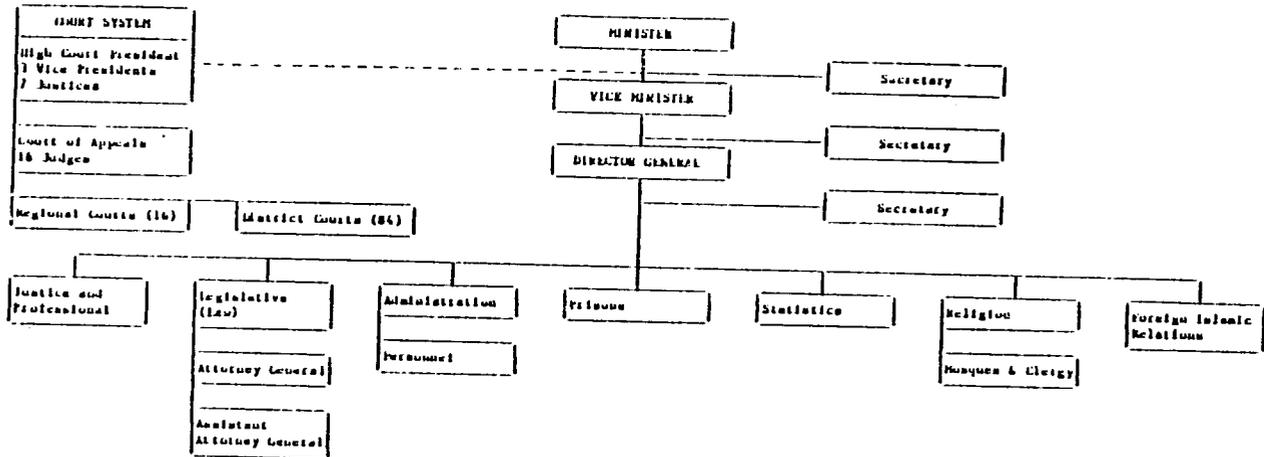
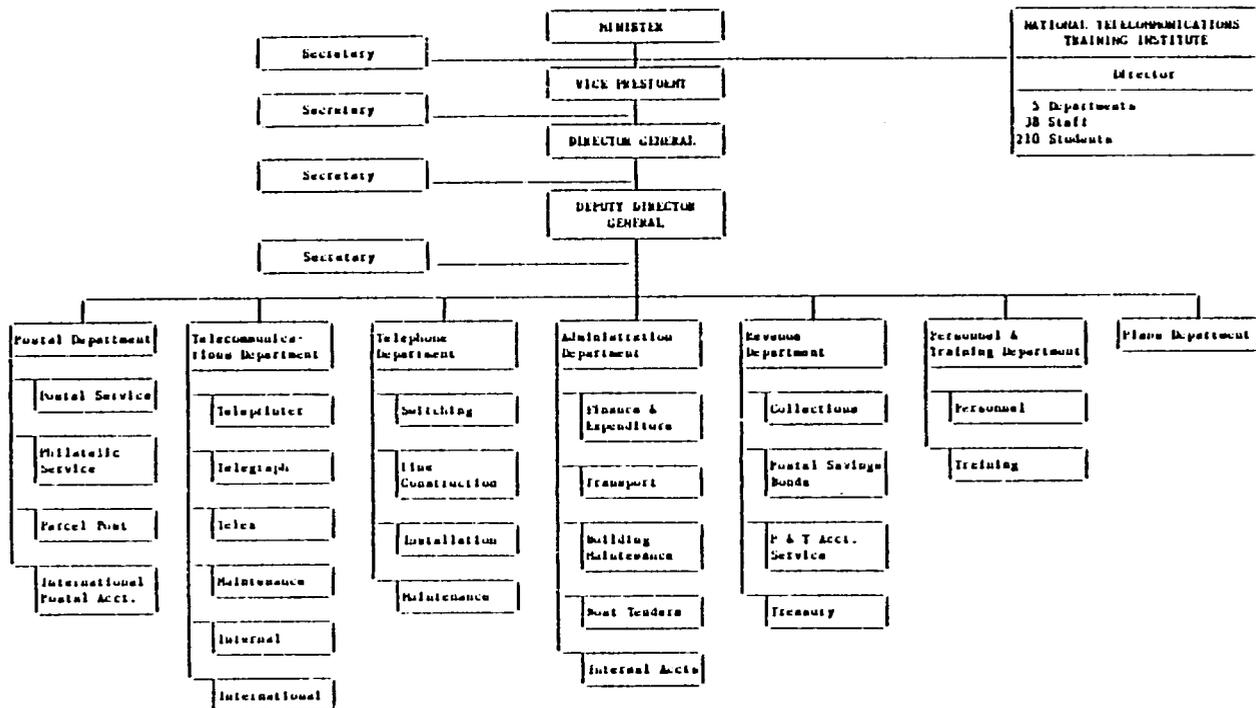
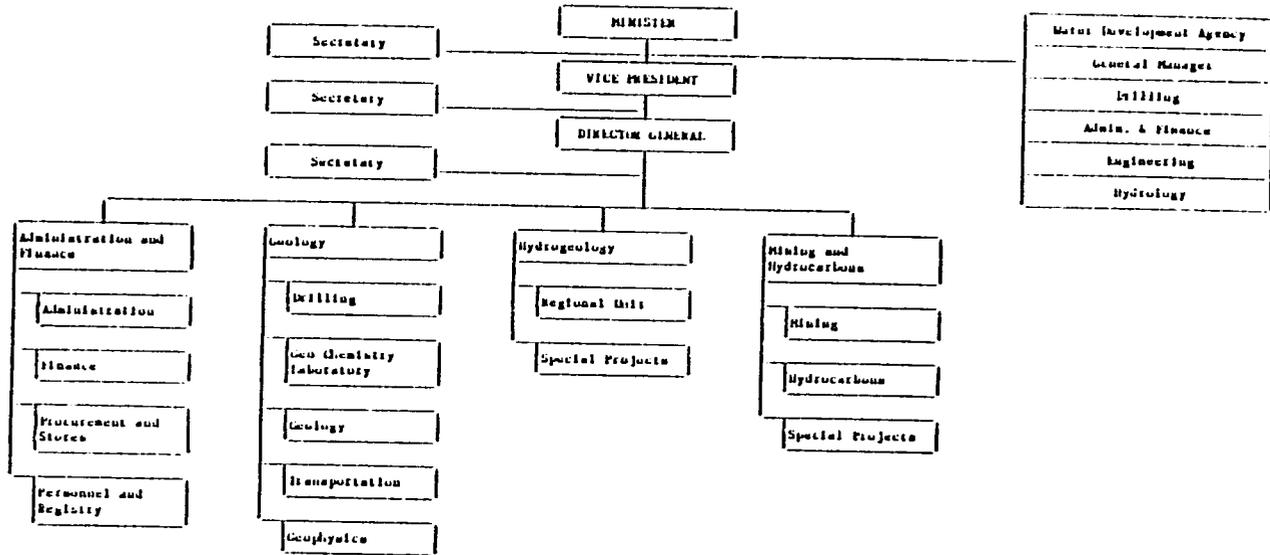


CHART A2.16  
 MINISTRY OF POSTS AND TELECOMMUNICATIONS

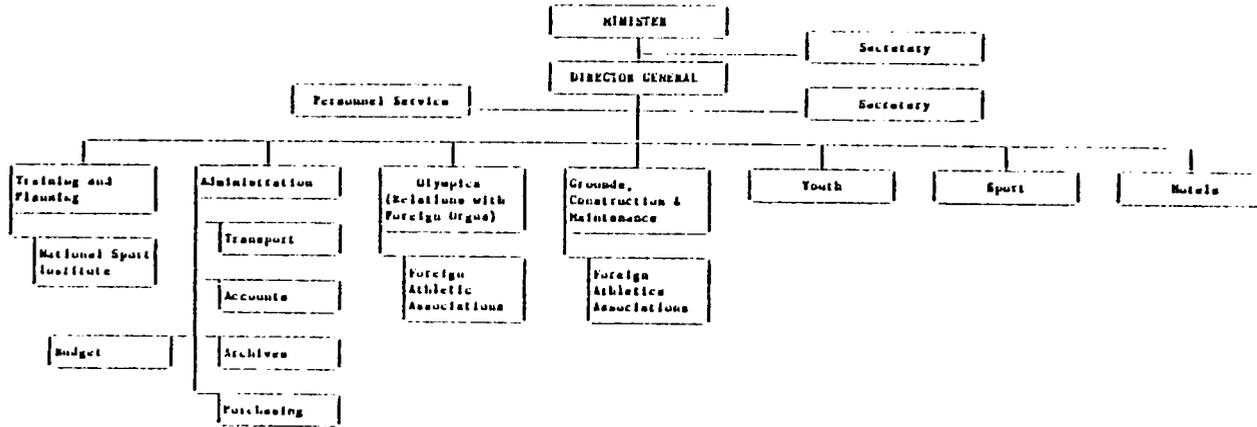


CHAPT. A2.17  
 MINISTRY OF MINERAL AND WATER RESOURCES



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CHART A2.10  
MINISTRY OF SPORTS AND YOUTH



