Restructure of the Executive Office of the U.S.A.I.D. Mission to the Republic of Kenya

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Restructure of the Executive Office of the United States Agency for International Development Mission to the Republic of Kenya

By

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APPROVALS
AND
STUDENT DECLARATION

"THIS IS MY ORIGINAL WORK AND HAS NOT BEEN PRESENTED FOR AN
AWARD IN ANY OTHER INSTITUTION."

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Restructure of the Executive Office of the USAID Mission to Kenya

**PREFACE**

The purpose of this text is to look at the Executive Office of the USAID Mission to Kenya and existing theory for international development. It is an attempt to look at what has been written about the management of the Executive Office for their organizational structure. It has been written in the past few years with little or no attempts at change.

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A. Brief History - The USAID Mission to Kenya
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PREFACE

The purpose of this text is to show why the Executive Office of the United States Agency for International Development Mission to Kenya requires restructuring. It is an attempt to disclose the many problems that now exist within this office and to make many recommendations for their solution. Many of the problems which now exist have been problems for several years with little or no attempts made to correct them or to make changes.

This text has been developed into three major parts: an introduction which gives a brief history of the Mission, its Executive Office and outlines the problems currently in existence; comparative analyses of several other U.S.A.I.D. Missions and offices from other parts of the globe and; several recommendations for improvement and restructuring.

The text not only points out problems and makes recommendations but goes one further step - it answers the all-important question of "how" to make the changes which have been recommended while offering proof and examples of "why." As always, someone will actually have to do the work, but the reader should be able to see that these ideas can and should be considered and implemented.
I. INTRODUCTION

A. Brief History - The United States Agency for International Development Mission to the Republic Of Kenya

A brief history of the United States Agency for International Development (U.S.A.I.D.) Mission to Kenya is described as follows in order to establish the basic framework around which the Executive Office must function.

The Mission is composed of approximately 85 American and 150 Foreign Service National (FSN) personnel to carry out the programs which have been mutually agreed upon by the government of the Republic of Kenya and the United States. These programs are funded by approximately $50 millions per year. The U.S.I.D. Mission to Kenya is the largest Mission in Africa and one of the largest in the world.
The Mission is composed of several divisions under the supervision of the Mission Director\(^1\) (see Appendix I). The Executive Office is one of the divisions with direct responsibility to the Mission Director. In addition, Nairobi has been established as a regional center for other USAID organizations throughout eighteen other African nations.

Depending upon the strength and character of these organizations are the Regional Economic Development and Support Office (REDSO), the Regional Housing and Urban Development Office (RHUDO), The East African Accounting Center (EAAC), the Regional Inspector General's Office (RIG) and Investigations and Inspections Office (IIS). Although the J.S.A.I.D. Mission Director has technical authority over these other organizations, they enjoy a large measure of autonomy.

\(^1\)Foreign Affairs Manual, Volume III, Book 2, Department of State, 1976, Washington, D.C.
B. Brief History - The Executive Office

Historically, the Executive Office, under the leadership of an Executive Officer and, as the title implies, carries out the orders of the Mission Director and is responsible for the Mission's compliance with all governmental and Agency regulations.

Depending upon the strength and character of the individual in this position and his staff, the Executive Office can set the tone and establish the pace for the day-to-day operations of a Mission. The Kenya Mission has not enjoyed either an organized Mission or Executive Office for some time. This has been due to the fact that it has not enjoyed the leadership and direction it has needed, both at the Mission Director and Executive Officer levels.
C. **Current Organization of the Executive Office**

The current organization of the Executive Office is comprised of six (6) American Foreign Service Officers with the following titles:

- Executive Officer
- Deputy Executive Officer
- General Services Officer
- Assistant General Services Officer
- Assistant General Services Officer
- Communications and Records Officer

In addition, this office has thirty-two (32) Foreign Service National (FSN) and twenty-three (23) contractor employees. An organization chart is presented in Appendix II.

D. **FUNCTIONS OF THE MISSION EXECUTIVE OFFICER**

1. **Introduction**
   
   a. The Executive Officer (and his staff) serves as the focal point for management
activities of the Mission? As a Senior member of the Mission Director's staff, he has the responsibility for administering and directing the management functions of the Mission. In this capacity, he also provides advice and guidance on the management and supportive services required for effective Mission management. The Executive Officer is responsible for the development of plans for administrative support functions which must be provided to accommodate program operations. He develops and interprets management policies and procedures, reviews program for management implications, formulates operating expense budgets, and provides support services. Functional Units which may be located in an Executive Office include, personnel, general services, communications and records, management analysis, participant training (of Kenyans recommended for training in the United States)

and communications resources. The scope of functions which may be assigned to an Executive Office are determined primarily by the size, diversity and complexity of the Mission, and by the degree of development of the host country.

b. The duties of the Executive Officer embrace the full range of functions provided by a full-fledged Executive Office although the actual duties performed will vary depending upon the particular post and services available from Embassy and other sources (in Kenya, the USAID Mission is completely independent of the Embassy).

2. Functional Responsibilities

The Executive Officer is responsible to the
Mission Director for providing managerial guidance and directions in the following functional areas:

a. Program Planning

(1) Participates in the formulation of Mission policies on program development, implementation and evaluation.

(2) Devises appropriate organizational structure and manpower requirements for both American and local personnel.

(3) Reviews Mission development assistance projects for their management support requirements.

(4) Collaborates with responsible Mission officials in developing manpower needs and logistical support requirements within budgetary limitations.
b. **Budgetary Planning**

(1) Supervises the development of an Operating Budget in coordination with the Controller.

(2) Collaborates with the Program and Technical Services Offices in the formulations of the Mission Program Budget.

(3) Directs the administration of current Support Budgets ensuring prompt obligation of established funding.

c. **Management Analysis and Planning**

(1) Develops and prescribes appropriate internal management systems and policies.

(2) Interprets AID/Washington management regulations, and directs their application.

(3) Collaborates with Mission officials to facilitate the provision to the Mission of total management support.
(3) Plans and directs the continuous evaluation of Mission organization, staffing, and services to ensure effective and maximum utilization of material and human resources.

(4) Establishes and maintains a directives system for internal issuance of policies, procedures and notices to Mission personnel.

d. Personnel Management

(1) Plans and directs the personnel management of the Mission for both American and Foreign Service National employees taking into consideration manpower development requirements.

(2) Collaborates with Mission officials in proper placement of personnel and recommends action to assure maximum utilization of personnel.
(3) Provides counseling service to employees and their families, as well as guidance in employee relations problems, and their participation in various organizations.

(4) Plans and conducts orientation for new employees and their families and assumes leadership program units in planning and conducting staff development activities.

(5) Advises on and develops programs and activities concerned with employee services such as commissaries, social and recreational activities.

e. **Administrative Services**

(1) Supervises the Executive Office staff and directs all of the functional offices and activities within the Mission's management complex.
(2) Plans and provides overall direction for the Mission's support services.

(3) Plans and directs the Mission's personal property acquisition, accountability, and disposition programs, and develops standards for issuing and controlling the personal property of the Mission.

