Delegation and Administrative Decision Making in Central Government Institutions in Somalia

Dr. Abdifatah Ahmed Ali Afyare

Lecturer University of Somalia

Abstract: In Somali political science literature, the term delegation has been used rather loosely to refer to a wide range of actions and decisions by central governments. These include decisions about agency creation, budgetary allocation, specific project implementation, as well as general decisions on policy and legislation. This last category of delegation is what it known as political delegation, and a focus of a significant amount of delegation theory. Other forms of delegation are decisions of devolution, where the central government assigns tasks and responsibilities to entities who are not part of the government itself. Finally there is private delegation, it may be assumed that this is the most common form of delegated action in Somalia. This is simply delegation whereby a government contracts a private entity to carry out a function on its behalf. Extensive review of existing documentation involved gathering and analyzing existing information related to studies on decentralization and administrative decision making in Somalia. This data collection method is useful in its relevance and importance to providing an understanding of the issues surrounding decentralization and decision making in Somalia. The quality of the data collected allowed for an analysis in answering the research questions. This provided valuable insight in building a context for the study and an understanding of the changes that had occurred in the structure of political institutions in Somalia and an understanding of administration and its effectiveness in the current state of decentralized governance in which it is conducted. This is important in knowing the presence of administrative structures and identifying which areas, either in the capital or in regional districts, need work on in developing or trying to apply new administrative structures.

We used a multifaceted data collection technique to gain an in-depth understanding of the issue under investigation. The method used includes extensive review of existing documentation and studies on the subject, non-participant observations, semi-structured interviews, and case studies. Data collected through all the various methods was triangulated. This is important as it allows for comprehensive analysis of the data in answering the research question. Each of the specific data collection methods is detailed further below. The data analysis techniques that are to be used in this research are both qualitative and quantitative. The techniques to be used were very carefully chosen in order to ensure the optimal analysis of the data. The SPSS program will be used for the quantitative analysis. This is an ideal program to be used with quantitative analysis, and also is the easiest to use when compared to other similar programs. It will allow the research to neatly and accurately analyze the results of the survey in a clear and understandable fashion. The Statistical Package for Social Sciences (SPSS) is a comprehensive system for analyzing data. SPSS can take data from almost any type of file and use them to generate tabulated reports, plots of distributions and trends, and complex statistical analyses. The qualitative portion of the data will be analyzed using a paper and pen. This type of analysis is known to be the most effective when conducting a manual form of qualitative analysis. The comments given from the interviews will be transferred onto paper in order to neatly catalogue and organize the information. This information will then be broken down into categories. This can be achieved through

cutting up the interview comments into pertinent sentences and sticking these comments into relevant categories. Once all the information has been categorized, it will be possible to compare comments from the different interviews and amalgamate the information into a final set of results. This final set of results will be put onto the computer and transferred into a written format. This final format can be readily available for comparison with the results of the quantitative analysis. The manual qualitative analysis is aimed to be completed by the end of the first month after the surveys have been taken. The time frame set for this to be completed is well within the time frame of the research at hand. This will allow the research to move swiftly from the qualitative analysis to a comparison of the results with the quantitative analysis.Simulation programs can provide safe spaces for administrators to engage in decision-making and cultivate shared understanding and common goals, without fear of real-world consequences—so long as the simulation itself is deemed a relevant reality. Over the long term, with necessary improvements in national security and political order, extensions of this sort of decision-making beyond the simulation and into the real world may become possible for future Somali leaders.

A "culture of belonging" also requires some sense of ownership at the policy level on the part of the administrators and general populace. Unfortunately, effective ownership of decisions has rarely been possible for Somali leaders. Political and civil service leaders during the 1970s and early 1980s often sought to modify or even overturn decisions imposed by Siad Barre while implementing them in such a way as to avoid political risk. Since the collapse of the Somali state in 1991, international actors and external forces have heavily influenced the decisions of Somali administrations. This has been both despite and because of the relative weakness of post-1991 administrations and the fragmentation of the Somali state. High external rents and limited incentives for seeking domestic revenue have often made it more rational for Somali leaders to simply rent out sectors of their country to the highest bidder, rather than attempt to actually govern those sectors. This has meant little need for policy decisions but decision-making by default. During the 2000s, the Ethiopian government provided extensive resources in an attempt to establish a friendly administration in the Ethiopia-allied region of Somaliland. The Ethiopian administration was heavily involved in many Somaliland policy decisions, which were often made with a view to placating Ethiopia and obtaining further resources, rather than serving the interests of the people of Somaliland. Any attempt to promote a "culture of belonging" and policy ownership would be difficult to reverse.

The process of administrative decision-making in Somalia could become more relevant to the process of policy implementation and less dominated by political considerations if a "culture of belonging" were achievable in Somali society. This would require a fairly high degree of consensus among Somali political leaders on the nature of the society and the preferred direction for its development, as well as agreement on political ground rules. Given the current divisions of Somalia into de facto independent regional administrations and failure to implement a series of agreements to establish a federal system of rule, it is not clear whether this would be achievable on a nationwide basis in the near future. Coincident with the thinking of the World Bank on the need for "development of a set of shared purposes or common goals," some degree of common understanding among Somali leaders on national priorities and values would also be required to clarify the major goals of development and what Somali people wanted to achieve.

Keywords: Delegation, Administrative, Decision Making, Central Government, public policies.

1. INTRODUCTION

Administrative decisions are the essence of administration. They are the steps by which an administration transforms public policies into programs and actions. Decisions are acts which settle a matter, they are binding determination of what shall be done. They may range from a simple directive to a complex decision, but every decision made by an organization has an outcome of a planned action. This is a breakdown of what decision making is, but there are many sorts/steps in decision making in an organization and they are studied from various perspectives. For example, decision making, planning, strategizing, and policy making, etc. Here we are focusing on delegation as a form of decision making by the top management. How the decision making is transformed with delegation, the effects and consequences to the decision itself and the organizational structure. In particular, how delegation affects central government institutions in Somalia, as this is very relevant to its current state.