241

CHART A2.19  
MINISTRY OF INDUSTRY

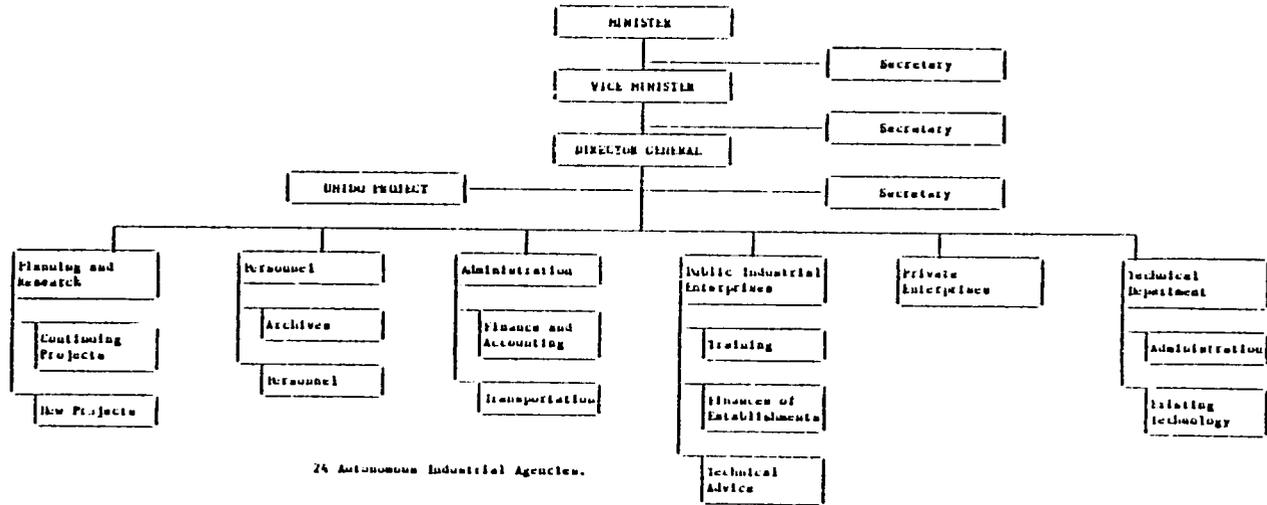
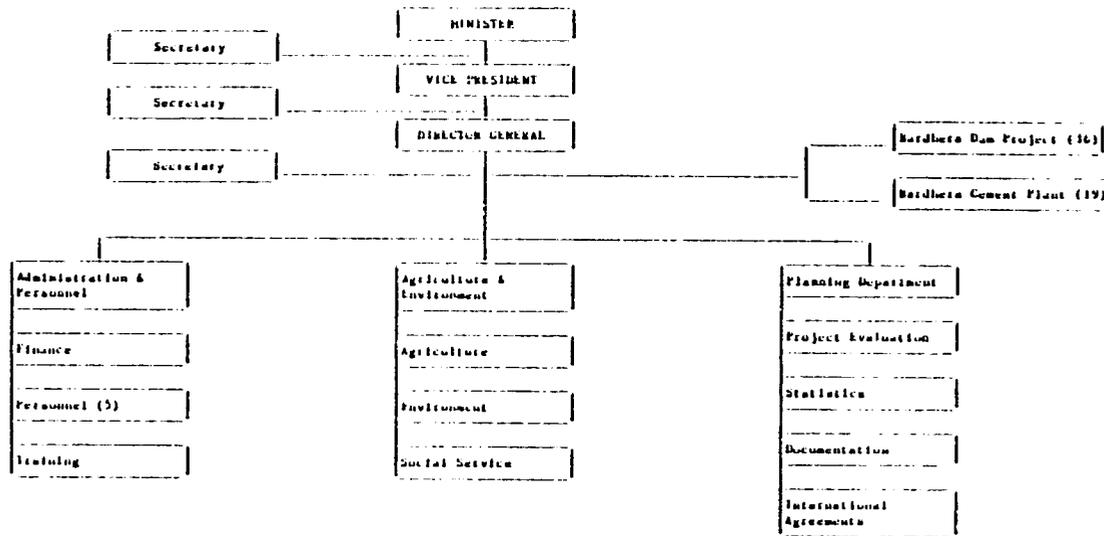


CHART A2.20  
 MINISTRY OF JUBBA VALLEY



2017

CHART A2-21  
 MINISTRY OF LAND AND AIR TRANSPORT

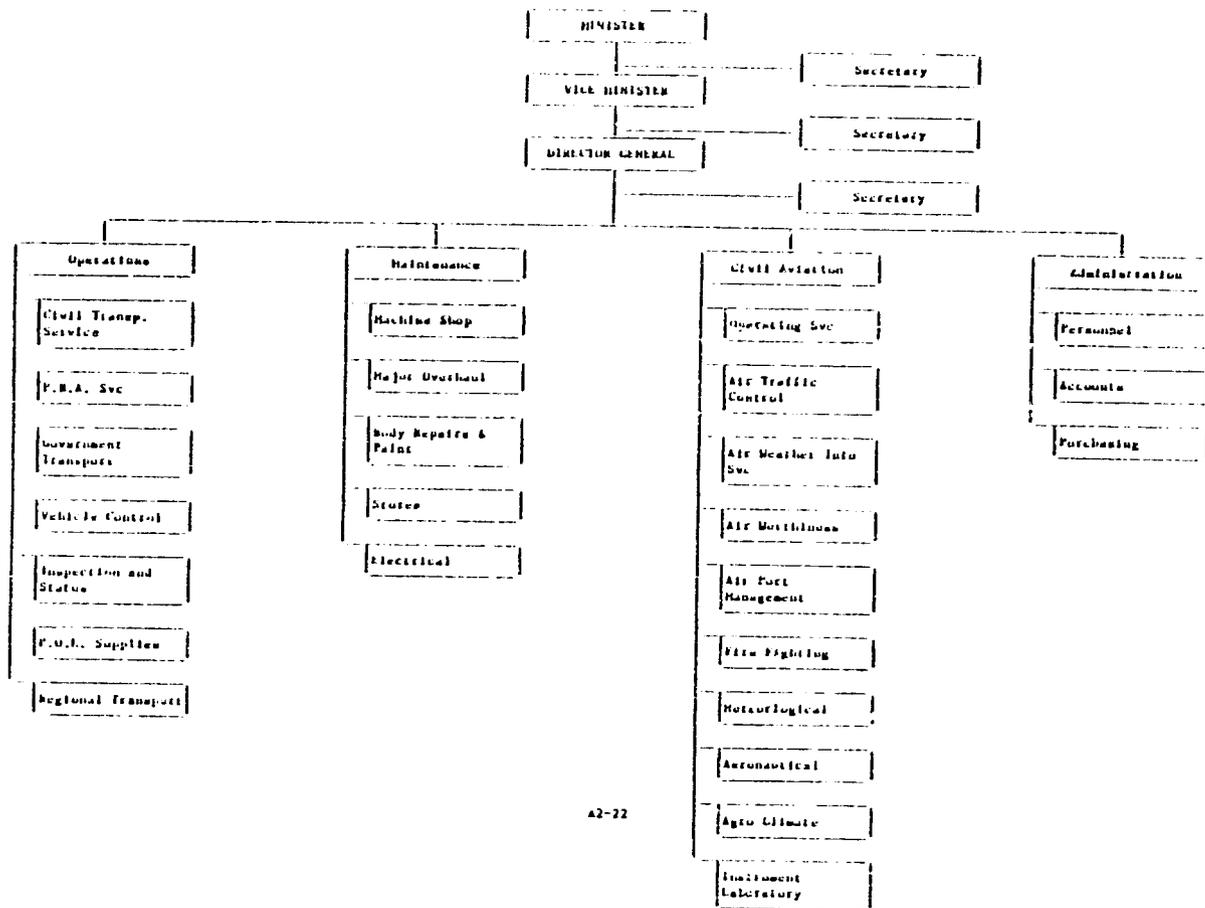
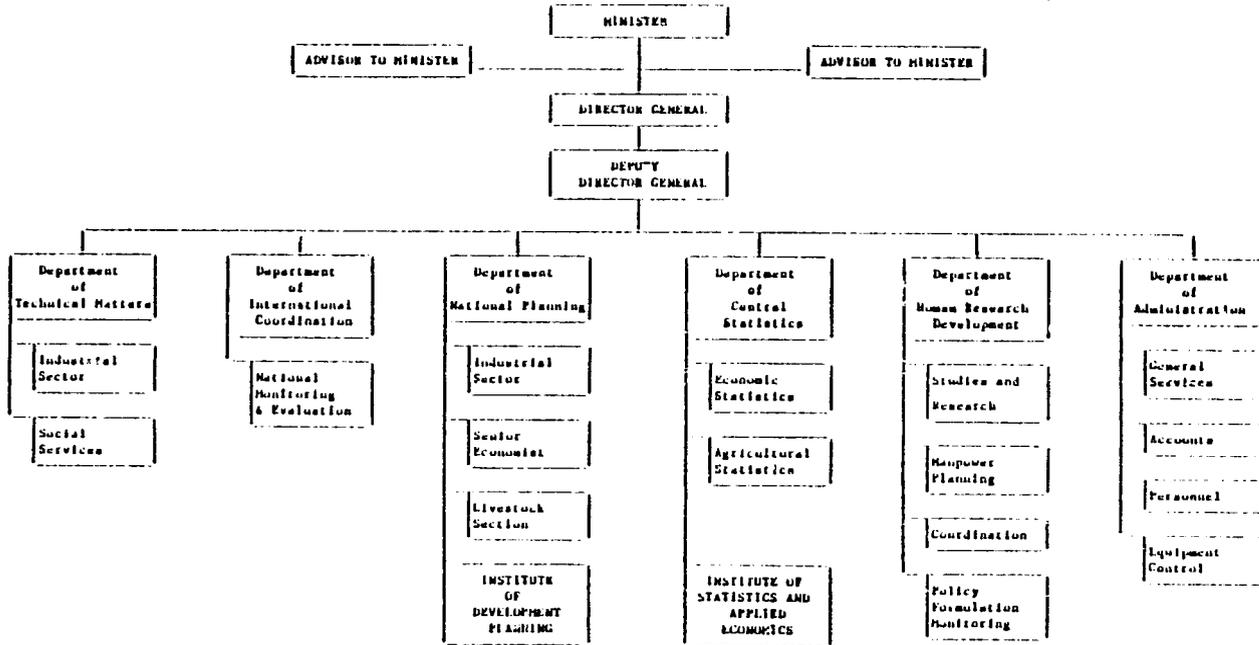
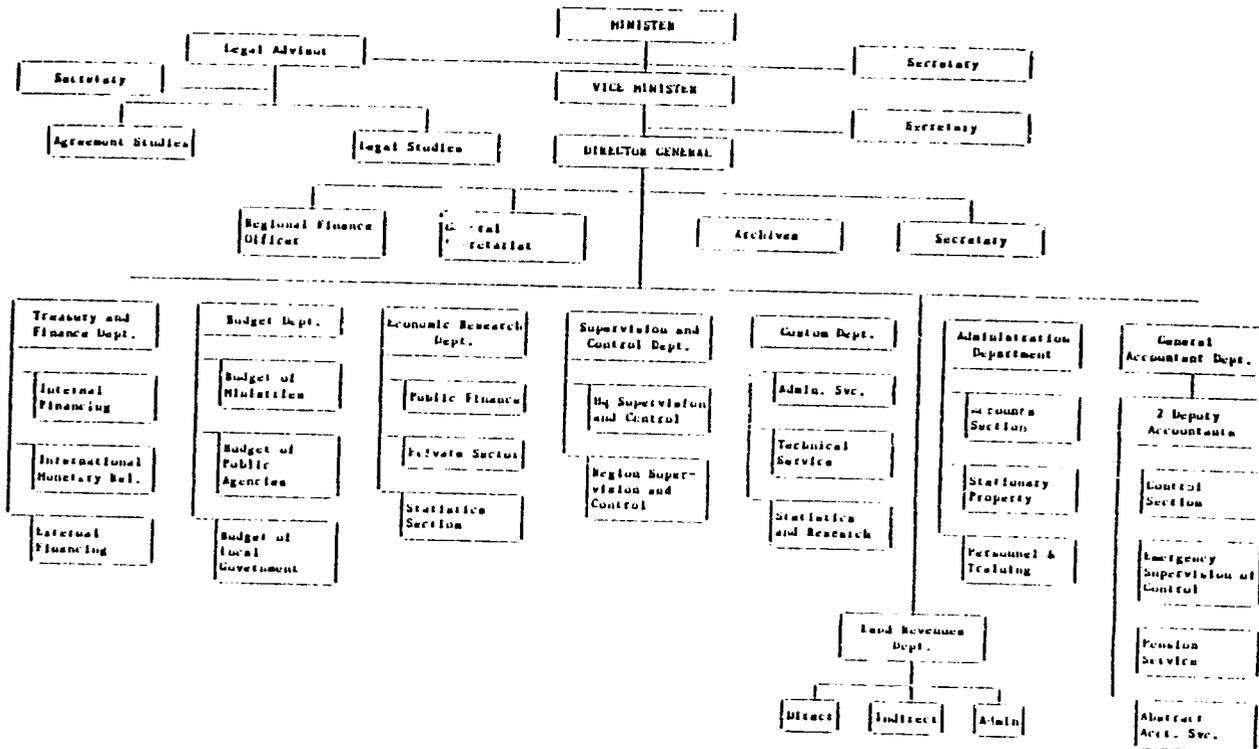