(4) Plans and directs the Mission's programs of acquisition, central repair, and disposal of expendable supplies, automotive and office equipment.

f. Contract Management

To the extent that the Mission has received a Redelegation of Authority for certain Contracting functions from AID/Washington (the Executive Officer in Kenya Mission has this redelegation),
the Executive Officer should:
(1) Exercise the contracting and/or purchasing functions in accordance with applicable regulations through redelegation of authority from the Mission Director. Note: The Executive Officer has the authority to sign and execute contracts not to exceed $50,000 for each contract, while the Mission Director can sign and execute contracts for $100,000.
(2) Maintain the contract records and files.

q. Embassy Administrative Support
(1) The Executive Officer represents the Mission in the development and administration of the Embassy's Foreign Affairs Administrative Support Agreement, and any other support agreements or
and budgets which impact on the Mission.

(2) Monitors the type and level of services and assessed charges for 
services rendered under support agreements.

h. Administrative Support to Contractors
The support relationship between the Mission and contractors is normally 
spelled out in the provisions of the contracts. Therefore, it is essential 
that the Executive Officer be thoroughly familiar with the contracts in force at 
the Mission. In each case, the Executive Officer is expected to provide guidance 
and advice to the contractors in arranging its support services.

3. Combination of Functions
Depending upon the organizational structure
and the diversity of operations within any given Mission, the Mission Director may delegate additional responsibility to the Executive Officer for the following:

a. **Security**
   (1) Responsibility for administering the Mission's security program.
   (2) Serves as unit security officer for the Mission.

b. **Program Functions**
   Supervise and administer the procurement of program commodities and supplies for all of the Mission's programs within the host country and in other countries as required. Also, supervise and administer the Mission's training programs.

4. **Support Responsibilities for Other Countries**
   The Executive Office of the USAID Mission to Kenya has support responsibilities, in that
The it performs all or most of the functions mentioned above for other countries. The following countries are supported from the General Services Office in Nairobi: Tanzania, Uganda, Personnel and Communications, Rwanda, and all other functions of the Executive Office fall within the purview of the Malawi General Services Office. Therefore, of the Somalia (48) 70th positions allocated to the Executive Office, thirty-six (32) are under General Services Office. Sudan, Zimbabwe, Zambia, Botswana, Swaziland, Lesotho, Seychelles Islands, Mozambique, and Ethiopia do not have the "real" functions of the General Services Office as follows:
The General Services Office

Although only briefly mentioned in the functional statement of the Executive Office, the General Services Office is the integral part and, in fact, the "functional" part of the Executive Office. Except for the Personnel and Communications and Records functions, all other functions of the Executive Office fall within the purview of the General Services Office. Therefore, of the forty (40) FSN positions allocated to the Executive Office, thirty-two (32) are under the General Services Office.

It becomes apparent then, that the General Services Office has the functional responsibility, except for the two mentioned above, for all of those mentioned in the functional statement. Although briefly mentioned in the Executive Office functional statement, the "real" functions of the General Services Office are as follows:
(1) **Security** - consisting of residential, office, warehouse and personnel security. This can run the gamut of fire, bomb, kidnapping and other forms of violence.

(2) **Housing** - leasing of over 80 residential units, a nine-story office building and over 50,000 square feet of warehouse space at an annual cost of over $2.0 millions.

(3) **Property Management** - responsibility for accountability of over $1.5 millions of non-expendable and expendable property.

(4) **Procurement** - purchasing of over $2.5 millions of supplies, equipment, furniture and vehicles both from the United States, locally and from other countries.

(5) **Motor Pool** - operate and maintain and repair a motorpool vehicle fleet of sixteen (16) vehicles including sedans, station wagons, multi-purpose vehicles and trucks.
(6) Maintenance & Repair - maintain and repair over 80 residential units, office building and warehouse with a staff of nine employees of a contractor.

(7) Customs & Shipping - export and import of all personal effects (both air and sea), vehicles and procured supplies and equipment. This requires experience in port facilities (Mombasa).

(8) Contracting - prepares all contracts, drawings and specifications, and bid proposals. He initiates any needed changes. He has been assigned to help the Deputy Director of Management; these changes include basic technical training. He reviews all proposals for final contract award.

F. Problems

(1) Incorrect Structure - Organizationally, the Executive Office was, and remains, incorrectly structured. The current lines of authority of the Executive Office are as follows:
The General Services Officer has years of management experience and, on two occasions, has been Executive Officer. When the Deputy Executive Officer went on leave for two months he initiated many needed changes. Obviously, these changes rankled the Deputy Executive Officer upon her return thus serving to further complicate any movement toward a clear structure. Prior to the arrival of a new Executive Officer (this position had been vacant for a year), the Deputy Executive Officer was in an "acting"
capacity. This officer's background was limited to that of a personnel officer for her entire career having risen from the secretarial ranks some years ago. Since this officer's background was not one of "management" but one of "staff" and since she was female in a relatively male organization, and since her husband was the Director of one of the Mission's largest organization (REDSO), she continued to perpetuate and already ineffective organization because she was incapable, afraid and beyond her element. She continually subverted the traditional lines of authority by relying totally on an Assistant General Services Officer and circumvented the General Services Officer.
The "theory" behind this structure places the Deputy Executive Officer in the "command" line but the dotted --- lines indicate that the two General Services Officers report, through the Deputy Executive Officer to the Executive Officer. This structure "evolved" anal Office in that one of the General Services Officer's is, in fact, an Assistant General are Services Officer under the supervision of will the General Services Officer (only one G.S.O position allowed at any Mission in the world) who is responsible for her performance.

2. Replacement of Certain American Staff with Kenyan Foreign Service National Employee

Another problem facing this organization is that we do not have enough qualified senior Foreign Service National employees and, because of the increased costs of stationing Americans

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overseas, we should replace one or more American staff by Kenya Foreign Service National employees.

This will not only stir controversy - it will create uproar and havoc. It is unknown in the annals of the Foreign Service. Oh, no one will question the fact that professional FSN employees are necessary but to replace an American! It will border on heresy - especially when overseas positions are so coveted and especially in contrast with the new administration's position of desiring to reduce positions overseas - both American and FSN staffs.

I have discussed this subject briefly with the Executive Officer and he "feels" that maybe in five to ten years the FSN's could replace two of the General Services Officer position leaving the positions of Executive and Deputy Executive
Officer and one of the Assistant General Services Officer's. He says this, I think, because it will put this subject off and will not have to be implemented during his "tour".

I feel that three positions can be eliminated - the Deputy Executive Officer and the two Assistant General Services Officer's. The expertise of a qualified General Services Officer is required at every post in the world. The Deputy Executive Officer position has always been a "weak" position worldwide - normally reserved for those who will never "make it" as an Executive Officer and never could be a General Services Officer because of the technical expertise required and the fact that the General Services Officer is oftentimes required to act alone. In the case of Nairobi, the position of Deputy Executive Officer was simply stated, "created" for the wife of another individual who would not have otherwise have taken an assignment
to Kenya without a place for his wife (this is becoming commonplace).

Why Should We Do This? - This will be the first question most likely to be asked.

There are many answers - some are as follows:

There is No Continuity of Personnel

The senior positions are filled by Americans who are reassigned every two to four years and, in many cases, have little or no time to discuss their programs and responsibilities with their successors because they are transferred before they arrive. This is compounded at every post because almost every American employee is transferred at the same time because of school-age children who must take their leaves during the months of June through September.