Administrative organizations are established to get something done. It may be an industrial firm to produce goods and services, a business firm to sell an assembly, a municipality to provide water and other utility services, a school system to educate children, or a welfare state to provide assistance for the needy. In each instance, the purposeful activity is determined and carried out through decisions which may range from very general policy matters to highly specific technical details.

This research aims to answer the following questions: 1. What is the legal basis for decision making in Somalia? 2. What specific provisions are in place that determine the roles and responsibilities of administrative decision makers in the central ministries and how are these interpreted by those concerned? 3. To what extent are the political executive and administrative structures separate and what influence does the former have on the latter in decision making? 4. What financial and human resources do administrative decision makers have at their disposal and to what extent do they influence decision making? 5. What formal procedures and informal practices are currently in use in central ministries and to what extent do they influence the substance and implementation of decisions? 6. How have recent political changes affected the degree of decentralization of the state and how has this in turn affected the role and capacity of administrative decision makers?

Delegation takes place in all levels and in all types of political and administrative settings. It represents a basic process by which an organization is controlled and steered. From the perspective of an individual actor within the organization, the essence of delegation is the passing of authority to make decisions by one to another. However, it is a term surrounded by a good deal of semantic confusion, often used to refer to quite disparate political and organizational processes. These range from the macro-analytic and normative to the micro-behaviouralist and empirical. The great weight of descriptive and prescriptive conceptual work in political science and public administration has tended to focus upon delegation as a constitutional and organizational process, which takes place within and between the institutions of the state. Decisional and directive processes carried out by political office holders and public servants are seen as being the manifestation of conveyed authority and instruments through which it takes place. In following this tradition, work in the New Public Management has sought to draw a distinction between delegation and autonomy or self-management on the part of the agents expected to implement the decisions. The main thread of this body of literature is in seeking to understand how politicians and high-level public officials can ensure control over the actions of those below them in the chain of command, whilst avoiding the perils of information asymmetry. Principal-agent analysis in organizational economics and sociology represents the most influential recent contributions to this line of work and will be considered later. At the other end of the spectrum, an increasing amount of research in comparative politics and international relations seeks to understand the delegation implicit in acts agreement between national governments and in multilateral organizations. This includes work on the delegation of monetary and trade authority to international institutions and of legislative authority. Finally, a now quite separate body of micro-behaviouralist work has emerged on the study of patterns and styles decision making by individuals and the psychology and strategy involved therein. This too often treads on terrain similar to the concept of delegation, though tends to side-step the organizational and normative implications. All of this makes delegation a difficult concept to pin down. But in a general sense, it is any process in which one party states what it wants and expects a particular action to be performed by another party, whilst maintaining some control over that action and being able to monitor its performance. A degree of variability in the concept is needed to accommodate the sheer variety of political.

2. CONCLUSIONS

Simulation programs can provide safe spaces for administrators to engage in decision-making and cultivate shared understanding and common goals, without fear of real-world consequences—so long as the simulation itself is deemed a relevant reality. Over the long term, with necessary improvements in national security and political order, extensions of this sort of decision-making beyond the simulation and into the real world may become possible for future Somali leaders.

A "culture of belonging" also requires some sense of ownership at the policy level on the part of the administrators and general populace. Unfortunately, effective ownership of decisions has rarely been possible for Somali leaders. Political and civil service leaders during the 1970s and early 1980s often sought to modify or even overturn decisions imposed by Siad Barre while implementing them in such a way as to avoid political risk. Since the collapse of the Somali state in 1991, international actors and external forces have heavily influenced the decisions of Somali administrations. This has been both despite and because of the relative weakness of post-1991 administrations and the fragmentation of the Somali state. High external rents and limited incentives for seeking domestic revenue have often made it more rational for Somali leaders to simply rent out sectors of their country to the highest bidder, rather than attempt to actually govern those sectors. This has

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High-profile national conferences and direct negotiations with leaders of rebel factions on their conversion to peace and the discontinuation of hostilities in various parts of the country have often led to pressure being exerted on the Prime Minister and the President to take personal initiatives in solving problems. The solution or even partial solution of these problems is beyond their power.

One of the key institutions of government is its ministries, the agencies where most of the decision-making, policy-making, and implementation occur. The Somali civil service is largely grounded in the public administration inherited from the colonial government of the British Protectorate of Somaliland and the Trust Territory of Somalia. Departing from this historical background, the politicians in power and even the public have sometimes unreasonable expectations regarding ministers. They are expected to perform miracles with circumstances and resources usually beyond their control. Recently, above all, they are expected personally to solve all the problems of society, ranging from the lack of employment opportunities to civil strife, and from economic and social development to national reconciliation.

The growth in the size and functions of government in many countries has clearly been associated with an increase in the number of decisions to be made and a corresponding increase in the complexity of the process of decision-making. The Somali government is an example of this development. As the country emerges from a devastating civil war that left its government institutions destroyed and dysfunctional, the international community has been actively involved in re-establishing effective state institutions.

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psychology and strategy involved therein. This too often treads on terrain similar to the concept of delegation, though tends to side-step the organizational and normative implications. All of this makes delegation a difficult concept to pin down. But in a general sense, it is any process in which one party states what it wants and expects a particular action to be performed by another party, whilst maintaining some control over that action and being able to monitor its performance. A degree of variability in the concept is needed to accommodate the sheer variety of political and organizational settings in which it occurs.