CHART A2.22  
 MINISTRY OF NATIONAL PLANNING



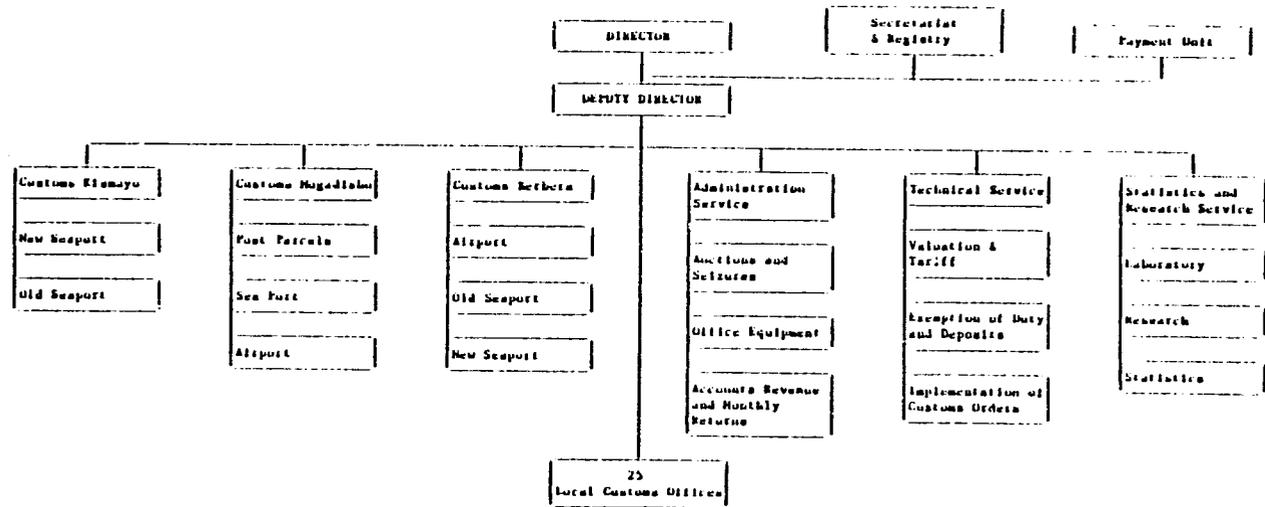
2/1/5

CHART A2.24  
MINISTRY OF FINANCE



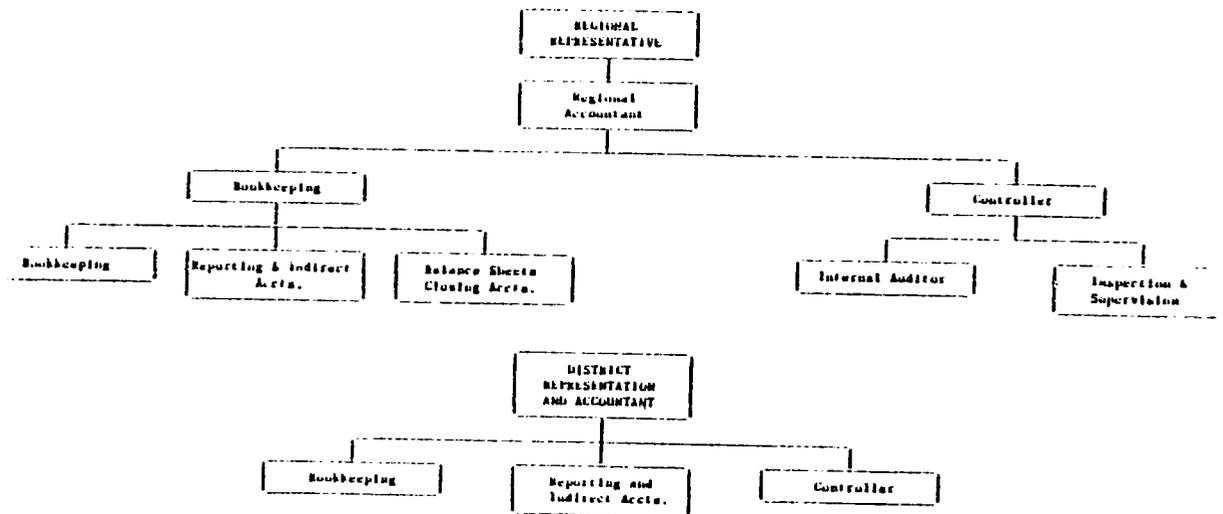
24

CHART A2.24  
 CUSTOMS DEPARTMENT  
 MINISTRY OF FINANCE



2017

CHART 42.25  
REGIONAL ORGANIZATIONS  
MINISTRY OF FINANCE



2/25



## APPENDIX THREE

### INTERMINISTERIAL COMMITTEES

Interministerial committees are normally established by Presidential decree. Some are temporary while others are permanent. They are supplemented by numerous ad hoc committees assembled to examine or cope with a specific problem. Following is a list of the permanent committees.

<u>COMMITTEE</u>	<u>CHAIRPERSON</u>
1. Committee for Water	Minister of Mineral and Water Resources.
2. Coordinating Committee for Rural Development.	Minister of Planning. Members: Local Government, Education, Health, Agriculture, Livestock, Fisheries, Finance, Mineral Resources and water, Jubba Valley.
3. National Economic Commission	Minister of Planning.
4. National Committee on Personal Inquiries	Minister for Presidential Affairs.
5. National Research Council	Minister of Higher Education, 14 members including representatives of Labour and Finance.
6. Committee on Arab Language Strengthening.	Party Bureau of Education, training, and sports.
7. National Defense Committee	President of the SDR.
8. Interministerial Committee on Technicians	Minister of Labor and Social Affairs. Members include: Defense, Industry, Land and Air Transport, Education, Public Works, Fisheries, Mineral and Water Resources.
9. National Self-Help Committee	Bureau of Organization and Mobilization of the Party.
10. Interministerial Committee on Statistics.	Minister of Planning.
11. Interministerial Committee on Revolutionary Youth Centers	Minister of Local Government and rural Development.
12. National Production Committee	General Manager, Farm Management and Extension.

- |   |  |
|---|--|
| 13. Committee for the Evaluation of<br>Certificates       | Director General, Minister of Higher<br>Education and Culture. |
| 14. Committee on Nat                                      | Minister of Health.  |
| 15. Committee on Scientific Research                      | National Academy of Science and the Arts                       |
| 16. Committee on the Development of<br>Technical Language | National Academy of Science and the Arts                       |

APPENDIX FOUR  
PARASTATAL ENTERPRISES

A. LIISKA WAKAALADAHA (AUTONOMOUS AGENCIES)

<u>NAME</u>	<u>SUPERVISING MINISTRY</u>
1. Wakaaradda Batroolka Ummadda National Petroleum Agency	Commerce
2. Wak. Rugta Ganacsiga Warchada & Beerha Chamber of Commerce	Commerce
3. Wak. Ganacsiga Ummadda National Trading Agency	Commerce
4. Wak. Fallenka & Xabagata Agency for Incense & Gum	Commerce
5. Wak. Hargaha Soomaaliyeed Hides and Skins Trading Agency	Commerce
6. Wak. Cagaf Cagaryada iyo Qalabka Beeraha Tractor and Agricultural Services Agency (ONAT)	Agriculture
7. Wak. Danwadaagta & Beeraha Agriculture Settlement Agency	Agriculture
8. Wak. Beeraha Deg. Dega. Agriculture Crash Program	Agriculture
9. Wak. Horuminta Beeraha Agriculture Development Agency	Agriculture
10. Wak. Muusica Ummadda National Banana Agency Somali Fruit	Agriculture
11. Wak. Keenidda & Soo Saarridda Daawooyinka (ASPIMA) Medicine, Material Importation and Distribution	Health
12. Wak. Badbeadada Shaalaha (CASS) Somali Social Security Fund	Health
13. Wak. Filimada Soomaaliyeed Somali Film Agency	Information
14. Wak. Murtica & Madadaalada National Theater	Information
15. Wak. Madbacadda Qaranka State Printing Agency	Information