Some of our programs, housing for example,
Problems

Today's cost of assigning one American employee overseas is staggering and is, in fact, usually deflated or hidden because no one (except the U.S. Congress) really wants to know. An average breakdown of these costs are as follows:

- **Employee Salary** $35,000
- **COLA (cost of living allow.)** $3,500
- **Housing** $10,000
- **Maintenance of housing** $800
- **Utilities** $2,000
- **Related Services - Watchman, etc.** $3,000

**Shipment of Effects (family of 4)**
- **Airfreight - 750 pounds** $8,000*
- **Household - 4,200 pounds** $14,000*
- **Personal Vehicle** $10,000*

**Educational allowance (children)** $4,000**

- **Travel to Post** $6,000
- **Travel to next Post** $6,000
- **Rest and Recuperation** $4,000***
- **Home Leave** $7,000****

**Estimated Total** $113,300
* Shipment of Effects - these costs are high because a family must ship these into and out of a country of assignment.

** Educational Allowance can exceed $12,000 per child if the child is "away from Post".

*** Rest and Recuperation is not allowable if stationed in Nairobi but most Posts in the world allow one round trip for each family member to a designated point (not in the United States).

**** Home Leave is required at the end of a tour for the entire family to the "home leave address" of the employee. This could be anywhere in the Continental United States and is usually coupled with a consultation period in Washington, D.C.
In addition to those costs stated above, many Posts have a "hazardous duty" allowance of from ten to twenty-five percent of their basic salary (not granted in Kenya). There are many other and variable costs depending on the location of the Post, family composition, etc. For example, although a child attending college in the U.S. is not entitled to receive an educational allowance he/she is entitled to one trip to and from the Post each year including the shipment of 150 pounds of air-freight each way. Also, there is a possibility that some member of the family may require medical evacuation to a hospital facility in Europe or in the U.S. - the list is almost endless.

The replacement of one American would eliminate all of these costs except that of the basic salary plus a few benefits of the FSN employee.
If that cost were multiplied threefold—that is about one-third of a million dollars!!! And that is for each time an American is assigned to a Post. The basic salaries of the FSN employee is discussed later in this text.

3. The Morale of the FSN Employee—At present, employees in the Executive Office cannot expect to attain any higher levels of pay, promotion or challenging work than that which they are presently assigned. If new positions were added at a higher level it will give them something to strive for and, moreover, it will show that FSN employees can do professional level work which will increase their stature not only among their peers, but in the community as well.
Furthermore, this should be one of the "reasons" for USAID's existence here in Kenya or in any of the countries which we serve. This will not only develop professionalism in agriculture, roads and other areas we are here to develop, it will develop professionals in the areas of administration and an area sorely in need of improvement. After all many of our problems are also those of Kenya.

I am reminded at this point, of a story related to me by the Executive Officer - one of the primary responsible individuals at whom this text is directed. I quote..."We had such professional level employees in Executive Office in La Paz (Bolivia) that one of them was appointed as the Secretary of the Treasury. On Friday, he was a General Services Assistant and on Monday he was appointed Secretary of the Treasury."
That's the caliber of employee we had...!
Remember??????

a. A series of questions will probably be
"who will we attempt to recruit, what can
USAID offer and, lastly, can we do this
within our own regulations?
Obviously, the Mission should attempt to
recruit the highest caliber persons we can
persuade to work for us. However, if we
advertize in local newspapers, experience has
shown that we will get hundreds of applications
which must be analyzed and interviews will have
to be conducted. Therefore, a more selective
approach must be directed toward these
individual who can effectively negotiate with
government officials and the like, we should,
then look for mature university trained
individuals.
A questionnaire was devised (Appendix III) and selectively distributed by members of the Executive Office, officers within USAID who have contacts with government and contractors, to the many firms that Mission employees deal with every day. In addition, several questionnaires were sent to graduate students at the International University after making a presentation of this problem in their classes. Although about two hundred questionnaires were distributed only thirty-three were returned, thirty of which were interested in consideration for employment. This amount, it is believed, represented a fair number of people to interview. A composite sketch of the applicants is as follows:
Average Age : 41 years
Marital Status : Married, 3 children
Education Level : University Graduate
Working Experience : 12 years
Years in present job : 9 years
Number of job held
prior to present job: 2
Salary at present job: KShs.168,000=  
Salary necessary to accept new job : KShs.188,000= 

Persons replying to the questionnaire were employees of the following organizations:
Canadian High Commision
Japanese Embassy
Bata Shoe Company
Commercial Bank of Kenya
Rank Xerox
Computer Applications Ltd.
Cooper Motors, Ltd.
Mobil Oil Company, Ltd.
Falcon Construction
Ministry of Transportation
Ministry of Agriculture
Firestone
General Motors Kenya
Kaplan & Stratton
University of Nairobi
Kenya Institute of Administration
Plaza Construction

As stated in the questionnaire, the salary structure in the grades presented, range from KShs.67,860/= beginning at the Grade 8 level, Step 1, to KShs.303.030/= which is the highest level (Step 14) of Grade 12.

The Mission was initially, hopeful of being able to hire at the Grade 8, 9 or 10 levels which would leave come room for promotion to
higher levels after an initial trial period of at least one year of employment. Additionally, the Mission, at present has only a few employees at these levels and some consideration must be given their morale. Of course, those already employed by the Mission are eligible to apply for these positions. We have, however, taken an in-depth look at our present staff and have determined that we do not have anyone who "possesses" the necessary qualifications for which we are seeking.

It is believed that many of the responses are overstated in terms of salaries although we have verified some of the statements through research done in connection with the last wage survey completed by the Embassy Personnel Office in 1980. In addition, a comparison of the Mission salary structure with that of the
Firestone Company indicates that we are relatively comparable with that organization for comparable positions. The Embassy wage survey had detailed data from many of the organizations "solicited" for our "talent search" - and from which replies were received. The next step will be to interview several of those who responded to the questionnaire and follow up by making a firm offer of employment. **BUT FIRST**, through the use of this text, the skeptics must be convinced that the idea is sound.

b. At this point the Mission was presented with an unforseen DILEMA! Due to the recent change in the administration in Washington (President Reagan election), all overseas Missions received a cable reducing both the American and the FSN staffs. Although, at this juncture, the Executive Office will not
have to reduce any of the six American positions, the eighty-one FSN positions in the Kenya Mission staff (excludes the regional positions) must be reduced by twenty-one positions to a new total of sixty by September of 1981. This will result in a twenty-five percent reduction in the Executive Office staff or eight positions. Since there was one vacancy that was being "saved", an overall reduction of seven will be required but three more are needed. What can be done about this? A determination had been made that funds were available to accomplish this selection but not the positions (this may be unintelligible to the uninitiated but a thorough explanation would be the subject for another thesis of similar length but more complex). So, the funds are available but now a need to "create" three new positions exists and an additional
need exists to "find" someplace for seven of the present employees that the Mission can ill-afford to lose. If the arithmetic is correct - a total of ten positions.

Since this dilemma has been seen before in that the Mission has a "shadow" staff of fifteen positions performing maintenance and custodial services under two private contracts with Kenyan companies, we are well prepared. Therefore, ten of the existing employees will be chosen for "early retirement" and will, for a small contractor's fee, be added to one or both of the existing contracts with private organizations. The overall staff will have been reduced by ten positions thus fulfilling the required reductions of seven positions and the "creation" of the three positions needed for the plan to replace the American staff.
within the Mission to "steal away" highly coveted staffing positions from the Executive Office. This has necessitated the "hiring" of ten casual laborers who are, technically, hired on the first day of the month and fired on the last day. Several of these "non-employees" have been de facto employees for more than seven years. These "employees" were receiving a daily wage of Kenyan Shillings 15/=, receive no pay for holidays or days they do not work, received no leave of any nature nor are any contributions paid to the National Social Security Fund. In fact, no one wanted to "know" their names or that they exist.