There are many reasons by which delegation can prevail. These reasons are generated from the work or task itself and from the leader. Tasks which are repetitive and routine need less control and may consume managers' free time. By delegating such tasks, managers can concentrate on higher level activities. Tasks which are highly defined can be delegated because there is no ambiguity over what is to be done. Leaders who possess confidence in their subordinates will be willing to delegate as they know the work is in reliable hands. Finally, trust between managers and subordinates is an important byproduct of delegation.

Delegation is the process of assigning responsibilities and authorities to another party with an intention of getting work done in the future. In organizations, delegation is used as a tool for sharing authority among the subordinates to make smooth coordination in the organization and to manage the manager's workload. Delegation is a transition process in which decision making takes place on how and to whom the work should be delegated. According to Cole, delegation is the assignment of authority and responsibility to a subordinate at a lower level.

Now the very entry of political authority in any form, whether symbolized by a simple decision made by a traditional leader to that of a complex policy emanating from a legislature or a regulation derived from administrative agencies, it becomes imperative for delegation to come into play. This is so because all the decisions by the political authority mentioned above have some task which needs to be done and services are generally provided by people working as organizations or individuals. The higher personnel of the institution would attempt to delegate a certain portion of decision and work, leading up to the greater act by the authority to the staff members. Hence, delegation is the process of transferring decision-making authority and responsibility for an act to the subordinates, by endeavoring to explain its decision that is ancillary or implied, which it has taken. This shows that delegation is a common process throughout activities in all levels of individuals or organizations and at all times.

Government as such is the range of political authority. This leads us to understand government institutions as organizations which are a part of the political authority, pursuing public rather than private objectives. There are several government institutions in Somalia involved in administration of public policies and programs. These institutions are the epitome of political authority in that they symbolize political authority itself. Government institutions are bound by a formal system of compulsory jurisdiction, i.e. they have the ultimate authority on decisions in a given issue with power to enforce its decisions. All these written above can be simplified to government institutions being organizations involved in administration of public policies and programs with an intention of implementing the interest or to take the decisions of the public.

Delegation is one of the key elements of management. It can briefly be defined as getting the work done through others. This definition of delegation gives the manager a clearer picture of the scope of delegation. Delegation goes beyond mere assigning of tasks to subordinates. It is the process wherein the manager transfers the decision-making authority to his subordinate.

There are two broad categories to define the decision making process: programmed and non-programmed decisions. A programmed decision is a repetitive decision that can be handled using a routine approach. These decisions are often well structured and there are set guidelines to assist the decision maker in making the choice of what the best course of action is. In the context of the decision making process by employed, a lower order employee can simply carry out the orders of their superior in making such a decision due to its defined structure. An example of a programmed decision could be the purchasing of a certain type of office supplies.

Administrative Decision Making: Administrative decision making is an essential component for effective delegation. Decision making involves several aspects. It is a process that includes defining the problem or issue, identifying the available options to resolve the issue, evaluating these options in the context of their impact on the issue, and making a

choice of solution. It is also a choice of the best among alternative courses of action, a rational approach to problems. Decision making in public administration has assumed greater importance and dimension in the last few decades. Rapid changes in public expectations, resource availability, citizen education and sophistication level, social cultural and political environmental have greatly increased the number and complexity of issues that public admin have to resolve. Problem solving has become a major function of administration.

The primary aim of this study is to establish the extent to which delegation and administrative decision making affect institutions in Somalia. One factor that is critical in this research is the nature of the method used. The method being utilized in the research study is crucial as it determines whether or not hypotheses posed can be tested, and it is also important in understanding how results obtained from this research can be generalized to the population. The research method used in this study, otherwise known as the framework, is divided into two sections: the research design and the analysis of data. Not only does this section examine how the research will be carried out, it is imperative to understand it in the contentious Somali context to make the best of conclusive insight. Hence, the insight of a population, the view of the citizens of Somalia, was also taken into consideration. Unfortunately, the war-torn situation in Somalia prevented the researcher from a mission in fieldwork. The use of secondary resources was also considered, and after analyzing the situation and feasibility of data collection, it was decided that a mixed approach of primary and secondary data be taken. The complexity of the Somali political system and inaccessibility to clear and precise data specific to delegation and administrative decision making meant that some information would be required from knowledgeable Somalis who are involved in the political system today, and in the post-Siad Barre era. This included some of the researcher's family members and colleagues. This data would be the primary data. Due to the fact that this form of information may be unverifiable, generalized, or potentially biased, it is also important to compare it to solid and reputable sources of information. This would be the use of secondary data. In utilizing a mixed approach, conclusions and opinions can be better generalized and provide a more accurate representation of the current situation.

Though the concept of delegation is an important practice in every organization, it may play various roles in different contexts. In the case of the Somali civil service, it appears that there have been quite a few transformations in the manner by which senior officers have delegated tasks to junior staff. When the state was in a stage of "disarticulation" during the period following the overthrow of the Said Barre regime in 1991, there was a large power vacuum as civil servants deserted their posts to seek employment in the private sector, or left the country as refugees. Many regions also declared themselves autonomous from the rest of the country and this created a situation where there were various administrations claiming to be the central government, with differing degrees of legitimacy. During this period, the absence of a clear central authority meant that any delegation would likely be to further the interests of the delegate, rather than be in the interests of the principal. The former scenario mentions how in Puntland, the regional President Farole had reached a deal with Puntland's MPs to always delegate to them tasks that required disbursements of public money. The MPs would demand that the President sign a written directive for each and every task given, and keep the copy with them, so that when the President's term ended, they could use the directives to blackmail money out the incoming President, or sell the directives to businessmen who sought government contracts. This would be an extreme example, but such scenarios could have been common throughout Somalia during the disarticulation period. Fast forward to the present, and the state has made considerable progress in rebuilding central government institutions. The federalization process that has been ongoing since 2004 has seen the formation of interim regional administrations, and finally, the approval of the federal framework in 2012. Though there are still many challenges ahead, this period has seen increased cooperation between the TFG and regional authorities and effective central government has now become a realistic prospect. One sign of this progress is the diminished practice of political elites using civil service appointments as a means to provide political allies with a source of revenue, in a manner that would be functionally similar to the example of the Puntland MPs. Always the process of rebuilding will take time, and much of Somalia still resembles a failed state. However, at the cusp of historical transition to a new era, there is considerable optimism towards the prospects for peace and development and it is in this present context, that the prospects for effective delegation can be examined.