284

16. Wak. Xoogah Koruntada Ummadda National Agency for Electrical Energy	Public Works
17. Wak. Dhismaha Soomaaliyeed Somali Construction Agency	Public Works
18. Wak. Hindisaha Soomaaliyeed Somali Engineering and Consulting Agency	Public Works
19. Wak. Gaadiidha Qaranka National Transport Agency	Transport and Civil Aviation
20. Wak. Gaadiidha & Qalabka Dayactirka Transport and Spare Parts Trading Agency(WAGAD)	Transport and Civil Aviation
21. Wak. Howlaha Maraakiibth Somali Shipping Agency	Marine Transport and Ports
22. Wak. Dekadaha Soomaaliyeed Somali Ports Agency	Marine Transport and Ports
23. Wak. Soo Bixinta, Dhoofinta Alaabta National Clearing and Forwarding Agency	Somali Cooperative Union
24. Wak. Biyaha Xumar Mogadishu Water Agency	Minerals and Water Resources
25. Wak. Biyaha Hargeysa Hargeisa Water Agency	Minerals and Water Resources
26. Wak. Biyaha Kismayo Kismayo Water Agency	Minerals and Water Resources
27. Wak. Horumarinta Biyaha Water Development Agency	Minerals and Water Resources
28. Wak. Daaqa Qaranka National Range Agency	Livestock, Forestry, and Range

B. LIISKA WARSHADAH (PUBLIC FACTORIES)

<u>NAME</u>	<u>SUPERVISING MINISTRY</u>
1. Warshahada Kallunka Laas Qoray Las Koreh Fish Factory	Fisheries
2. War. Caanaha Mogdishu Milk Factory	Industry
3. War. Labanka Afgooye Brick Factory Afgoi	Industry

222

4. War. Sigaaka & Taraga Cigarette & Match Factory	Industry
5. War. Dharka ee Balcad Balad Textile Factory (SOMALTEX)	Industry
6. War. Saluda ee Kamar Mogdishu Oil Milling Factory	Industry
7. War. Sigeynta Batroolka Petroleum Refinery Agency	Industry
8. War. ITCP ee Afgooye Fruit and Canning Factory (ITOP)	Industry
9. War. Birta Shubta Iron and Mechanical Workshop Factory	Industry
10. War. INCAs National Corrugated Paper & Plastic Factory (INCAS)	Industry
11. War. Maacuunta Kamar Household Aluminum Utensils Factory	Industry
12. War. Sonkorta Jowhar (SNAI) Sugar Factory Jowhar (SNAI)	Industry
13. War. ISNAY Biyasa Perfume and Alcohol Factory Jowhar	Industry
14. War. Bacrinta Urea Plant Mogadishu	Industry
15. War. Hilibka Kismaayo Kismayo Meat Factory	Industry
16. War. Sonkorta Mareerey Mareerey Sugar Factory	Industry
17. War. Eternitka Berbera Asbestos Factory Berbera	Industry
18. War. Shameentada (Sibirica) Berbera Cement Factory Berbera	Industry
19. War. Hargaha & Kaboha KM7. Leather and Footwear Factory (7 km.)	Industry
20. War. Hargaha Kismayo Leather Factory Kismayo	Industry
21. War. Burka & Batada Flour and Pasta Factory	Development Bank

259

C. LIISKA MASHAARIICDA, BANGIYADA & SHIRKADAH (PUBLIC COMPANIES,  
BANKS AND JOINT VENTURES)

<u>NAME</u>	<u>SUPERVISING MINISTRY</u>
1. Mashruuca Horumarinta XEEBAHA Coastal Development Project	Fisheries
2. Mas. Waraabka Mugambo Mogambo Irrigationn Project	Agriculture
3. Shirkada FIMA FIMA Cooperative Company	---
4. Sh. Caymiska Qarawka State Insurance Company of Somali	Finance
5. Sh. Dayuurvdaha Soomaaliyeed Somali Airlines	Transport and Civil Aviation
6. Sh. Somaali Helinic Somali Airlines	Marine Transport and Ports
7. Sh. Kalluunka Soomaaliyeed Somali Fishing Agency	Fisheries
8. Uruuka Ehaqhaqaaqa Soomaaliyeed Somali Cooperative Union	---
9. Bangiga Dhere Qaranka Somali National Bank	Finance
10. Bangiga Ganacsiga & Keydka Soomaaliyeed Somali Commercial & Savings Bank	Finance
11. Bangiga Hormarinta Soomaaliyeec Somali Development Bank	Finance
12. Jaamicadda Ummadda Somali National University	Higher Education and Culture
13. Akadeemiyada Cilimiga Fanka & Suugaanta National Academy of Science and Arts.	Higher Education and Culture
14. Macadka Maamulki Horum & Maareynta (SIDAM) Somali Insitute for Development Administration and Management	Labour and Social Affairs

APPENDIX FIVE

CHARACTERISTICS OF CIVIL SERVICE PERSONNEL

The following tables were extracted from the 1983 Manpower Survey conducted during the fall of 1983 by the Ministry of Labour and Social Affairs. The Basic data were gathered by questionnaire from the Ministries and Autonomous Agencies who used their personnel files as the basis for their response. Several responded late or with incomplete information. The Ministry of Foreign Affairs did not respond at all. The Ministry of Defense, Police, The Socialist Part and National Militia were not included in the Survey. Of the autonomous agencies the following either were not included or failed to respond:

- The National Trading Agency
- The Agency for Incense and Gum
- The Marerey Sugar Factory
- The Kismayo Meat Factory
- The Leather Factory, Kismayo
- The Leather and Footwear Factory, 7Km.
- Hides and Skins Factory Burao
- Hides and Skins Factory Berbera
- Asbestos Factory Berbera
- National Banana Agency
- National Range Agency
- Water Development agency
- Kismayo Water Development Agency
- Margeisa Water Development Agency
- The State Printing Agency
- The Somali Fishing Agency
- The National University

These agencies have a total employment of an estimated 7,00 based on 1978 employment figures. Although incomplete, these data are reasonably accurate and the best available. The number of unknowns in the various categories give an indication of the condition of the personnel records from which they were taken.

An attempt was made to check the reported numbers, by grade, against those listed for 1983 in the 1984 Budget submission with the following results:

<u>MINISTRY</u>	<u>A</u>	<u>AY</u>	<u>B</u>	<u>F</u>	<u>C</u>	<u>K</u>	<u>D</u>	<u>TOTAL</u>
Agriculture (Survey)	45	--	147	--	600	--	176	1234
(Budget)	132	--	97	74	491	221	74	1089(temp)
Health (Survey)	371	--	629	1988	2166	301	635	6095
(Budget)	681	--	4239	--	2899	--	507	8326
Finance (Survey)	68	--	364	3	253	4	104	363
(Budget)	73	--	461	--	242	--	148	924

Other ministries that included personnel by grade in their budget submission showed similar discrepancies. Since these figures were not projected but presumed to be those actually on the payroll in 1983, the variation is striking.

TABLE A5.1  
CIVIL SERVANTS BY SEX AND CATEGORY

MINISTRY	MALE	FEMALE	PERMANENT	TEMPORARY	FOREIGN	TOTAL
Local Government and Rural Development	109	58	132	35	--	167
Education	15,894	6,760	22,162	463	29	22,654
Health	3,170	2,925	6,090	--	5	6,095
Agriculture	1,077	157	966	251	17	1,234
Livestock, Forestry & Range Management	1,546	535	1,370	712	2	2,084
Fisheries	218	75	251	42	--	293
Labour and Social Affairs	181	117	258	39	1	298
Public Works	1,682	210	1,892	--	--	1,892
Tourism and Hotels	727	366	1,067	26	--	1,093
Commerce	62	43	105	--	--	105
Marine Transport and Ports	68	22	70	20	--	90
Higher Education & Culture	109	58	96	33	1	130
Information and National Guidance	309	123	432	--	--	432
Justice and Religious Affairs	832	340	1,020	151	1	1,172
Posts & Telecommunications	1,154	500	1,654	--	--	1,654
Mineral & Water Resources	180	20	180	20	--	200
Sports and Youth	212	79	180	111	--	291

156

TABLE A5.1 (cont.)  
CIVIL SERVANTS BY SEX AND CATEGORY

MINISTRY	MALE	FEMALE	PERMANENT	TEMPORARY	FOREIGN	TOTAL
Industry	85	49	122	12	--	134
Jubba Valley	29	24	46	7	--	53
Land and Air Transport	1,739	139	1,778	98	2	1,878
National Planning	130	75	204	1	--	205
Finance	570	293	819	44	--	863
Foreign Affairs			NOT AVAILABLE			Est 240
Presidency and Associated Units	381	164	530	15	--	545
TOTAL	30,464	13,135	41,424	2,020	58	43,562
Percent	70%	30%	95%	4.9%	.1%	100%
Autonomous Units, Joint Projects	15,275	3,689	17,101	180	64	18,969
Percent	80%	20%	90%	9.5%	.5%	100%

Source: Ministry of Labour and Social Affairs, Manpower Survey 1983, Unpublished

\*\*Does not include 240 estimated strength of Foreign Affairs

258

TABLE A5.2  
CIVIL SERVICE EMPLOYEES BY AGE 1983

MINISTRY	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65+	Unk	TOTAL
Local Government and Rural Development	2	18	15	35	14	30	12	25	8	6	2	-	167
Education	423	2,158	4,140	4,002	4,135	4,082	3,026	643	42	-	-	3	22,654
Health	157	1,776	1,123	686	443	543	333	275	201	204	140	214	6,095
Agriculture	-	25	192	197	179	96	97	92	44	25	13	274	1,234
Livestock, Forestry and Range Management	84	567	518	284	122	87	114	53	49	50	54	2	2,084
Fisheries	1	23	83	64	32	20	17	18	20	6	7	1	293
Labour and Social Affairs	5	48	50	42	22	11	11	10	5	6	8	80	298
Public Works	27	203	238	339	261	279	142	146	122	88	44	3	1,892
Tourism and Hotels	12	127	212	168	143	131	109	64	38	20	25	44	1,093
Commerce	1	22	22	6	13	12	3	6	1	-	2	17	105
Marine Transport and Ports	1	9	25	26	4	8	5	8	4	-	-	-	90
Higher Education & Culture	3	17	39	26	14	8	8	5	-	2	-	14	136
Information and National Guidance	1	37	50	159	46	98	10	18	5	3	3	2	432
Justice and Religious Affairs	23	78	81	86	99	150	100	121	55	45	21	312	1,172
Posts and Telecommunications	-	246	443	529	234	95	34	21	23	20	9	-	1,654
Mineral and Water Resources	-	6	31	36	63	22	12	5	18	6	1	-	200
Sports and Youth	1	22	34	69	26	48	19	38	15	14	5	-	291