These practices have been perpetuated by Executive Office personnel who have not wanted to "rock the boat" or did not want to bring criticism upon themselves or to others
through their actions by changing the system.

The point is, the persons and the reasons for the actions which created this situation no longer exist but no one is willing to accept the fact that this was wrong initially or to accept the challenge to attempt to change or eliminate this situation. This is only one of many problems but is entered here to give the reader the flavor of the situation.

5. Illegal Staffing -

Most of the FSN staff of the Executive Office began their careers as casual laborers but were promoted after the "purge" previously mentioned. While they have proven themselves to be equal to their tasks without any training, the spectre of their former
positions, plus the fact that their salaries have been kept at a low level, constantly reinforces a feeling of inferiority among them in their relationships with other FSN employees of the Mission.

6. **Contractors** -
Due to the fact that, for extended periods of time, the American staff has not been up to its full complement and the FSN staff was insufficient in terms of size and training, many of the functional tasks of the Executive Office were completed outside of the organization by contractor. The contractors were only "putting out fires" and were not utilized to compensate for lack of staff and training.

7. **American Personnel** -
Several American personnel arriving at the
Mission and assigned to the Executive Office found these situations and, after a short period of time, requested transfer, retired or quit rather than attempt to correct the problems or force issues.

8. **Inventories and Records**

As a result of the above, other problems were inherent, such as:

a. Physical inventories of all supplies, equipment, furniture, appliances or anything had not been taken since 1972.

b. Many items such as furniture, appliances, office supplies, tools and a multitude of other items required to operate a large Mission were not in stock, not on order and were not contemplated in any future budget or other planning. After purchasing occurs,
delivery time from the U.S. often exceeds one year. For two American employees — the Local Executive Officer and the previous c. Records were not maintained such as leases on housing units and the Mission office building (USAID has been in its current office building for six years and there has never been a binding lease executed) which has created many legal problems. There were no records of expenditures for security services, maintenance and repairs, vehicle operation and use and many others too numerous to mention.

The excuse for not doing this has been that it was needed. The Mission had recently leased 50,000 square feet of warehouse space only to have "everything" piled inside with no attempt made at proper storage. Recently, an American officer requested training at a local university on his own.
e. The senior FSN employee was nothing more than a "gofer" for two American employees - the then Executive Officer and the previous General Services Officer. He did, however, manage to get a few things accomplished.

9. Training\textsuperscript{5} There has never been any attempt to undertake formalized training for any member of the EXO/GSO staff - either locally or in the United States. Many courses are available and overseas Missions are encouraged to have their FSN employees participate. The excuse for not doing this has been that "no funds are available." This is not true, however, it has been due to the uncaring nature of previous officers of this particular office.

Recently, an American officer requested training at a local university on his own

\textsuperscript{5} U.S.A.I.D. Handbook 28, Training and Staff Development, November 1980, Washington, D.C.
time but at government expense. This practice is always encouraged throughout
the entire Agency. One request was "bitterly" approved - provided the employee pay one-half
of the cost, another was flatly refused with the excuse that no training funds were
available. However, training for more than 15 officers was subsequently approved after
the Deputy Director learned of this practice. Our Personnel Officer (the Deputy Executive
Officer) discourages anything which would improve experience and morale but, admittedly,
only against a small group - her own organization!!! She will go to leaps and
bounds for others in other organizations - especially that of the REDSO where her officer-
husband is Director.

It becomes apparent, therefore, that the General Services Office must also be
restructured and "restaffed" if it is to operate efficiently. This statement, then, presupposes that two questions require answering - "How do we know that this Office (GSO) is under-staffed and/or does not have qualified personnel?"

"What are our bases of comparison of the Executive Office of the USAID Mission to Kenya?"

Part II of this text will show several examples which may be used for comparative purposes.

I recommend that several of the General Services Office staff be given formal training outside of our own facilities. We do not have the facilities to provide this training nor do
we have the staff or the staff time. This could be training at a local university, provided our employees can qualify, or training in the United States. The General Services Administration, the Civil Service Commission and the Graduate School of the Department of Agriculture have numerous and variable courses available for our purposes. These courses are scheduled at various times throughout the year and suitable arrangements can be made for our schedules. The best time of the year would be when all of the American staff have had their leave, June through September.

It is understood that funds will have to be expended from our current budget which is getting smaller as the fiscal year approaches its end but we are spending for the future while we are still here.
I specifically recommend training in the following areas:

General Services Operations
Warehousing Operations
Procurement
Contracting (small business)
Ordering procedures from G.S.A. (FEDSTRIP)
Filing procedures
Visit to the U.S. Despatch Agent in Baltimore or New York.

At least three members of our staff should be rotated to Washington, D.C. to attend one or more courses in his area of responsibility. This might also give our employees an insight to "Americans" and how they live which could prove especially important since these are the same people who must deal with Americans here in Nairobi.
I further recommend that the American officers on the Executive Office staff be encouraged, not discouraged, to take university level courses of instruction either at the undergraduate or graduate levels. It is rare for USAID employees, by virtue of their assignments to developing countries, to find educational opportunities available. When they are, every attempt should be made to increase the employees knowledge and skills.

The International University - Africa (located here in Nairobi) is a branch of International University - San Diego and is an accredited University offering degrees in Business Administration and Social Science at both the undergraduate and graduate levels. The University conducts classes for full-time and part-time students. Classes are available daily and in the evenings from 6:30 - 8:30 p.m.
The cost of these courses are as follows:

<table>
<thead>
<tr>
<th>Subject</th>
<th>Per Subject</th>
<th>Per Quarter</th>
</tr>
</thead>
<tbody>
<tr>
<td>Undergraduate</td>
<td>$400</td>
<td></td>
</tr>
<tr>
<td>Graduate</td>
<td>$424</td>
<td></td>
</tr>
</tbody>
</table>

The cost for this "seam of study" which has been discussed so far, is summarized in Appendix IV. A comparison of current status with the expected outcome these valuable employees expected.

10. **Hiring Practices**

Since no ceiling positions exist and none are likely to be forthcoming in the future, I recommend that the ten "casual" laborers that we have "employed" for as long as seven years be hired. This can be accomplished by adding them to the maintenance contract. The contractor, Falcon Construction, Ltd., can place these employees on their staff and can be reimbursed for their services. In addition, these men will have increased wages, annual and sick leave benefits, hospitalization,
will become part of the National Social Security Fund and, more importantly, will finally become officially employed.

The cost for this "peace of mind," which has not only been in violation of Kenyan law but U.S.A.I.D. regulations as well, is represented in Appendix IV by a comparison of current costs to that of having these valuable employees being hired by a contractor. The contractor will simply serve as convenient device for overcoming our own lack of staffing positions, and General Services Office will continue to supervise these employees.  

Further, the filling of new or vacant positions in the Executive/General Services Office will be only upon approval of the supervisor having responsibility for the newly hired employee.