Delegation is defined by Putnam as the "process by which a higher political actor or body, in this case, a minister or politically appointed official, transfers responsibility and authority for decision making in a specific area to lower levels of government, while at the same time creating mechanisms to control those lower levels of government actors and retaining the authority to reverse decisions made within the area". There are 3 core elements of this definition. Firstly, there is a

transfer of authority from one level of government to another. Secondly, there is a creation of mechanisms to control agents and lastly, the principle remains with the higher level of government. Earlier in this paper it was stressed that while politicians may not approve of the implementation of policy, they do not want to completely lose control over the decision making in certain areas. It was also shown that the fragmentation and politicisation of Somalia's public sector has meant that the role of the ministries has been greatly reduced and this has led to bad governance. This has been the backdrop to delegation as ministers often seek to delegate but at times find themselves further fragmenting the public sector and not attaining their objectives. An important point for Somalia is that delegation does not always occur because it may not be accepted by the target agent, depending on whether they accept the mission's goals and incentive to render this service. This in Somalia's case may simply be increased revenue for the public sector rather than what rent-seeking officials may see as a reduction in how much they are personally able to exploit their jobs.

A recent article by the Transparency and Accountability Initiative (TAI) delegation is characterized as the transfer of formal authority and the associated responsibility to make decisions, from one position in an organization to another (1996). The definition looks quite simple but in reality it is very complicated. The data that has been gathered by TAI has substantiated that there is a significant amount of delegation taking place in federal institutions in Somalia. This comes in an array of different forms such as outsourcing, money transfer, and training and capacity building for government employees. The real complexity lies in not knowing who is doing the delegating or who the responsible party is. In some instances, the delegation of authority is very clear with the responsible party assigning tasks to individuals or other organizations, but there were many examples in the data where government employees were left feeling that they should have to take on tasks to outside influence to remain in their superior's good books. The clearest example of this was in a case study where a national NGO director told a story of how a superior always tried to get out of assigning the money transfer task to him, saying that the militia are holding their that or the money is not in the best interest of the organization itself. On the other hand, the superior would be upset if the task was taken on by another NGO, believing that he had shown incompetence in not acquiring the task for his workplace. With the absence of regular contact with the delegator, this kind of perception can make it very difficult the decision-making process on task.

Decision making through delegation has been the cause of change within the government's structure and process. As rule of law has been effectively non-existent in Somalia, the decisions made have been at a personal level. With the introduction of formalized delegation, decisions will now be made in line with the duties of the delegating agent. This should ultimately bring about adherence to the rule of law as meetings and missions will have a legal framework and decisions made will be justifiable in terms of the law. Though decision making is likely to be slower than previous due to the consultative requirements between superiors and delegates, it can be expected that the decisions made will be of higher quality and more in the interests of the public. This link between delegation and bettering governance is interlinked with all aspects of delegation and the success of this will evaluate delegation success as a whole.

Impact on decision making varies depending on the level of delegation. The decision making process may be quickened as the delegates are able to make decisions independently. This may be beneficial in that the process is not held up by the need for higher authority consent and that a range of decisions are likely to be taken as delegates exercise their authority. Whether this is advantageous is dependent upon the quality and the intent of the decisions made. Should delegates make good decisions, then delegation has been successful in improving in this instance, increasing the efficiency of the overall decision making process. Should the quality of decisions made be poor and authority have to intervene to reverse some decisions, then in net terms, efficiency may not have increased and there will have been a waste of resources.

Database of decision marketing takes an approach to decision behavior that few other writers undertake. It synthesizes research and theory from cognitive psychology and other behavioral sciences with theories of an organization and management. The resulting inquiry contributes to both theory and practice in business and consumer marketing. Marketing researchers can use this information to design studies that more effectively test specific elements of marketing strategy. Marketers can use these same methods to generate better information to improve their decision making.

Decision making is a selection process, some are cognitive and affective, some are meant to make a choice, a course of action among several alternatives. Usually, in organizations and in individual life, we have scarce resources and have to make decisions on how to allocate them. Longley and Pruitt say that "decision making is a selection process among alternatives." According to Janis and Mann, decision making is, to a large extent, searching for information and selecting

the best among alternatives. The TDC at step 4 uses this articulation that "the decision is the process of determining, for a particular set of criteria, an alternative from among several alternatives.

Taking a decision is an ultimate factor in management. Decision making is viewed as the primary task of management and a core function of any manager. Decision making is described as making a selection from available alternatives. So the decision is the end process arrived at by one method of attempting to make a change, and the essential component of this alternation is the selection of one from among several available alternatives. It is the conclusion of the issue.