1059

TABLE A5.2 (cont)  
CIVIL SERVICE EMPLOYEES BY AGE 1983

MINISTRY	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65+	Unk	TOTAL
Industry	4	13	26	38	15	17	4	3	1	10	3	-	134
Jubba Valley	2	21	12	9	2	3	-	1	1	-	-	2	53
Land and Air Transport	38	241	360	326	191	173	140	119	73	149	53	8	1,878
National Planning	-	22	45	36	32	36	24	4	3	1	1	1	205
Finance							NOT AVAILABLE					863	863
Foreign Affairs							NOT AVAILABLE					Est 240	240
Presidency and Associated Units	34	113	95	91	39	25	23	30	26	16	14	41	545
TOTAL	819	5,894	7,834	7,248	6,129	5,974	4,243	1,705	760	671	405	2,121	43,802
Percent	2%	13.4%	18%	16.5%	14%	13.6%	9.6%	3.9%	1.7%	1.5%	1%	4.8%	100%
Autonomous Agencies Reporting TOTAL	597	2231	3560	3836	2805	2581	1564	1252	789	563	477	1898	27,553
Percent	2.6%	10.1%	16.1%	17.3%	12.7%	12%	7.1%	5.6%	3.5%	2.5%	2%	8.5%	100%

Source: Ministry of Labour and Social Affairs, Manpower Survey 1983 - Unpublished.

260

TABLE A5.3  
CIVIL SERVICE EMPLOYEES BY GRADE 1983

MINISTRY	A	AY	B	F	C	X	D	Unknown (Temporary)	TOTAL
Local Government and Rural Development	43	-	21	-	73	21	-	9	167
Ministry of Education	2,335	320	17,036	211	1,042	832	878	-	22,654
Health	371	-	629	1,988	2,166	301	635	5	6,095
Agriculture	45	-	147	-	600	-	176	266	1,234
Livestock, Forestry & Range Management	241	-	611	52	422	559	119	80	2,084
Fishery	35	10	37	45	47	67	10	42	293
Labour and Social Affairs	25	-	57	5	105	36	30	40	298
Public Works	11	25	105	-	31	1,701	16	3	1,892
Tourism and Hotels	14	-	66	-	761	-	226	26	1,093
Jubba Valley	15	-	19	-	6	-	4	9	53
Presidency and Associated Units	54	-	177	-	237	9	60	8	545
Land and Air Transport	13	6	98	64	897	608	94	98	1,878
National Planning	49	3	74	-	70	-	8	1	205
Commerce	18	-	27	-	28	21	9	2	105
Marine Transport and Ports	12	-	6	12	17	18	5	20	90
Higher Education & Culture	32	-	31	-	14	3	14	36	130

261

TABLE A5.3 (cont)  
CIVIL SERVICE EMPLOYEES BY GRADE 1983

MINISTRY	A	AY	B	F	C	X	D	Unknown (Temporary)	TOTAL	
Information and National Guidance	73	-	164	9	133	-	52	1	432	
Justice and Religious Affairs	325	-	144	-	240	108	203	152	1,172	
Posts and Telecommunications	24	-	50	166	1,270	27	112	5	1,654	
Mineral and Water Resources	69	-	23	10	97	-	-	1	200	
Youth and Sports	9	-	21	-	14	135	-	112	291	
Industry	23	5	19	-	21	22	28	16	134	
Finance	68	-	364	3	253	104	4	67	863	
Foreign Affairs			NOT AVAILABLE					Est	240	240
TOTAL	3,904	369	19,926	2,565	8,544	4,572	2,683	1,239	43,802	
Percent	8.9%	.8%	45.5%	6%	19.5%	10.4%	6.1%	2.8%	100%	
Autonomous Agencies Reporting TOTAL	820	87	2,532	411	6,105	5,351	2,017	1,646	18,969	
Percent	4.3%	.5%	13.3%	2.2%	32.2%	28.2%	10.6%	8.7%	100%	

Source: Ministry of Labour and Social Affairs, Manpower Survey 1983, Unpublished.

2022

TABLE A5.4  
CIVIL SERVICE EMPLOYEES BY EDUCATION 1983

MINISTRY	UNIVERSITY	TECHNICAL SECONDARY	ACADEMIC SECONDARY	INTERMEDIATE	PRIMARY	LITERATE	UNKNOWN	TOTAL
Local Government & Rural Development	10	-	37	65	5	50	-	167
Education	2,510	145	17,247	1,042	832	878	-	22,654
Health	336	-	2,561	574	88	2,281	255	6,095
Livestock, Forestry & Range Management	243	-	663	422	619	59	78	2,084
Fisheries	17	4	81	60	6	-	102	293
Labour and Social Affairs	17	1	56	118	1	104	1	298
Public Works	28	-	107	35	-	1,717	5	1,892
Tourism and Hotels	5	-	82	235	-	745	26	1,093
Commerce	15	4	22	28	-	29	7	105
Marine Transport and Ports	10	-	20	15	-	44	1	90
Higher Education and Culture	32	-	30	19	2	36	11	130
Information & National Guidance	60	3	177	90	39	63	-	432
Justice and Religious Affairs	195	5	191	273	6	269	233	1,172
Posts and Telecommunications	24	-	216	1,270	-	139	5	1,654
Mineral Water and Resources	68	-	40	13	17	46	16	200
Sports and Youth	9	-	25	47	-	210	-	291

100

TABLE A5.4 (cont)  
CIVIL SERVICE EMPLOYEES BY EDUCATION 1983

MINISTRY	UNIVERSITY	TECHNICAL SECONDARY	ACADEMIC SECONDARY	INTERMEDIATE	PRIMARY	LITERATE	UNKNOWN	TOTAL
Industry	27	-	26	28	-	53	-	134
Jubba Valley	14	1	21	11	-	-	6	53
Land and Air Transport	9	-	139	253	663	805	9	1,878
National Planning	50	-	77	42	35	-	1	205
Finance	41	100	233	84	1	30	374	863
Foreign Affairs			NOT AVAILABLE				Est 240	240
Presidency & Associated Units	34	-	193	86	54	12	166	545
National University			NOT AVAILABLE				800	800
Academy of Arts and Science	35	-	22	18	-	-	92	167
Agriculture	60	-	147	496	280	-	251	1,234
SIDAM	21	7	7	7	-	22	1	65
TOTAL	3,893	270	22,420	5,331	2,648	7,592	2,680	44,834
Percent	8.6%	.6%	50%	11.9%	6%	16.9%	6%	100%
TOTAL Autonomous Agencies	474	62	2,853	4,640	4,378	7,794	1,720	21,921
Autonomous Agencies Percent	2%	.3%	13%	20.9%	20%	36%	7.8%	100%
GRAND TOTAL	4,367	332	25,273	9,971	7,026	15,386	4,400	66,755

Notes: 1. Educational Totals by level do not balance because of missing data.

2. Source: Ministry of Labour and Social Affairs, Manpower Survey, 1983, Unpublished.

10/1

TABLE 45.5  
CIVIL SERVANTS BY DATE OF ENTRY

MINISTRY	1969 & BEFORE	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	LOOKAWAY	TOTAL
Local Government and Rural Development	21	3	5	2	12	19	15	19	13	17	7	7	3	5	1	--	167
Education	1,602	157	315	112	435	162	2,133	1,612	1,418	2,316	328	1,993	3,450	1,065	1,466	90	22,654
Health	1,180	52	46	85	254	146	159	306	671	190	403	526	640	750	615	92	6,095
Agriculture	277	37	14	17	46	86	58	192	158	78	3	1	15	--	--	252	1,234
Livestock, Forestry and Range Management	12	1	1	27	322	112	99	149	221	207	131	284	89	264	151	4	2,084
Fishery	47	2	6	3	11	12	36	36	25	23	#	45	22	15	4	--	293
Labour and Social Affairs	26	--	--	1	17	7	7	27	16	35	41	16	21	28	47	9	298
Public Works	855	13	16	22	92	16	38	273	36	26	132	290	42	6	14	23	1,892
Justice & Prisons	42	4	59	95	51	136	53	158	44	57	95	148	104	14	9	26	1,093
Commerce	10	1	1	2	#	10	3	4	12	7	#	2	3	14	13	7	105
Marine Transportation and Ports	15	1	#	3	4	2	1	5	6	7	3	1	--	9	24	--	90
Higher Education and Culture	12	3	--	--	6	12	14	3	4	7	7	9	4	24	18	5	110
Information and National Guidance	98	3	4	--	35	24	34	39	33	37	25	13	16	42	23	6	432
Justice and Religious Affairs	285	18	39	37	48	47	68	44	96	37	32	34	23	137	20	207	1,172
Posts and Telecommunications	221	8	6	24	41	45	50	93	147	144	170	190	257	38	216	--	1,654
Mineral and Water Resources	58	7	1	--	17	4	17	6	8	10	11	12	2	57	--	--	200