The Personnel Office will describe the conditions of employment to prospective employees but final decisions on hiring will not be that of the Personnel Officer. Additional positions must be established in the Executive/General Services Offices to enable these offices to provide the services required. The positions have been "stolen" over the past few years to bolster other offices at our expense.

Having realized that no new positions will be authorized it is recommended, again, that the maintenance contractor be used as the hiring vehicle. The motor pool drivers may be transferred from an allotted "ceiling" position to the maintenance contract - with the same salaries and benefits. This will not cost the U.S. government any additional funds
as the maintenance contract's "fixed costs" clerical position can be used for the paperwork of this exercise. This will free anywhere from one to eight positions as needed - but only for the exclusive use of the Executive/General Services Offices.

II. COMPARATIVE ANALYSIS OF SEVERAL ORGANIZATIONS BEYOND THAT OF THE U.S.A.I.D. MISSION TO KENYA

A. How to Compare - the question of "equals"

In order to make an "equal" comparison it would be ideal to show a comparably sized organization accomplishing the same tasks. This situation is impossible to find. However, there are many "relationships" which may be used for comparative purposes.

This section is devoted to finding relationships which can be used to define a truer comparison.
It attempts to show how the USAID Mission to Kenya can be compared to other organizations. Primarily, where true equal functions cannot be compared, it attempts to show a relationship of the size and structure of the support staff to that of the entire staff of the organization.

B. Examples

1. The USAID/Kenya Mission is somewhat smaller than the USAID/Cairo Mission and approximately three times larger than the USAID/Tanzania Mission - but all three have similar functions and can be compared by numbers of personnel supported and the number of personnel in the support unit - the EXO/GSO Offices.

2. The American Embassy in Nairobi - although possessing a different mission than that of the USAID requires similar functions from its support personnel. The American Embassy is approximately
comparable in size to the USAID Mission - in terms of number of personnel requiring support.

3. So as to offer a slightly different flavor of comparison to those who might be skeptical of those presented so far - a comparison is presented of the Canadian High Commision. This is also related to the numbers of personnel (officers) supported and the numbers (and types) required for support.

C. Proof

We are attempting to prove by comparison that the USAID Mission to Kenya is both understaffed in terms of numbers of skilled employees and understaffed in terms of the "type" of employees required. It must be assumed, because job titles are so varied, that salary levels are indicative of skill levels. This is especially true in cases of all of the USAID Missions reviewed as well as
The American Embassy for the following reasons:

1. USAID uses standard job descriptions and standard levels throughout the world. This means that a procurement clerk in Nairobi and Cairo who perform the same function are paid the same salary (adjusted for local scales) - the basic performance is equal.

2. The salary levels established between the USAID and the Embassy positions in Nairobi are equally comparable because they are established by a joint board - using a standard wage survey.

3. There are several other items which are only noted here to indicate that they were not overlooked in the study:

   (a) There are several functions being performed such as maintenance and repairs and custodial services which are performed

---

on a contract basis. Because these services are provided based upon bids received from contractors, they are not included in this study.

(b) Salaries are averages taken from the "middle" of the salary table presented in Appendix IV and, where necessary in the cases of the Cairo and Tanzanian Missions, were converted into dollars $US and converted back into Kenyan Shillings using an exchange rate of Kenyan Shillings 8/20 to US$ 1.00.

(c) There is a "combination" of job titles made where it was determined that jobs were similar in nature. The "real" test is that salary being paid for similar duties. Here in Nairobi, for example, a Procurement Specialist in the Embassy with the identical job description of a Procurement Specialist
at USAID - is being paid at a much higher rate. This is "allowed" due to the use of a "range" utilized by Personnel Officers to keep salaries low. The individual is told that he/she is in a "range type of position" whereby he/she can be promoted from point X to point Y within a certain period of time. One organization will promote at a faster rate than the other - or not promote at all.

D. Comparison of Numbers of FSN Employees and Average Annual Salaries of FSN Employees - USAID/Kenya to Other Missions

The following chart illustrates the comparison and proves beyond doubt that the FSN employees of the Kenya Mission are underpaid in comparison with their counterparts at other similar organizations.
### Comparison of Members of FSN Employees and Average Annual Salaries of FSN Employees - US Dollars to Shillings

<table>
<thead>
<tr>
<th>Function</th>
<th>Number of Employees (FSN)</th>
<th>Average Annual Salary (US Dollars)</th>
<th>Average Annual Salary (KES)</th>
</tr>
</thead>
<tbody>
<tr>
<td>General</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Personnel Assistant</td>
<td>1</td>
<td>100,000</td>
<td>2</td>
</tr>
<tr>
<td>Personnel Assistant</td>
<td>1</td>
<td>80,000</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>GSE</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>General Services Asst.</td>
<td>2</td>
<td>49,000</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Property Mgmt. &amp; Warehousing</td>
<td>1</td>
<td>127,000</td>
<td>5</td>
</tr>
<tr>
<td>Warehouseman</td>
<td>5</td>
<td>49,000</td>
<td>20</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Procurement</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Procurement Specialist</td>
<td>1</td>
<td>49,000</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maintenance &amp; Repair</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maint. &amp; Repair Supv.</td>
<td>1</td>
<td>37,000</td>
<td>3</td>
</tr>
<tr>
<td>Maint. &amp; Repairman</td>
<td>1</td>
<td></td>
<td>37,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pool</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Porter</td>
<td>1</td>
<td>37,000</td>
<td>2</td>
</tr>
<tr>
<td>Cler-Chauffeur</td>
<td>8</td>
<td>22,000</td>
<td>15</td>
</tr>
<tr>
<td>Janitor</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>General Services Asst.</td>
<td>1</td>
<td>29,000</td>
<td>3</td>
</tr>
<tr>
<td>General Services Asst.</td>
<td>1</td>
<td>13,000</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Filing</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>General Services Asst.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Security</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>General Services Asst.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Equipment &amp; Records</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>General Services Asst.</td>
<td>2</td>
<td>61,000</td>
<td></td>
</tr>
<tr>
<td>General Services Asst.</td>
<td>3</td>
<td>32,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>31</td>
<td>1,267,000</td>
<td>10</td>
</tr>
</tbody>
</table>

**Average Annual Salary**

- **40,871 US Dollars**
- **71,339 KES**
- **91,729**
- **51,000**
- **85,644**

Note: Maintenance & Repair performed under services contract. This does not include one American employed full-time as Housing Officer. Maintains partial staff and contracts additional. One of largest sections, also maintains a large staff of American employees. Oversees maintenance & repair contract.
Comparison of Salary Structure of Foreign Service National Staff of the Executive Office (including the General Services Office) versus All Other Offices in the Mission

The next chart also proves that the FSN staff of Executive/General Services Offices are underpaid in relation to the rest of the staff of the Mission. This chart shows that out of 38 of the positions above the grade FSN-5, only 8 have been allocated to the Executive/General Services offices.