In decision making, and its delegation from higher to lower levels of administration in organizations is subject to many factors influencing its outcomes. In public sector administrative decision making, these factors are extremely pertinent considering the vulnerability of the scope of the decision to public scrutiny and ever present possibility of a sudden change in the political climate eventually rendering the decision and its outcomes useless. When applied to the Somali public sector situation, this dilemma is further enhanced. Ministries are the highest level of administrative organization beneath each minister in control. These institutions are often underfunded (Hopwood, 1972) and consist of only one form of formal organization unlike the diversified structures of ministries in western governmental systems. Due to the lack of alternative resources in the form of different organizational systems and the fact that they are subject to constant political change at the ministerial level and above, it is safe to assume that the relative impact of Somali administrative decisions when compared to those made by western government institutions is far greater. In such case, sudden decisions made by Somali central government institutions are often the result of direct orders from political superiors in light of contemporary issues and their outcomes are most often inconclusive, due to the likelihood of the issue being revisited in the future (Stephens and Weller, 1997). Research on political decision making in western societies often identifies factors such as stable political systems and the degree of rationality of the politicians involved as deterministic of the type of decisions made by government institutions (Jones, 1976). The lack of these conditions in Somalia means that decisions made by Somali central government institutions are often somewhat forced or influenced by external political factors and are not necessarily in the best interest of the implementing institution or the nation as a whole. This, of course, has a negative impact on the delegation of such decisions to lower levels of administration and their future relevance.

The law is the codified form of government policy. It is a decisive factor in all administrative decision making. Clarity and certainty of the law affect the decision making process. Uncertain law broadens the scope of administrative discretion in the interpretation and implementation of law. A.W.B. Simpson emphasizes on the importance of legal rules in constraining the decision making power of the administrators. He says that legal rules get their constraining effect partly from the fear of sanctions and partly from the internalized acceptance of the decision maker. Legal rules also pattern the decisions of the administrators even when they are not directly in issue. Since it is presumed that public officials incline to implement the law because of a sense of legal duty, the positive law of a society will embody the decisions made in like cases in the past. This is called the principle of administration according to law. It is reinforced by the principle of stare decisis, i.e. to stand by decided cases. These rules have a constraining effect on the decision making process, in that it will always be necessary to reconcile a new decision with an old one and to justify any variation. This will affect the way in which a discretionary power is used. High status administrators with a concern for their reputations will tend to follow settled patterns. It is not only the administrative law which affects administrative decision making. Law pertaining to other specific areas has an impact on decisions in those areas. For example, an environmental administration decision that would have predicted significant environmental effects will be constrained by a law of general administrative procedures to see that more is done to avoid harmful environmental effects. Court decisions interpreting law also affect administrative decision making. They are often forced to change their decisions in the light of court decisions, and administrations will frequently consult government legal advisors about the probable effects of a proposal in terms of the existing law.

In Somalia, organizational culture has had a great influence on the decision-making process and the functioning of the central public institutions. For example, some areas of Somali public services are dominated by a dynastic culture, where positions are inherited from family members and family members use the institution as private property. This has led to the building and destruction of public institutions and has never allowed the institutions to stand on their own. Mainly, the culture of the public administration institutions has been traditional, and clan loyalty is emphasized in securing a particular position. This has had a great influence on the decision-making process of recruiting either clan members or relatives, rather than recruiting personnel based on merit.

For the purpose of this paper, organizational culture is defined as a set of rules or standards shared among the members of an organization which, when taken together, provides a sense of purpose and direction to the organization as a whole. Organizational culture guides the behavior of the members of the organization and provides the regulation and coordination of the organization's functioning and its decision-making process. Organizational culture is very important in the functioning of the institutions because it regulates the behavior of the members of the organization and provides a general framework in which decisions are made and actions are taken.

On-the-job training is perhaps the most effective way of learning in a workplace. It is cost-effective and the most flexible, and it can be used to transfer tacit knowledge from one individual to another. Job rotation is the movement of an individual from one position to another in an attempt to gain a wider understanding and knowledge in a number of areas. The idea is often used in management development. Mentoring is the process of learning from someone with experience and wisdom. Having a mentor can greatly increase an individual's knowledge in a particular subject as the information is client-centered and easily transferred. Simulation development is used in high-risk decision-making situations such as the military or health sector. It gives the individual an opportunity to apply their skills and knowledge and make decisions in a safe and controlled environment. The use of simulations prior to actual situations has been proven to increase decision-making skills and enhance performance. Step one in developing good training programs is to assess what skills are needed immediately and in the long term by both the individual and the organization. This analysis can be displayed in a training needs matrix. Next is to choose from the various training techniques and methods available and implement them in a well-thought-out program. Finally, ongoing assessment and reviewing are required between the employee and direct supervisors to ensure the training programs are successful.

Training is the process of developing skills and knowledge in the workplace. Developing good training programs will assist both the individual and the organization to be better equipped in achieving their goals. It is essential to develop training programs that are linked to the individual and the organization's immediate and long-term needs.

This section will explore ways of enhancing effective delegation and administrative decision making within central government institutions in Somalia. Potential strategies include training and development programs, communication strategies, and techniques for performance evaluation and accountability.

Training and development programs are designed to provide learning opportunities for individuals to improve their knowledge and skills in order to enhance organizational effectiveness. The idea of training is concerned with teaching operational or technical employees how to do the present job better, whereas development programs are directed towards the managers and administration to provide the skills for handling future responsibilities. Training decides people how to do things more effectively and efficient whereas development help prepare individuals for future job responsibilities. So any type of learning related activity and how it is intended is very essential for our research on the delegation and administrative decision making. When the learning process occurs more chances are highly likely there will be implementation of learning and any new procedures or idea into the job. In several instances this can be related to the disposal of old habits only after the employee sees a easier way of doing a certain task. This is particularly important and can be one of the long term effects of training and development. High implementation will lead to higher probability of the employee using the new knowledge and skills on the job. This subsequently should lead to higher job performance assuming the taught content was related to the job. Job performance can be enhanced if the taught learning objectives are linked to what the employee is expected to know and perform. This will later have a cause effect relationship with improvement in upper level government and organizational effectiveness. Thus learning can be linked to many of the concepts in the previous chapters and is an essential part in making the general improvements in the public sector.