2015

TABLE A3.3 (cont)  
CIVIL SERVANTS BY DATE OF ENTRY

MINISTRY	1969 & BEFORE	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	UNKNOWN	TOTAL
Sports and Youth	19	3	--	--	3	4	5	8	3	129	12	51	11	16	24	1	291
Industry	22	4	2	5	10	3	7	5	12	6	7	3	20	11	16	1	134
Jubba Valley	3	1	--	--	2	2	1	2	1	5	3	2	2	26	1	2	53
Land and Air Transport	466	7	5	36	112	99	100	57	143	141	76	185	91	147	213	--	1,878
National Planning	17	6	1	2	14	3	8	29	11	26	13	8	31	18	9	7	205
Finance	182																
Foreign Affairs																	
Providence and Associated Units	101	3	--	10	26	26	30	35	16	57	39	41	24	90	41	6	545
TOTAL Ministries	5,551	314	527	483	1,566	977	2,931	5,100	5,102	3,566	1,554	3,861	4,872	2,772	7,947	1,659	43,802
Percent Ministries	12.72	.82	1.22	1.12	3.62	2.22	6.82	11.62	11.62	8.22	3.52	8.82	11.12	6.52	6.72	3.82	1002
TOTAL Autonomous Agencies	2,864	318	330	647	855	950	1,073	1,484	1,392	1,185	1,049	1,421	915	1,458	1,932	1,294	18,969
Percent	15.12	1.72	1.71	3.42	3.52	52	5.72	7.82	7.42	6.32	5.52	7.42	4.82	7.72	10.22	6.82	1002

1966

TABLE A5.6  
FOREIGN LEAVES TAKEN BY CIVIL SERVICE  
EMPLOYEES DURING 1983

MINISTRY	CONFERENCE	SEMINARS	SHORT COURSES UNDER 1 YEAR	DEGREE SCHOLARSHIPS 2 to 4 YEARS	MEDICAL	PERSONAL	UNKNOWN	TOTAL
Labour and Social Affairs	4	-	9	3	1	1	1	19
Information	96	1	2	6	4	5	8	122
Finance	27	1	1	-	3	2	2	36
Industry	18	4	22	-	2	1	3	50
Fisheries	6	2	4	4	1	1	-	18
Higher Education and Culture	14	1	4	12	-	1	5	37
Health	21	8	67	9	10	11	6	132
Agriculture	28	12	42	4	4	1	1	92
Posts and Telecommunications	7	2	20	4	4	2	2	41
Education	12	9	9	15	7	6	2	60
Local Government and Rural Development	7	-	1	-	2	2	-	12
Youth and Sports	111	2	4	1	1	1	3	123
Livestock, Forestry and Range Management	17	1	25	2	-	1	-	46
Marine and Land Transport	6	-	-	-	-	-	-	6
Justice and Religious Affairs	15	-	-	-	3	2	2	22
Planning	10	-	19	11	-	-	-	40

10/1

TABLE A5.6 (cont)  
FOREIGN LEAVES TAKEN BY CIVIL SERVICE  
EMPLOYEES DURING 1983

MINISTRY	CONFERENCE	SEMINARS	SHORT COURSES UNDER 1 YEAR	DEGREE SCHOLARSHIPS 2 to 4 YEARS	MEDICAL	PERSONAL	UNKNOWN	TOTAL
Jubba Valley	7	-	3	1	-	1	-	12
Land and Air Transport	4	-	7	1	1	4	-	17
Minerals and Water Resources	4	2	11	1	4	-	-	22
Public Works	9	-	2	-	-	-	1	12
Commerce	4	-	-	1	1	1	1	8
Foreign Affairs	41	-	-	2	-	-	-	43
Tourism	-	-	-	-	-	4	1	5
Dir. of Adm. (Presidency)	-	-	-	-	-	-	1	1
University	3	8	14	18	6	2	1	52
Academy of Arts and Sciences	2	6	1	2	1	-	-	12
SIDAH	-	4	4	-	-	-	-	8
<b>TOTAL MINISTRIES</b>	<b>473</b>	<b>63</b>	<b>271</b>	<b>97</b>	<b>55</b>	<b>49</b>	<b>40</b>	<b>1,048</b>
<b>Total Autonomous Agencies</b>	<b>116</b>	<b>36</b>	<b>94</b>	<b>44</b>	<b>43</b>	<b>18</b>	<b>43</b>	<b>394</b>
<b>GRAND TOTAL</b>	<b>589</b>	<b>99</b>	<b>365</b>	<b>141</b>	<b>98</b>	<b>67</b>	<b>83</b>	<b>1,442</b>

Source: Ministry of Labour and Social Affairs, Department of Planning and Manpower Statistics.

APPENDIX SIX

SUMMARY - CIVIL SERVICE LAW

(This law has not been officially translated into English. The following index has been prepared as a guide for those who might want more direct access to the content of the law.)

Notes                    Law Number 5, 2 February 1980

CHAPTER I - General Provisions

Article 1. Definitions ("Head of unit" means head of agency, e.g., Minister, general manager.)

Article 2. Application and exclusions: temporary and contract staff, private agencies and companies, military and paramilitary

CHAPTER II - Structure

Article 3. Grade, responsibility, obligation; definition of establishment

Article 4. Positions classified into A, AY, B, F, C, X, D.

CHAPTER III - Employment

Article 5. Conditions under which the president can act outside law.

Article 6. Requirements for all public employment; education certificates

Article 7. Certification Evaluation Committee: makeup and responsibilities

Article 8. Responsibility for recruitment and selection with recruitment interviews for all public and private employment.

Article 9. Responsibility for unskilled workers recruitment and selection with Recruitment Boards of Districts and Regions.

Article 10. University graduates guaranteed employment; enter A-3.

Article 11. Secondary school graduates join service automatically without competitive exam; enter B-10.1

Article 12. Intermediate school candidates enter through recruitment.

Article 13. Skilled workers without educational qualifications undergo competitive exam comparable to that for trade-testing; if successful appointed to available post or retained on list 6 months.

Article 14. Makeup of National Committee for Employee Examination.

Article 15. Examination channels for intermediate certificate holders and unskilled workers applying for employment in regions.

Article 16. Penalty for an employer who recruits employees outside the legal channels (Recruitment Boards).

Article 17. Appointment by Presidential decree to A, AY, B, F; by MISA to C, X, D.

Article 18-20. Designation of grade level to which education and experience qualify appointees.

CHAPTER IV - Probation for Permanent Employment<sup>2</sup>

Article 21. Probationary period not less than 6 months and up to one year.

Article 22. Certificate of satisfactory work to be issued at close of period.

Article 23. Unsatisfactory worker to be discharged.

CHAPTER V - Obligations and Duties of Public Employees

Article 24. Lists performance standards and responsibilities (8)

Article 25. Lists standards of integrity and public morality (12).

Article 26. Oath.

Article 27. Personal liability for compensation to the State or an individual for damages arising from violation of responsibility or negligence

Article 28. Procedure, protection for employee in case of illegal order from supervisor.

Article 29. Any action taken contrary to this law null and void, and punishable.

Article 30. Money borrowed from the government shall be repayed by employees at not more than 1/4 monthly salary; balance on departure from service to be withheld from gratuity or pension.

Article 31. Right to one day of rest per week, all holidays recognized by the government; evening and holiday work in case of need without compensation.

CHAPTER VI - Leaves

Article 32. Annual leave, 30 days/year; accumulative to three years.

Article 33. Leave without pay, up to 4 months/year, subject to ministerial approval.

Article 34. Maternity leave, full pay for four months, two to be after delivery, requires medical certification, may not take annual leave same year.

Article 35. Major sick leave, full pay first six months, half pay remainder; certified by government Medical Board, approved by MESA; normal sick leave up to 10 days.

Article 36. Study leave, to pursue training abroad, approved by Ministry of Culture and Higher Education; no pay; family eligible for help equivalent to pay. Return at designated time unless justification for delay.

Article 37. Agency head can suspend annual leave, leave without pay, and study leave in the national interest.

CHAPTER VII - Promotion Demotion, Transfer and Secondment.<sup>3</sup>

Article 38. Lists conditions for promotion; procedure, review of performance rating, curricula vita by agency committee on Promotion, Reward, Punishment.

Article 39. Make-up, responsibilities of Promotion, Reward, Punishment Committee.

Article 40. Promotion in A, AY, B, F require presidential action; in C, X, D action by MLSA.  
Article 41. Demotion: conditions and procedure.  
Article 42. Secondment: definition, rights.  
Article 43. Transfer: definition, conditions, procedure.<sup>4</sup>  
Article 44. Definition and rights of seniority.

#### CHAPTER VIII - Discipline and Grievances

Article 45. Lists offenses (12) from unsatisfactory performance to abuse of office for personal gain; penalties (8) from written warning to dismissal.  
Article 46. Application of disciplinary measures, whose authority: president, minister, D.G., Committee on Promotion, Reward, Punishment.<sup>3</sup>  
Article 47. Disciplinary procedure of Committee: act within 15 days; copy to agency personnel file, 1 copy to MLSA.  
Article 48. Suspension: circumstances under which applied.  
Article 49. Disciplinary procedure when offense is being tried in another Court; conditions for resuming disciplinary process in case of acquittal  
Article 50.

#### CHAPTER IX - Separations

Article 51. Resignation: requires written application, may be denied if employee is indispensable, requires presidential action A, AY, B, F; MLSA for C, X, D.  
Article 52. Re-employment: conditions, authority, rights and benefits.  
Article 53. Retirement: age 60 men, 55 women; early retirement.<sup>6</sup>  
Article 54. Medical discharge: circumstances, rights and benefits.  
Article 55. Dismissal in the national interest by presidential decree.  
Article 56. Conditions under which official may be dismissed, effect on benefits.  
Article 57. Dismissal of workers for delinquency, sabotage, frequent absence from work, i.e. anti-socialistic attitudes, self-interest.

#### CHAPTER X - Technical Chapter

Article 58. Definitions.  
Article 59. Grades, positions, salaries listed in Appendix 2.  
Article 60. Categories: professional, technical, skilled labor/craft, Assistant labourer, Apprentice; each category subdivided.  
Article 61. Conditions for promotion: examination or certificate.  
Article 62. Examination process: skill-testing and certification every two years; prerequisite: two consecutive years of satisfactory service.<sup>7</sup>  
Article 63. Criteria for vocational levels in terms of knowledge, ability.

Article 64. Process, requirements for technicians to qualify as professionals.

Article 65. Salary of university degree holder dependent on level of degree, qualifications, experience.

Article 66. Intermediate school certificate holder, requirements for F3.

Article 67. Ordinary Secondary certificate holder, requirements for F3.

Article 68. Apprentice: recruitment, right to hire.

Article 69-70. National Technician Committee: make-up and responsibilities.