<table>
<thead>
<tr>
<th>Grade</th>
<th>Avg. KShs./Year</th>
<th>EXO</th>
<th>GSO$^{-1}$/</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>FSN-12</td>
<td>(223,000)</td>
<td>-</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>FSN-11</td>
<td>(163,000)</td>
<td>-</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>FSN-10</td>
<td>(127,000)</td>
<td>1</td>
<td>(1)</td>
<td>2</td>
</tr>
<tr>
<td>FSN- 9</td>
<td>(100,000)</td>
<td>1</td>
<td>-</td>
<td>6</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Grade</th>
<th>Avg. KShs./Year</th>
<th>EXO</th>
<th>GSO</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>FSN-8</td>
<td>(80,000)</td>
<td>1</td>
<td>-</td>
<td>7</td>
</tr>
<tr>
<td>FSN-7</td>
<td>(61,000)</td>
<td>2</td>
<td>-</td>
<td>10</td>
</tr>
<tr>
<td>FSN-6</td>
<td>(49,000)</td>
<td>3</td>
<td>(3)</td>
<td>10</td>
</tr>
<tr>
<td>FSN-5</td>
<td>(37,000)</td>
<td>8</td>
<td>(4)</td>
<td>11</td>
</tr>
<tr>
<td>FSN-4</td>
<td>(29,000)</td>
<td>3</td>
<td>(2)</td>
<td>2</td>
</tr>
<tr>
<td>FSN-3</td>
<td>(22,000)</td>
<td>8</td>
<td>(8)</td>
<td>10</td>
</tr>
<tr>
<td>FSN-2</td>
<td>(17,000)</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>FSN-1</td>
<td>(13,000)</td>
<td>3</td>
<td>(3)</td>
<td>-</td>
</tr>
</tbody>
</table>

Less than

| FSN-1\*\(^2\)/ | 10 | (10) | - |

\(1\)/General Services Office as part of the EXO.
\(2\)/Casual Laborers who received KShs.15/= per day.
<table>
<thead>
<tr>
<th>Mission</th>
<th>EXO</th>
<th>Ex. ASST</th>
<th>D/EXO</th>
<th>Pers</th>
<th>GSO</th>
<th>A/GSO</th>
<th>C&amp;R</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kenya</td>
<td>1</td>
<td>--</td>
<td>1</td>
<td>--</td>
<td>1</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Tanzania</td>
<td>1</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td>1</td>
<td>--</td>
<td>--</td>
</tr>
<tr>
<td>Cairo</td>
<td>1</td>
<td>--</td>
<td>--</td>
<td>2</td>
<td>1</td>
<td>4</td>
<td>--</td>
</tr>
<tr>
<td>Sudan</td>
<td>1</td>
<td>1</td>
<td>--</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>--</td>
</tr>
<tr>
<td>Liberia</td>
<td>1</td>
<td>--</td>
<td>--</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Ghana</td>
<td>1</td>
<td>--</td>
<td>--</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>--</td>
</tr>
<tr>
<td>Zaire</td>
<td>1</td>
<td>--</td>
<td>--</td>
<td>2</td>
<td>--</td>
<td>--</td>
<td>--</td>
</tr>
<tr>
<td>Dacca</td>
<td>1</td>
<td>--</td>
<td>--</td>
<td>1</td>
<td>2</td>
<td>--</td>
<td>--</td>
</tr>
<tr>
<td>Yemen</td>
<td>1</td>
<td>--</td>
<td>--</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>--</td>
</tr>
<tr>
<td>Somalia</td>
<td>1</td>
<td>1</td>
<td>--</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>--</td>
</tr>
<tr>
<td>Philippine Is.1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>--</td>
<td></td>
</tr>
</tbody>
</table>

It can be noted that the Kenya and Philippine Islands Missions are the only Missions with the Deputy Executive Officer positions, the Philippine Island Mission does, however, have a Personnel Officer as well. This tells us that the D/EXO position is a "true" position since this Mission and the Cairo Mission are the two largest in the world and require Personnel Officers (while Kenya the third largest has none).

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The above "pattern" in fact establishes a pattern, that the large Missions require a Personnel Officer - as does Kenya - and that the "Deputy" position at the Kenya Mission is not a true position - but should be that of Personnel Officer.

It is also significant to note that the majority of FSN employees, except those in the EAAC, are secretaries and that their salaries cover a wide range. It might also be significant to study the ratio of secretarial employees and the number of American and Kenyan professionals they support. This ratio is shown below:

<table>
<thead>
<tr>
<th>Organization</th>
<th>Secretaries</th>
<th>Support</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director's Office</td>
<td>2*</td>
<td>2</td>
</tr>
<tr>
<td>Program Office</td>
<td>1*</td>
<td>4</td>
</tr>
<tr>
<td>Agriculture</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>Projects Division</td>
<td>3*</td>
<td>6</td>
</tr>
<tr>
<td>Health &amp; Nutrition</td>
<td>2</td>
<td>4</td>
</tr>
</tbody>
</table>
Number of People to Support
Organization       Number of Secretaries

Housing            1                        5
Controller         2                        4
Inspector General  2*                       10
REDSO              9*                       28
Executive Office   2                        15

*Includes one American Secretary

Clearly, the Executive Office is understaffed in terms of secretarial assistance in relation to other Mission personnel.

CONCLUSIONS

There is one single glaring conclusion that can be drawn from the comparison of the numbers of FSN employees and the average annual salaries of FSN employees and that is that THOSE FSN EMPLOYEES OF THE USAID MISSION TO KENYA ARE UNDERPAID FOR COMPARABLE WORK THAN THAT OF OTHER FSN EMPLOYEES IN SEVERAL OTHER MISSIONS! In addition, as evidenced by the following table, the ratio of the number of American officers supported
by the Executive/General Services Offices of the USAID/Kenya Mission is higher than of the other Missions used for comparison. This does not take into account that there are many other FSN employees at these Missions which require support in addition to American personnel.

<table>
<thead>
<tr>
<th>Mission</th>
<th>Officers</th>
<th>EXO/GSO Support</th>
<th>RATIO</th>
</tr>
</thead>
<tbody>
<tr>
<td>USAID/Cairo</td>
<td>127</td>
<td>109</td>
<td>1.17:1</td>
</tr>
<tr>
<td>USAID/Tanzania</td>
<td>28</td>
<td>25</td>
<td>1.12:1</td>
</tr>
<tr>
<td>CANADIAN HIGH COMM.</td>
<td>29</td>
<td>18</td>
<td>1.61:1</td>
</tr>
<tr>
<td>EMBASSY/Nairobi</td>
<td>150</td>
<td>111</td>
<td>1.35:1</td>
</tr>
<tr>
<td>USAID/Kenya</td>
<td>87</td>
<td>31</td>
<td>2.90:1</td>
</tr>
</tbody>
</table>

The general rule of thumb of officers to support personnel is accepted at slightly over 1:1 or one support employee to each officer. This, then, allows for support of the FSN
employees who are not part of the support function and for other American employees who are not counted in the personnel ceiling\textsuperscript{10} of the Mission (contractor personnel and others).

III. RECOMMENDATIONS FOR IMPROVEMENT

I have attempted to point out, examine or expose the many problems which currently exist within the EXO/GSO offices in the Kenya Mission. Most, if not all, of the recommendations for improvement center on the restructuring of the Executive Office and a change in attitudes and behavior on the part of the Executive and Deputy Executive Officers. The Executive Officer can effect all of the recommendations that have been made should he be so disposed. An attempt, has been made here, to either show him how or do it for him (which will be explained later). The first elementary steps should be as follows:

A. Restructure the Executive Office

A more practical restructuring of the Executive

Office would be as follows:

1. Executive Officer: Should assume his duties and responsibilities as that of Deputy Executive Officer (Personnel).

2. General Services Officer.

3. Assistant General Services Officer.

Any other structure would be impractical, unmanageable and contrary to regulations. The reason the Deputy Executive Officer should be "relegated" to an advisor/Personnel Officer position is simple. Her entire service background has been in the personnel field, primarily in policy formulation. Although she knows little or nothing of human behavior or morale and certainly could care less about ethnic attitudes, behaviors and customs - she is here, a place has been allocated, so her expertise should be utilized albeit in a staff capacity only.