Agents need to ask questions when unsure of what is required of them. To simply agree to a task when there is uncertainty is high risk, and a task could be completed in vain if it is not what the principal required. Principals need to foster an environment where agents are comfortable with confirming their understanding of what is expected of them, without the fear of being perceived as incompetent. The environment should encourage an open-door policy where staff can approach the principal to discuss any issues related to their tasks. This allows for constant feedback and feed forward and can prevent potential errors incurred from working on ill-understood tasks.

A study conducted in the United States of America aimed to assess the extent of delegation in government institutions in the state of Georgia. It found that "effective delegation relies on effective communication of instructions, goals, and

guidelines". Goals most specifically need to be specific, measurable, achievable, realistic, and have time frames (SMART). SMARTER has been identified as "extending and evaluated goals to ensure reward". This ensures that the delegation of tasks is successful and that there is a concrete understanding between principal and agent of what outcome is to be achieved.

Lack of communication or miscommunication between principals and agents can result in delegation failure. Communication between principals and agents is vital. Principals need to articulate their vision and mission to the agents by providing clear instructions on organizational goals and involving the agents in goal setting. Clear instructions provide agents with an understanding of what is expected of them in terms of organizational expectations and their own role requirements. Involving the agents in goal setting provides them with a sense of ownership of the tasks ahead.

Performance evaluation is an essential tool in monitoring the behavior of the delegated and its accountability. There are three vital factors in performance evaluation as a tool in accountability mechanism. Firstly, it provides a clear understanding of what is expected from the delegated. If these understandings are mutually shared between the delegator and the delegatee, it is easier to determine whether the decision taken is in accordance. Secondly, it provides specific feedback on behavior. In a study on the public sector of Pakistan, Fritzen found that one of the reasons why the delegatee of decision making in public administration often failed to execute a decision was because of the lack of feedback on their behavior. Most delegatees have a perception that the performance of executing a decision is not part of an evaluation on their accountabilities. Usually, it is being perceived as an additional task on top of existing duties. Thirdly, an evaluation provides information on which decision can be adjusted within its process to gain better results. This is critical information for a feedback mechanism loop in decision making to adjust the recurring decisions or similar ones with a better approach and to select the best alternative decisions in a similar decision context. Loosecan also explained that a proper performance evaluation could increase the responsibility acceptance by the delegatee. In a study done in Nigeria on the primary health care setting, it is shown that most health workers often have no sense of responsibilities on their staffing decision. This condition will hinder the decision implementation and its success. He further added that the evaluation with proper use of rewards and punishment system can enhance the effort and result orientation. This effort will eventually improve the service quality and task results. Performance evaluation will be useless if the evaluation results cannot be used as a means to an end to enhance accountability. Using the evaluation results, positive reinforcement can be conducted to the delegatees with good performance and negative reinforcement to those with poor performance or irrelevant decisions to improve and change their behavior

The purpose of the three case studies is to compare and contrast the degrees of delegation and the roles of the political executive in decision-making within three central government ministries in Somalia. The selection of the ministries was influenced by 1) the access to information, 2) the informal classification of Somalia's Ministry of Finance as a 'success story', and 3) the interest and continuing support of Somalia's development of the case research by World Bank and UNDP officials involved in health and education sector analysis and reform. The studies involve interviews with ministers, most senior civil servants, and selected other politicians and civil servants in the three ministries. These interviews used structured questionnaires and a problem sorting approach to provide data that enabled a rough judgment on the span of control of the ministers and the stages of decision-making of the studied organizations. For all three ministries, there were also discussions with significant political figures external to the ministry, whose political or armed influence provided a potential threat or support to ministry decision making. The case studies are not presented as a test of the full decision-making model hypothesized in this paper. It was usually not possible from interview data to clearly separate the different stages of decision-making, and judgment on delegation must often be based on an overall perception of a ministry's key activities. This would also be repetitive in three studies of organizations that to some extent share a common national and recent historical context. Instead, the studies have been structured around the key events leading to change in the previous governments. This was done to present the most interesting decision-making dilemmas faced by the ministries, and the reader will hopefully gain an understanding of the decision-making in several different specific events and the factors influencing them.

This case study investigates the pattern of delegation and administrative decision making in the Ministry of Finance since the inception of the Transitional National Government (TNG) in 2000. This is the critical ministry for central government, as it is directly responsible for public sector reform. It is charged with the task of controlling all public expenditure, a very difficult undertaking in Somalia with its history of state collapse, clan warfare and warlordism. Given the nature of Somali politics, an effective Ministry of Finance would be expected to exercise tight control over the fiscal activities of line ministries. This would involve maintaining a clear set of national priorities, ensuring that public money is efficiently utilised,

and that government as a whole is held accountable for its expenditure. For the Ministry of Finance to succeed in this through its line ministries, it would need to apply a strategy of tight financial control. This has occurred in a limited number of cases. A study of delegation within a particular sector will provide a clearer understanding of the implications of specific decisions. In the case of the Ministry of Finance, Health and Education have been chosen as they represent areas of both successful and unsuccessful delegation of financial control. The bloody and destructive events in Somalia since 1991 have resulted in the disintegration of the education sector. The state system has all but collapsed and is now virtually non-existent in some regions. A multitude of factors have contributed to this, the most significant being the lack of a central authority to govern the nation and coordinate educational efforts. This has resulted in a situation where in many regions primary and secondary education is provided by a plethora of entities, often with no set curriculum or monitoring of teacher performance. In the absence of state provision, private schools have grown in number as an increasing number of unregulated religious and secular institutions. At tertiary level, there has been substantial growth in the private sector, with both national and foreign investment. The relatively clear delegation of education to private entities by the Ministry of Finance has allowed the government to relinquish significant control of public funds. This is in contrast to the public sector, where little progress has been made in increasing teacher salaries or improving infrastructure due to lack of funds.