Article 71. Technical staff subject to other provisions to this law relative to discipline, dismissal, staff management, etc.

Article 72. List of recognized craftsmen and technical professional workers

#### CHAPTER XI - Insurance and Allowances

Article 73. Employee insurance regulated by Law #49, 8 Aug. 1970.

Article 74. Employee allowances regulated by Law #2, 5 May 1976.

#### CHAPTER XII - Pensions and Gratuity

Article 75. Amount of pension based on amount of pay and length of service.

Article 76. Official dismissed for disciplinary or criminal reasons loses pension and gratuity, received own deductions.

Article 77. Pension and gratuity rights when official resigns.

Article 78. Establishment, administration, management of Pension Fund.

Article 79. Pensions and gratuities for job-related disability

Article 80. Option for lump sum and reduced pension; 1/1 monthly pension X 120 as lump sum; remaining 3/4 monthly.

Article 81. Family pension in case of death or job-related disability: eligibility, conditions, amount.

Article 82. Family eligibility for pension; special conditions.

Article 83. Family eligibility for gratuity, conditions, amount.

Article 84. Effect on pension, gratuity of conviction and imprisonment for official abuse of office, offense against state, other offense.

Article 85. Process: approval by MISA, agency concerned; payment by Ministry of Finance.

Article 86. Non-transferability of pension except by Court order to pay legal debt.

Article 87. Family eligibility for continued support when employee is deterred abroad.

Article 88. Pension adjustment for pensioners receiving less than designated in the law.

Article 89. Pension eligibility of X, X, D grades delayed 3 years.

Article 90-91. Repeal of conflicting laws and date enforced.

#### Notes:

1. Guaranteed employment for secondary school graduates rescinded in 1983.

2. Probation as condition for employment not generally practiced.
3. Promotions are not generally considered to be given as often or as widely as desirable.
4. Transfers by agency agreement currently cancelled by presidential decree, requires president's approval.
5. Discipline not currently effectively applied.
6. Few employees retire; age limit is not enforced.
7. Skill-testing mechanism currently used as means to raise pay.



TABLE A6.2  
TECHNICAL WORKER PAY SCHEDULE

<u>Category AY</u>	<u>Technical Professional</u>		
<u>Grade</u>	<u>Salary Range</u>	<u>Amount of Increment</u>	
1	1200 <sup>1</sup> - 1800	100	
2	1000 - 1200	50	
3	800 - 1000	50	
<u>Category F</u>	<u>Technician</u>		
1	1000 - 1400	100	
2	800 - 1000	50	
3	600 - 800	50	
<u>Category X</u>	<u>Craft/Labourer</u>		
1	800 - 1200	100	
2	600 - 800	50	
3	450 - 600	50	
4 <sup>2</sup> (XX)	350 - 450	50	
5 (apprentice)	120		

- 1 This number is corrected to errata note on p (274) of Law 5.
- 2 X-4 is elsewhere noted as a subordinate category, XX, comparable to D

4/15

APPENDIX SEVEN  
COURSES CONDUCTED BY SIPA/SIDAM FROM 1965 TO 1983

DATES	SUBJECT	DURATION	ATTENDANCE	SCOPE
Oct. 1965	Management Problems for Directors General	2 hrs/ro for 6 mos	21	Problems of education; Admin law; Civil Service; manpower, Admin Controls; work measurement; fiscal planning; fellowships, Public relations
Nov. 1965	Seminar for Directors	2 days/wk for 6 mos	18	Organizational structure; Judiciary
May 1966	Seminar for Directors	Same	English Speaking	Administration, management, Personnel administration, fiscal controls
			Italian Speaking	Same as above
Oct. 1966	Seminar for Directors and Section Heads	2 weekly sessions for 3 mos in 2 groups	35	Organizational Structure; Admin Integration of civil service; local gov't; Judiciary; C & M; Form letter design; work simplification; expenditure controls; personnel management; planning management problems; fiscal policy; Manpower; development planning; statistics and Admin; Public relations
			English Speaking	
			Italian Speaking	
			38	
May 1966	Public Relations with The Ministry of Information and National Guidance	2 hrs 3 times a wk for 6 wks	22	Mass Communications and Public Relations; Basic techniques; Government Printing House; F.R. Audio Visual Aids; Practical Demonstrations; Orientations
July 1966	Planning With The Ministry of Planning and Coordination	2 sessions/wk for 6 wks	16	Need for Planning, Welfare State Educational Planning; Financial Aspects; Formulation; feasibility; Foreign Aid; Manpower aspects
March 1967	Public Administration Orientation	Full Time 4 1/2 mos	13 New Appointees	Organization; Personnel Admin; Budget & Accounting; Program Admin Theory and Office Management
Nov. 1967	Management Development for Senior Officers	Full Time 3 mos	11	Structure and Functioning; Intro. to Public Administration; organization and methods; Human Relations; Personnel Administration; Economics and Social Development; Financial Administration

DATES	SUBJECT	DURATION	ATTENDANCE	SCOPE
				Administrative Responsibilities; Processes and Tools
May 1968	Management for Field Officers	2 wks Full Time	29	General Orientation of Administration and Management with special reference to regional government
June 1968	Management for Field Officers	Full Time 2 mos	33	Organization, Personnel, Finance, Human Relations, Organization in Action Office Management, Development, Health, Role of Field Officers
Sept. 1968	Management for Field Officers (Buras)	1 mo Full Time	29	Structure; Development Administration Administrative process; Personnel Administration Human Relations; Financial Administration Organization and Methods; Office Mgmt; Development; Orientation local field officers
May 1969	Management Course for Heads of Services	13 wks Full Time	29	Organization, Personnel administration Human Relations, legal framework; Development; Economic Science; Organizational methods; Development; English language
Sept. 1969	Administration for Field Officers (Hargesta)	1 mo Full Time	22 A&B level Trainees	Organization and Structure; Civil Svc Law; Finance administration; Human Relations; Functions of Administration; Office Management; Development Projects
Jan. 1970	Administration for Field Officers	1 mo Full Time	29 A&B Field Officers	Same as above
April 1970	Orientation in Public Administration for Senior Civil Servants	3 hrs/day for 6 mos in conjunction with military training	69	Organization and structure; Civil Svc; Financial Administration; Techniques of Administration; Administrative skills Office Management; Efficiency Improve. Development projects
April 1970	Orientation in Public Admin For Newly Recruited Graduates	3 hrs/day for 6 mos with military trg	46	Organization of Government; Laws, rules and Regulations; Organizational Theory; Comparative Public Admin; Admin methods; Project formulation and Evaluation; Administration; Personnel Manage-

11/11

DATES	SUBJECT	DURATION	ATTENDANCE	SCOPE
Sept. 1967	Organization and Methods			ment; Culture & History; Administrative skills; Internship in Ministry
Oct. 1968	1. Mid level 2. Senior Officer Orientation 3. Senior Officer	2 mos Full Time 2 wks Full Time 2 mos Full Time	 9 6	Organizational Theory; Processes and principles; Methods of statistical filing; records management.
April 1966	1. Accounting	Part Time 6 mos	12	General Principles and practices of Governmental Accounting
Oct. 1966	2. "	Part Time 7 mos	23	
June 1967	3. "	Part Time 6 mos incl 2 mos OIT	29	
Nov. 1966	Auditing	Part Time 6 mos incl 2 mos OIT	--	Same plus Auditing functions
Feb. 1968	Budgeting	3 wks Full Time	11	Financial Administration Elements of Financial Management; History of Financial Management; Characteristics
June 1968	Advanced Accounting	Part Time 3 mos with OIT	14	Includes specific types such as payroll and pension
Dec. 1968	Induction Course for Accountants	Full Time 1 mo	9 Trainees	General Description of Accounting Functions and practices
Feb. 1969	Accounting for Junior Accountants	Full Time 3 mos	10	Theory and Practice; Finance Rules and Regulations, Commercial Acct. Gov't Accounting; Supervision
Feb. 1970	Financial Administration	Full Time 7 wks	16	Budgeting, Stores purchasing and Storage; Accounting, Auditing
May 1967	Senior Seminars 1. Administrative Obstacles to Development 2. Decentralization for Development 3. What went Wrong with the First Five Year Plan 4. Role of O&M in Improvement of Administrative	5-20 ea	Avg 12 ea	Group Discussion, presentations problem solving

DATES	SUBJECT	DURATION	ATTENDANCE	SCOPE
	Development 5. Delegation and Communication problems in Regional Admin. 6. Identifying Training Needs and Determining Priorities for Civil Servants 7. Financial Administration 8. Administration of Justice 9. Corruption Eradication 10. Public Enterprises and Economic Development (2) 11. Budgeting for Development			
Aug. 1969 Dec. 1971	Orientation for Directors General, General Managers and Ambassadors Number 5 at Halane	2 mos	156	Series of workshops to diagnose administrative problems in one of following: a. Environmental Factors; b. Manpower and labor; c. Public Corporations, local government; d. Personnel policies; Economic planning and public finance
Jan. 1972	Orientation Course for Newly Recruited graduates of foreign schools Number 5 at Halane	3 mos	42	Ecology of Somalia; Institutional framework of government; Economic Development and Public Finance; Administrative skills and Practices; Building Socialist Institutions
March 1972	Orientation for Civil Service Number 6 at Halane	4 1/2 mos.	242 A Division	Changes involved in the Socialist System; nature and use of management techniques; consideration of reports of committees of 5th course
Aug. 1972	Orientation for Headmasters And Teachers, Department of Education Number 7 at Halane	2 mos	350	Continuation of above
Aug. 1972	Communications skills for English Speaking Supervisors	3 wks	--	Practical exercises in listening, reading, speaking and writing
June 1972	Personnel Administration for English speaking Pers/Admin	3 wks 3 hrs/day	17	Scientific Socialism; Personnel Admin; Responsibilities of Pers. Officers