B. Restructure of Responsibilities

1. Executive Officer - Should assume the duties outlined in Handbook 23 and discontinue delegating these functions to others such as that of Security Officer and Contracting Officer.

2. Deputy Executive Officer - Should assume the duties of Personnel Officer and Housing Officer. This position was originally established for this purpose. The housing function was redelegated to the General Services Officer because the Deputy Executive Officer lacked the expertise and did not want the responsibility for this very personal and critical area in terms of employee (and his family's) morale. A review of former position descriptions reveals that these functions were previously assigned to the Deputy Executive Officer, however, when the incumbent took
this position, the position description of the General Services Officer was rewritten to include housing. In fact, the duties as written in the position descriptions shows that the Executive and Deputy Executive Officer's contain only six statements of duties but the General Services Officer's contain Twenty-six. The housing function is a large responsibility both in dollar value and morale. It requires face-to-face negotiations with landlords and to negotiate rents and contractual terms favorable to the U.S. Government. Every negotiation is placed on public display for everyone to see, for housing is the single most important item in each family's tour of duty in Nairobi. In addition, each negotiation is reviewed by the Housing Committee, the Auditors, and, through gossip, the entire Mission staff. Since this is such an important function, this duty should be at the level of at least the Deputy Executive Officer.
3. **General Services Officer** - Assume the responsibility for the six major areas normally assigned this position. This will enable the rotational assignments of the two American Assistants into all areas of the General Services Office operations.

4. **Foreign Service National Employees** - Establish, by means of updated and accurately written position descriptions, well defined areas of responsibility.

C. **Other Recommendations** -

As outlined in Part I of this text there are many other problems which need to be resolved. Briefly stated, then, are other recommendations:

1. Hire Kenyan citizens to replace American Personnel.
2. Attempt to improve morale of the FSN staff.
3. Change existing personnel philosophy as it relates to the EXO/GSO staff.
4. Remove the "illegality" of hiring casual laborers.

5. Use contractors to "create" staff positions.

6. Encourage training for both the FSN and American staff.

The writer recognizes that it is easy to say that all of these changes are needed but that they are often, if not always, much more difficult to do. One cannot, therefore, simply recommend and casually turn one's back and walk away.

"In order to write, the facilitation of..."

During the course of writing this text - over a period of several months - the writer found himself in a position to do something about many of his recommendations. Therefore, this is not only a "how-to-do-it" text but one in which the writer actually was in a position to "show" how to do many of the recommendations.
Briefly, for the past two months both the Executive Officer and the Deputy Executive Officer have been on extended leave in the United States. Although, I was told not to "make any promotions" while they were away - I was left in complete control as Acting Executive Officer. Therefore, I have an opportunity to "put up or shut up" - so what has been accomplished?

C. Action Taken!

1. In order to assist in the facilitation of the restructuring of the Executive Office, furniture has been moved. A small measure of psychology was employed by physically moving offices. The Executive Officer's Office has been placed in the middle of the entire floor, between the General Services Office at one end and the Deputy Executive Officer's office at the other end. In addition, the Personnel Office has been moved
to the end which the Deputy Executive Officer will occupy. A "physical" restructuring has been created which will now only have to be "reduced to writing." It is firmly believed that the Executive Officer wanted to make this change but was reluctant to do this so as not to "ruffle reathers". Both the Executive Officer and the organizations have been dealt a favor.

2. A contract has been negotiated to "hire" the nine men who have been illegally employed some for as long as seven years. This will take them out of the "casual laborer" status earning only KShs.15/= per day and will more than double their salary and provide them with all of the benefits of the other staff such as, (a) paid annual and sick leave, (b) housing and travel allowances, (c) contribution to the National Social Security
Fund and (d) health and life insurance. In addition, they have become "full members" of the staff and are not looked upon as just someone "off the street."

3. Another contract has been negotiated which will "shift" the nine chauffeurs to the staff of a contractor without any loss of benefits. This, inadvertently, permitted three of our older staff members to retire with severance pay - which they would not receive under normal circumstances. By taking this step eight new positions have been "created" on the staff for which recruiting can begin.

4. Advertisements have been placed in the two daily newspapers for three senior positions in the Executive Office. More than 150 applications have been received which have been screened down to approximately twenty.
Interviews have been scheduled for these prospective employees over the next few weeks and several positive recommendations will be made to the Executive Officer when he returns.

5. In order to help "uplift" the morale of our present staff, several of our new positions will be filled from among our own staff. This will allow several members to move up to higher salaried positions - and, actually, will provide for the entire staff to move up since those promoted will create vacancies behind them. In addition, two of our former "casual laborers" have been hired for the permanent staff - showing that we believe in "promotion from within whenever possible."

6. AID/Washington has been queried as to the possibility of sending training personnel to
Kenya in the near future and received a positive reply. A training program and schedule has been established to include not only our own staff but the staff of several surrounding Missions. A training schedule has been confirmed for three weeks in October-November of this year which will include fifteen members of the Kenya Mission staff and thirty-five members from the staffs of other East African Missions. We are looking forward to hosting the first session of this historical event.

7. Although not part of the recommendations, but to indicate to the rest of the Mission staff that the General Services Office is an integral part of the Mission, another floor in our building has been leased which will allow the expansion from what is now a very crowded condition. In addition, the complete renovation
of several floors of office space has been placed under contract which will include several relocations of offices, new partitions, lighting, carpeting and the like and we have negotiated an additional contract to improve the security of all of the Mission residences and the office building. More than a quarter of a million dollars of new office and residential furniture and furnishings has been ordered. These are just a few of the many significant changes made in the last two months.

8. University training has been approved for all American personnel who indicated a desire to do so.

9. Included in the renovations mentioned in 7 above is a complete renovation of the Executive/General Services Offices which should brighten
up not only their morale but will create a more favorable impression on the general public as this office is the first one encountered upon entering the Mission.

10. During the past two months, the Mission's U.S. staff was reduced by three positions by direction from Washington. It was recommended to the Director that one of these positions be the reduction of one Assistant General Services Officer from the Executive Office staff. This recommendation was accepted and a Kenyan will be recruited for this position.

11. During the course of writing this text I, also found that I will be leaving Kenya - transferred to Washington. As a result of my transfer and the reduction of one position, the Deputy Executive Officer will be compelled
to take on the management of our housing portfolio. The remaining Assistant GSO is too inexperienced and my replacement will not have arrived prior to its needing attention. So, in a roundabout way, this recommendation has been accomplished. Perhaps it will remain this way since the "new man" will need some time to get his feet on the ground for the remaining functions of this position.

12. I have recommended that the entire EXO/GSO staff be commended with the Department's Meritorious Honor Award for their devotion to duty and their vast improvement during the past two years.