When the importance of education is recognized, a society can then progress towards development. However, the status of education in Somalia today has declined to a point that requires immediate intervention. For over a decade, with the peripheral exception of a few years, Somalia has been without any form of central functioning government. During this period, the education system in the country has been underfunded, poorly managed, and as a result, the quality of education has decreased significantly. The current status of the Ministry of Education is a direct result of this anarchic situation. It has undergone several transformations, moving from semi-autonomous state to a "dependent body" existing inside other Ministries among Central Government Institutions. This case study will investigate how the delegation and administrative decision making in the central government has affected the Ministry of Education using primary evidence gathered in interviews with Education Officers and other Civil Servants in the Ministry. The evidence gathered for this study is of direct relevance to the occurrences between 2000-2012 and is based on the Political Administrative Theory. This time scale marks the beginning from the fall of the Said Barre Regime and the prime ministership of Abdirizak Haji Hussein, to the present Transitional Federal Government with a special focus on the most recent years. An understanding of the nature of Somali education prior to the collapse of the state can put into perspective the contrast to which it has deteriorated today. The education system at the time of independence was considered an asset to Somali society. A strong curriculum, well-defined education cycle, and standardized syllabus were seen as key factors to developing a strong mindset and national identity. The system was built on an effective structure, designed and introduced by the Italian and British "trusteeship" administrations. The Ministry of Education employed well-educated personnel and teachers earning a respectable income. A primary concern was the quality of Bahshido schools (Qur'anic schools), whose future and curricula were of much debate. At the time, these schools had state-funded teachers with a selected syllabus. The government offered to remedy the education system by investing 18% of its budget on the nation's children and local foreign aid donors pledged to continue their support.

The Ministry of Health (MOH) is a vital ministry in the Somali context, but faces many challenges in the health sector. The MOH has to emphasize a guidance role, maintaining a balance between various interest groups in order to achieve sound and sustainable policy decisions. This in turn requires a clear policy making framework with effective coordination and networking among the various stakeholders involved in policy making. Decisions must not only be made through collaboration with other ministries and civil society groups, but should also reflect the health concerns of the general public. Unfortunately, this is not the case with the MOH and there are many key factors which limit the Ministry's policy making capabilities, and the majority of decisions taken by the MOH are externally influenced. The MOH has implemented an extremely decentralized mode of operation with the formation of hospital and regional health management teams to manage the health facilities. This has meant that the MOH is fragile to consistent changes to its central management structure, and its direction has varied with different ministers often depending on their own ideologies. Most regional health management teams are known to define their own health policies without collaboration from other regions, and the policies are often reflective of regional interests rather than national interests. This has resulted in a non-uniform health policy with vast differences in healthcare accessibility and health standards between regions.

The data collected in this research has gone a long way towards illuminating the practice of delegation within the Somali civil service. However, some of the most interesting findings were actually opinions rather than statements of fact. For instance, in the Ministry of Agriculture, some of the civil servants we spoke to felt that they had been left out of decision-making processes as regards function allocation between the Ministry and the parastatal bodies, but the Minister himself was of the opinion that delegation was working well. Similarly, at the level of overall governmental policy-making, many senior civil servants felt that it was they who were doing most of the initiative-taking and decision-making with Parliament and the Presidency following rather than leading. The President and senior ministers, however, felt that it was they who were pushing the civil service to implement their policies. This difference in opinion could be attributed to the fact that politicians and senior civil servants see different sides of the policy-making process. However, it tends to suggest failure in communication and coordination between the two levels of the political administration, and perhaps different levels of commitment to the policy-making and policy implementation. Most of the perceptions of the senior politicians were backed up by the constitutional leaders of the institutions in question. Now these tend to be "standard operating procedures," and the bosses see what they want to see. But where there were differing opinions between leaders and subordinates, it raises the question of whether the latter were failing to execute the leaders' orders - or whether the former were making self-serving statements. But a qualitative judgement on this would require an ethnographic approach, both at leader level and amongst subordinates.

Instances of policy involving decentralization and delegation are the establishment of a division of labor between central government and organizations such as local NGOs, or public-private partnerships using "not for profit" private firms. A good example of this would be Uganda where delegation was implemented as a policy measure. "Government is now giving resources to the poor and letting the private sector provide services to them..." (N'Sabimana:2000:137). This, of course, fits in with the liberal idea that the private sector is the most efficient provider of services. In contrast, it is clear the public sector is unable to carry out policy of this nature in Mozambique. A study on stakeholder opinions of privatization policy in the health sector demonstrated wide resentment through the perception that the government was simply abandoning responsibility and offloading the sector to whoever could make the most money from it (Diethelm:2005).

For the purpose of this section, it is important to remember what the question is. Does the nature of post-transitional governments mean that government is unable to instigate policy due to a marginalized position vis-a-vis the private sector characterized by a lack of capacity? At first glance at the 4 stages (delegation, economic reforms, donor-driven public sector rebuilding, and the establishment of PRSP's, Poverty Reduction Strategy Papers) it would seem that the private sector is indeed in a quite strong position and that the public sector and thus the government do not have the capacity to implement policy. However, it can also be argued that it is usually the private sector which is clamoring for a more hands-off approach. However, the very fact that the state is undertaking these measures indicates that they do have some autonomy in doing so. Additionally, in the case of the first two stages, it could be interpreted that the only reason economic reforms and delegation were implemented was due to pressure from the public sector.