279

DATES	SUBJECT	DURATION	ATTENDANCE	SCOPE
	Officers in Public Agencies			Records keeping; Supervising skills
July 1972	Same for Italian speaking Officers		15	
April 1972	Store Accounting for Public Agencies	3 wks	21 Began 19 Passed	Designed for stores personnel in Agricultural Development Corp. ENC and Crash Programme
June 1972	Accounting for Newly recruited ENC Personnel	1 mo	196 Began 167 Passed	For those to be assigned to District and Regional offices
July 1972	Finance and Accounting for Public Agencies	3 mos	21 Different Agencies	Promoted by Sec. of State for Finance Professional instruction plus socialist indoctrination, examination
Aug. 1972	Government Accounting and Budgeting for Clerical Training Center grade Hargelsa (Held at Police Academy)	3 1/2 mos.	26	Finance accounting and stores management
July 1972	Registry and Filing Course	2 mos	22	Followed by on-the-job training in Four Ministries
<p>Consultation</p> <ul style="list-style-type: none"> <li>Draft Regulations on Financial Accounting Procedures</li> <li>Revised Accounting for Agricultural Development Corp.</li> <li>Stores Accounting for Grain Marketing Corp.</li> <li>Accounting for Multipurpose Education Project</li> <li>Government Commission on Simplification Assistance</li> <li>Registry and Filing System for the Magistrate of Accounts</li> <li>Registry and filing System for the Somali Insurance Company</li> <li>Organizational Structure for SOMALTEX</li> <li>Registry and filing System for MINISTRY of Finance</li> <li>Assisted in organizing and Establishing A.S.P.I.N.A.</li> <li>National Agency for Tourism</li> <li>Language Training Courses in English and Italian plus translation Services</li> <li>Preparation of Glossary of Somali Public Administration Terms in English and Italian</li> <li>Index of Somali legislation 1967-1972, updating previous index.</li> </ul>				
June 1979	Accountancy No. 3	2 yrs Full Time	71	including practical training of one month.

286

DATES	SUBJECT	DURATION	ATTENDANCE	SCOPE
Dec. 1979	Industrial Management Post Graduate Course	1 yr Full Time	10	For prospective top managers in the industrial sector advanced knowledge and field work, leading to Degree
	Rural Development and Local Government	1 yr Full Time	23	Residential Course with Field work included
	Implementation of Unified Accounting System	6 wks	32	Designed to help accountants and Financial Managers in Public Agencies with Implementation
	Operations Research Seminars:	3 mos	18	
	Industrial Management	1 wk	17	General Managers in Industrial Sect.
	Trade Promotion	2 wks	28	
			37	For State Planning & FAO
			17	
			30	Residential for Arab Organization of Administrative Science
		Consultations. Working Relations Among Personnel Departments Model Chart of Accounts Administration  Personnel Management; Man-power Planning		
1980	Accountancy (3) (4)	Full Time 2 yrs	62 66	Wrote new syllabus
	Industrial Mgmt (1) Post Graduate (2)	Full Time 1 yr	11 7	Completed and graduated; Course began; Extended production planning course by UNIDO
	Rural Development and (1) Local Government (2)	Full Time 1 yr	10 11	First Course Completed Second Course Begun

721

DATES	SUBJECT	DURATION	ATTENDANCE	SCOPE	
	Unified Accounting System	6 wks	32	Requested by Ministry of Finance with Students from Finance Dept. of Public Agencies	
	Seminars and Short Courses				
	Personnel Management	2 mos	16	For National Planning Min. and FAO	
	Project Analysis	3 wks	37		
	Recruitment and Selection	4 days	17		
	Staff Assessment	1 wk	25		
	Leadership	1 wk	30	Residential, Arab Organization Adm. Finance, Planning and Magistrate of Accts.	
	Government, Budget & Fin. Mgt.	10 days	10		
	Production Planning	10 days	18		
	Personnel Administration	2 mos	20		
	Manpower Planning	10 days	--		
	Labor Relations	4 days	--		
	Consultations				
	Reorganization of the Presidency			Office of the President	
	Revising Central System of Personnel Records			Ministry of Labor	
	Working Relations among personnel Departments			"	
	Reorganization of th Ministry of Finance			Ministry of Finance	
	Small immigrant workers			Ministry of Labor	
	Administration of Pension Fund			Ministry of Finance	
	Administrative Organization of Somali Gov't (Arabic)			AOAS	
1981	Accountancy (3)	Full Time 2 yrs	62		
	(4)	"	66		
	(5)	"	68		
	Industrial Management (2)	Full Time 1 yr	7	Number 2 Graduated	
	(3)	"	11	Number 3 Started	
	Rural Development and Local Government (2)	Full Time 1 yr	17		
	(3)	"		Number 3 Started	
	General Management and Public Administration	Full Time 1 yr	144	Former Governors, District Commissioner 125 graduated	
	Seminars and Short Courses				
		Stores Management	2 wks	17	
	Personnel Management	1 mo	15		
	Labor Relations	2 wks	15		

201

DATES	SUBJECT	DURATION	ATTENDANCE	SCOPE
	Regional Governors & Dist. Comm.	1 mo	90	
	Local Gov't Administration	1 mo	80	
	Rural Development Seminar	1 wk	80	
	Unemployment	1 wk	--	I.L.O.
	General Management	4 mos	13	Telecommunications & Post
	Optimization of Resources	10 days	35	
	Maintenance Management	5 days	20	
	Organizations Role in Admin Dev.	5 days	31	AOAS
	Industrial Management	5 days	18	AOAS
	Agriculture Extension	15 days	28	AID and Ministry of Agriculture
	International Relations	17 days	30	Head of Service, Bilateral Aid, Foreign Affairs
	Food Storage Management	17 days	14	
	Financial Management	7 days	15	UNIDO
	Orientation of New Emp.	2 wks	8	Ministry of labor
	Maximization of Human Resources	2 mos	16	
	Regulations and Procedures in Personnel Management	3 wks	20	
	Use of Duplicator and Photo Copy	12 days	18	
	labor legislation	7 days	30	Arab Labor Organization
	Consultations: Reorganization of the Ministry of Labor (labor); Management Training Needs (SIDAM) Staff Assessment Methods and Approaches (labor); Relationship of Establishments and Personnel Dept's; Printing and Reproduction; SIDAM staff development; Organization of the Ministry of labor; Reorganization of Mogadishu Municipality; Motivation and Incentives in State Printing; Public Service Personnel Management and Development in Somalia; Public Enterprises in Somalia; Associated livestock Project; Administrative Development in Somalia.			
1982	Accounting (4)	Full Time 2 yrs	66	Graduated 63 incl 3 for SIDAM
	(5)		65	
	(6)		82	
	Industrial Management (3)	Full Time 1 yr	11	
	(4)		11	
	Rural Development & Local Government (1)	Full Time 1 yr		
	(2)		20	

200

DATES	SUBJECT	DURATION	ATTENDANCE	SCOPE
	General Management (2)	Full Time 1 yr	144	
	Seminars & Short Courses:			
	Maximization of Human Resources	2 mos	12	
	Senior Executive Course	4 mos		Post and Telegraph
	Material Mgmt & Qual. Control	3 mos		
	Maint. Mgmt & Spare Pt. Inventory	2 mos		
	Unified Accounting Public Agencies	3 wks		
	Regulations & Pract in Pers Mgmt	3 wks		
	Office Management	10 days		Arab Organization of Admin Science
	Public Enterprise Mgmt	10 days		
	Top Level Management for Dir. Gen.			Closed by President, Ministers & Vice.
	Maximizing Human Resources	2 mos	12	
	Training the Trainers	3 wks	33	
	Accounting and Auditing	3 mos	56	
	Material Management and Spare Pts.	2 mos	23	
	Depreciation Management and Repairs of Office Machines	3 wks	14	
	Foreign Relations	3 wks	34	
	General Managers of Public Agencies	5 days	24	
	Operations Research and Critical Pth		94	
	Workers Education Seminar	5 days		Sowall Trade Union
	Recruitment and Selection	3 wks	12	
	Consulting: 8 Training Projects in 4 Factories on Individual Management; 4 projects in 4 factories on Management and Quality Control.			
1983	Accountancy (5)	Full Time 2 yrs	65	Graduated
	(6)		92	
	(7)		102	
	Industrial Management (4)	Full Time 1 yr	13	
	Rural Development (4)	Full Time 1 yr	20	
	(5)		--	

2011

DATES	SUBJECT	DURATION	ATTENDANCE	SCOPE
	General Management (3)	Full Time 1 yr	18-11	
	General Management (Police Academy)	Full Time 1 yr	140	Organized and Conducted by SIDAM
	HBA Management (Fresno Pgm)	Full Time 2 yrs	64	Began 6 month Language Training
	<u>Sem'ars and Short Courses:</u>			
	Management	2 mos	70	Minister of Local Government
	Maintenance Mgmt	1 mo	20	Minister of Industry
	Training Trainers	3 wks	15	
	Supervisory Development	3 wks	13	Used Modular Programs
	Implementation of Unified Accounting	3 wks	23	
	Industrial Management	4 wks	25	SOMATEX
	Management of Cooperatives	3 wks	5	
	Rural Development	1 wk	80	
	Adminstrating Meetings	1 wk	11	AOAS
	Productivity in Public Agencies	1 wk	18	"
	Leadership Skills and Human Relations	1 wk	16	"
	Organizational Development	1 wk	10	"
	Curricula Design in Management Development	3 days	20	
	Manpower Planning Unit Level	1 wk	18	
	Management Problems in Somalia	3 days	70	Party Representatives
	Mini-Computer	1 mo	130	
	Maximizing Human Resources	2 mos	33	
	Work/Method Study	5 wks	19-14	
	Training Trainers	3 wks	27	
	Material Management	3 wks	30-45	
	Implementing Unified Accounting System	3 wks	15	
	Labor Relations	3 wks	13	
	Supervisory Development	3 wks	20	
	Leadership and Motivation	1 wk	22	AOAS
	Top Level Management	2 wks	33	

155

DATES	SUBJECT	DURATION	ATTENDANCE	SCOPE
	Cooperative Management Training	1 wk	10	
	Management Workshop on Labor Administration and Inspection	3 wks	33	Minister of Labor
	Communications	1 wk	18	
	Comprehensive Planning	1 wk	28	
	Product and Corporation Planning	1 wk	8	
	Consulting: Model Chart of Accounts Arab and Jubba Hotel, National Range Agency Organizational Structure for Bardhere Dam. Product and Corporate Planning for Aluminum Factory, Cigarette Factory.			

986

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1/15

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