The above actions have remedied many of the recommendations or have, temporarily at least, placed us on a different tack. I am hopeful that the benefits already derived and those which
may be derived in the future will not be reversed - I do not believe that many of them can be reversed since they have been set in motion - and most people are reluctant to change that already in motion - especially if it works. I do take full and complete responsibility for these actions as I consider them necessary and important. I have truly and honestly attempted to be an "Agency of Change" and have been in a dilemma for some time as to how, why and when I could either assist in making changes or actually make them myself. I believe that Messrs. Benne, Chin and Bennis' best described my position as follows - "This dilemma of the change-agent cannot be brushed away lightly. He must acknowledge the polarization of feeling and rationality that operates in many situations, he must recognize the limitations of present attempts to bridge the gulf between knowledge and emotion, and he must supplement his diagnostic orientations with the acknowledgement of the reality of his own personal feelings and those of others."

ORGANIZATION OF THE USAID MISSION TO KENYA

MISSION DIRECTOR

- Deputy Mission Director
- Executive Officer

KENYA MISSION
- Program Div.
- Agriculture Div.
- Projects Div.

REGIONAL ECONOMIC DEVELOPMENT SUPPORT OFFICE
- Projects
- Engineering
- Analysis
- Legal
- Supply
- Economic

EAST AFRICAN ACCOUNTING CENTER

REGIONAL HOUSING & URBAN DEVELOPMENT OFFICE

REGIONAL INSPECTOR GENERAL'S OFFICE

INTERNAL INVESTIGATIONS STAFF

OTHER PROJECTS
- Range/Pasture Devol.
- Dryland Crop Res.
- Energy & Environment
- Forestry
- Roads
- Food for Peace (Pl. 480)
PROPOSED ORGANIZATION OF THE USAID/KENYA EXECUTIVE OFFICE

EXECUTIVE OFFICER*
   / Secretary

DEPUTY EXECUTIVE OFFICER* (PERSONNEL)
   • Senior Personnel Assistant
   • Personnel Assistant
   • Clerk/Typist

COMMUNICATIONS OFFICER*
   • Mail/Distribution Asst.
   • Mail/Distribution Asst.
   • Reproduction Clerk
   • General Clerk (2)

GENERAL SERVICES OFFICER*
   / Secretary

ASS'T. GENERAL SERVICES OFFICER*
   • General Services Specialist
   • Procurement Assistant
   • Jr. Procurement Assistant
   • Customs & Shipping Clerk
   • Clerk
   • General Services Asst.
   • General Services Asst.
   • Receptionist/Teleoperator

ASS'T. GENERAL SERVICES OFFICER*
   • Administrative Asst.
   • Work Order Clerk (Maint.)
   • General Services Asst.
   • Warehouseman
   • Warehouse Asst.
   • Jr. General Svcs. Asst.
   • Dispatcher/Motor Pool
   • Chauffeur (8)
   • Maintenance (9)
   • Custodial (5)
   • Warehouse (9)

* Denotes American personnel.
*** QUESTIONNAIRE ***

An "old established firm" - the Government of the United States of America - is seeking candidates with a high level of professional capability and aptitude to become part of the Executive Office staff of the United States Agency for International Development - Mission to the Republic of Kenya.

Candidates selected will be required to negotiate with officials of the Government of Kenya, advocates, real estate owners from all walks of life, construction contractors and the American staff of both the U.S.A.I.D. and American Embassy.

We are asking for your assistance to help us find potential staff members to whom you would give your highest recommendation. It could be one of your present employees, a friend or relative or even yourself. We are asking the following questions be answered and mailed or forwarded to:

General Services Officer
U.S.A.I.D. Mission to Kenya
P O Box 30261
NAIROBI, KENYA
PLEASE COMPLETE THE FOLLOWING QUESTIONS TO THE BEST OF YOUR ABILITY. YOU NEED NOT ENTER YOUR NAME IF YOU SO DESIRE.

Name__________________________
Address________________________
Telephone Number - Office_________ Home_________
Highest Education Level Completed____________________
Presently Employed By__________________________
Number of Years Employed________________________
My Current Salary is KShs.________________________ Month/Year

In addition, I have other allowances as follows:

__________________________________________ valued at __________ KShs. per Month/Year
__________________________________________ valued at __________ KShs. per Month/Year
__________________________________________ valued at __________ KShs. per Month/Year
__________________________________________ valued at __________ KShs. per Month/Year

Other opportunities which would attract me to a career with the U.S. Government would include:

________________________________________
________________________________________
________________________________________
________________________________________

I am interested in discussing employment with the U.S. Government, please contact me as follows for an appointment:

________________________________________

*****ONLY KENYAN CITIZENS MAY APPLY*****
The information provided will be strictly CONFIDENTIAL. A stamped and addressed envelope is provided for your convenience. Thank you.

Candidates for employment with the USAID can expect to receive the following amenities:

**Position Title:** SENIOR GENERAL SERVICES ASSISTANT

Salary will depend upon experience, however, in order to attract the type of individuals we require, we are obviously aware that we must offer at least the same or more than the salary, including benefits, presently being earned. To give you a comparison of our salary structure, the following table should assist you:
FOREIGN SERVICE NATIONAL COMPENSATION PLAN

PER ANNUM SALARY - SCHEDULE

(KENYAN SHILLINGS)

<table>
<thead>
<tr>
<th>Grade Level (FSN)</th>
<th>Salary Step 1 - Salary Step 14</th>
<th>Annual Increment</th>
</tr>
</thead>
<tbody>
<tr>
<td>FSN - 8</td>
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<td>2574</td>
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<td>FSN - 9</td>
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<tr>
<td>FSN - 12</td>
<td>181,350 - 303,030</td>
<td>9360</td>
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</tbody>
</table>

An employee, if not promoted to the next highest grade, may advance one step each year for ten (10) years. Thereafter, he may only advance one step every two (2) year until he reaches Step 14. An employee is eligible for promotion to the next higher grade level after serving one in his present grade. Employees salaries are reviewed each year and adjusted for inflation, etc. All salaries were increased 17% in 1980 and 30% in 1981.
APPENDIX III
(CONTD)

Leave Benefits are as follows:

Annual Leave - 14 days per year with 0-3 years service
- 20 days per year with 3-15 years "
- 26 days per year with over 15 years "

Sick Leave - 13 days per year

Note: These are the same for American employees

Holidays - All Kenyan and American national holidays.
(approximately 42 days per year)

Other Benefits are:

* U.S. Civil Service Retirement or N.S.S.F.

* Medical assistance for employee

* Forty (40) hour workweek Monday - Friday 0730-1615 hours (with overtime pay for any hours worked over forty)

* After 15 years of service with the United States Government, you and your family are eligible for emigration to the United States of America over and above any quotas which might be imposed.

Most of the benefits which you may be accustomed to receiving here in Kenya such as housing, transportation and others are built into the basic salary schedules.
<table>
<thead>
<tr>
<th>GRADE</th>
<th>STEP 1</th>
<th>STEP 2</th>
<th>STEP 3</th>
<th>STEP 4</th>
<th>STEP 5</th>
<th>STEP 6</th>
<th>STEP 7</th>
<th>STEP 8</th>
<th>STEP 9</th>
<th>STEP 10</th>
<th>STEPS 11-14</th>
<th>ANNUAL INCREMENT</th>
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<td>1</td>
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<td>256,230</td>
<td>265,590</td>
<td>274,950 - 303,030</td>
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</tr>
</tbody>
</table>

Note: Steps 1-10 require one year in each step.
Steps 11-14 require two years in each step.

For use by Emb, U.S.A.I.D., ICA, VOA, Peace Corps.
Prepared by: EO Aker.
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