Institutional Capacity - The Somali central government institutions should take more responsibilities and must have the capability to do so. The balance between current and future capacity and delegated tasks should be reassessed periodically. Clear distinction should be made between the tasks that require tremendous immediate results and those that are long term and can be achieved progressively. Matching tasks to available capacity and managing them dependently is crucially linked to successful performance. Tools to help assess institutional capacity and matching tasks to capacity should be developed and elaborated. These include relative prioritization of tasks, time management for repeated reassessment, and tools for comparative institutional analysis. Training and resources to enhance capacity where it is insufficient should be made available within the context of task management. Step by step delegation of tasks, with careful experimentation and learning, can also assist successful task management. 1.1. Such measure is fundamental in establishing policy direction, informing managers of all levels of the importance of managing and developing institutional capacity, and in emphasizing the link between proper task management and desired results for the Somali people. An overall assessment of institutional capacity would help set priorities for different institutions at different times, in line with national reconstruction efforts and available external support. Results-based approach would require managers to identify time-bound results and indicators and to manage tasks so as to achieve those results. This approach is linked to the improvements that have been seen when funding is tied to specific outputs. This approach entails dangers in terms of over-bureaucratization and unduly restrictive allocation,

especially if it is dominated by external agendas. Nonetheless, learning to manage tasks dependently and measure results is crucial for public sector recovery and development in Somalia.

The objectives of internalizing capacity building and improving public sector performance through a more legalistic and formal policy are multi-faceted, but at minimum should revolve around implementing the SEA in full and improving the capacity and morale of civil servants. To begin with, very simple measures can be taken. Firstly, all governmental decision-making should be recorded and documented. Often records of decisions simply do not exist. This means the cultural knowledge and memory of a government can be accessed, but also tampered with. Currently, there was a cabinet decision in Somalia which was made orally and subsequently denied by cabinet ministers in the future which led to the decision being implemented twice in different forms. This also occurs, often innocuously, at a departmental level between senior and junior staff. Recording decisions minimizes misunderstandings and denies delinquent an excuse for double implementation of a policy to benefit from it. In addition to this, policy implementation and mistakes are more often than not due to ignorance which stems from a lack of communication and understanding of policy between different departments. The transient nature of civil servants in Somalia leads to frequent changes in departmental leadership which compounds communication problems. A "Master-servant" relationship exists between different government departments which transgressions the proper separation of powers and is detrimental to rule of law. A 'code of conduct' should be adopted which governs the relationship between government agencies. Moving into specific judicial recommendations, the SEA can identify specific president's decrees and laws which are contrary to the spirit of post-transitional federal charter and recommend for their repeal or amendment. This will set up future studies for the gradation of decisional difficulties and the implementing of specific laws. The SEA has the capability of identifying specific areas of law where ministry decision-making is inconsistent with the law said law. This would be useful for comparing legal theory and function.

Phase One - Stabilization and state building: The first priority for the TFG must be establishing a secure and stable administration that can offer protection and security to its citizens. It must also seek to unify the various regional administrations and Puntland into a single administrative entity. This phase will place an emphasis of necessity on the more formal elements of institutional change described in sections seven and eight, seeking to establish basic fixed administrative structures in place of the current systems of statelessness and constant flux. Measures such as civil service reconstruction in the form of a push to recruit the best possible candidates to positions of responsibility in public administration, and efforts to centralize government revenue and spending processes come what may begin to set the stage for the more extensive changes to administration that will come in later years.

There is also a need to prioritize the different elements of the proposed strategy. It is recognized that new public management denotes a wide range of interrelated changes to the way in which a public sector is organized and how it goes about its business. Somalia will not be able to simultaneously comprehensively address every issue that has been identified in this paper. With this in mind, a developmental sequencing is proposed. The strategy will be divided into three broad phases:

First, the expectations of what can be achieved by undertaking these improvements need to be set at a reasonable level. The problems in Somalia are deep-seated and many of them relate to issues of factionalism and internal strife, which are beyond the reach of public administration initiatives. If it can contribute to greater and more equitable access to public resources and an overall increase in security for its citizens, then that in itself will represent significant progress.

Simulation programs can provide safe spaces for administrators to engage in decision-making and cultivate shared understanding and common goals, without fear of real-world consequences—so long as the simulation itself is deemed a relevant reality. Over the long term, with necessary improvements in national security and political order, extensions of this sort of decision-making beyond the simulation and into the real world may become possible for future Somali leaders.

A "culture of belonging" also requires some sense of ownership at the policy level on the part of the administrators and general populace. Unfortunately, effective ownership of decisions has rarely been possible for Somali leaders. Political and civil service leaders during the 1970s and early 1980s often sought to modify or even overturn decisions imposed by Siad Barre while implementing them in such a way as to avoid political risk. Since the collapse of the Somali state in 1991, international actors and external forces have heavily influenced the decisions of Somali administrations. This has been both despite and because of the relative weakness of post-1991 administrations and the fragmentation of the Somali state. High external rents and limited incentives for seeking domestic revenue have often made it more rational for Somali leaders to simply rent out sectors of their country to the highest bidder, rather than attempt to actually govern those sectors. This has

meant little need for policy decisions but decision-making by default. During the 2000s, the Ethiopian government provided extensive resources in an attempt to establish a friendly administration in the Ethiopia-allied region of Somaliland. The Ethiopian administration was heavily involved in many Somaliland policy decisions, which were often made with a view to placating Ethiopia and obtaining further resources, rather than serving the interests of the people of Somaliland. Any attempt to promote a "culture of belonging" and policy ownership would be difficult to reverse.

The process of administrative decision-making in Somalia could become more relevant to the process of policy implementation and less dominated by political considerations if a "culture of belonging" were achievable in Somali society. This would require a fairly high degree of consensus among Somali political leaders on the nature of the society and the preferred direction for its development, as well as agreement on political ground rules. Given the current divisions of Somalia into de facto independent regional administrations and failure to implement a series of agreements to establish a federal system of rule, it is not clear whether this would be achievable on a nationwide basis in the near future. Coincident with the thinking of the World Bank on the need for "development of a set of shared purposes or common goals," some degree of common understanding among Somali leaders on national priorities and values would also be required to clarify the major goals of development and what Somali people wanted to achieve.

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