

Republic of Liberia



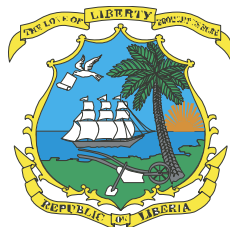
“Smaller Government, Better Service”

Civil Service Reform Strategy (2008 – 2011)

- Restructuring and Rightsizing
- Pay Reform and Pension Reform
- Improving Service Delivery
- Human Resources Management
- Developing Leadership
- Gender Equity in the Civil Service

JUNE 2008
MONROVIA, LIBERIA





Republic of Liberia

“Smaller Government, Better Service”

**Civil Service Reform Strategy
(2008 – 2011)**

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Foreword

Post-conflict Liberia has commenced renewal. Regrettably, economic recovery and reconstruction are constrained by a Civil Service that is highly incapacitated. The Civil Service is the driver of government business. As such, we cannot achieve our poverty reduction goals without a reinvented Civil Service.

This reform strategy presents a roadmap that is capable of re-inventing the Liberian Civil Service. The shared national vision is to transform the Civil Service from an ineffective and inefficient entity to a competent, professional, and motivated Service that is an effective instrument of sustainable human development.

On account of the mediocre performance of the Civil Service in recent times, our people have lost confidence in the Government to meet their needs. We must, therefore, restore this confidence. I am, thus, gratified that, given our recent experiences, the new Civil Service that we seek to create will be transparent and accountable to the people. The de-politicization and professionalism of the service as envisioned in this Strategy is a laudable entry point to the evolution of a new culture of “work and forward-looking accountability”.

I thank the Civil Service Agency and all of our stakeholders that have worked tirelessly to produce this Strategy. I particularly pay tribute to our friends in the international community, particularly the British Department for International Development and the World Bank for their contributions in the achievement of this feat.

My Government calls on the continued partnership of the international community, the commitment of ministries and agencies, and the goodwill of our people to support the expeditious implementation of this Strategy. After 160 years of existence in an environment of low human development, we have no choice, but to now forge ahead towards modernizing our Civil Service to energize the rebuilding of our war-torn society. My administration has provided ample evidence that positive changes are possible and that Liberians, working together in harmony, can make them happen.



A handwritten signature in black ink, which appears to read "Ellen Johnson Sirleaf".

Ellen Johnson Sirleaf
President
Republic of Liberia

Preface

Fifteen years of conflict has destroyed the Civil Service. The modicum of a merit-based, Civil Service system prevailing in Liberia has been ruined. During the war years, Civil Service standards, policies and procedures were ignored. A large number of unqualified persons were recruited in the Service largely on the basis of allegiance to the various warring factions that persecuted the armed conflicts. Liberians acquiesced to this situation as a trade-off between conflict and peace. But even before the conflicts, the Service had begun to deteriorate on account of recruitment, placement and promotion being based on ethnicity, partisanship and social contacts. The conflicts only worsened the situation.



However, there is a window of opportunity here! Our post-conflict reconstruction does not only provide an avenue for restoring the Service and rebuilding its capacity. More fundamentally, it provides a chance to modernize the Service in line with international “best practices” adapted to our conditions. The creation of a professional Civil Service is the key to the effective and efficient implementation of the government’s reconstruction and reform programs. This is the motivation for the development of this Civil Service Reform Strategy.

This strategy contains an over-arching vision of the reforms to be carried out; strategic objectives to be achieved; reform components with their strategic directions; implementation arrangements, milestones and action plans; costs; and monitoring and evaluation mechanisms. The Strategy contains six key orientations:

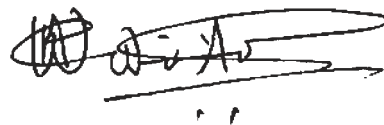
- **Re-structuring and Right-sizing:** Establishing a lean, effective and efficient central government bureaucracy primarily dedicated to policy-making, regulation and monitoring and evaluation, while decentralizing implementation to sub-national levels and limiting the role of the government by outsourcing a number of services to non-state actors through strengthened public-private partnerships.
- **Pay and Pension Reforms:** Putting into place a compensation regime of policies, remuneration and incentives that attracts, retains, and contributes to the motivation of civil servants to diligently perform their roles and responsibilities; as well as implementing a pension scheme that ensures that retired civil servants are paid decent post-service benefits;
- **Enhancing Service Delivery:** Improving service delivery by valuing the public as customers and focusing on their needs while strengthening the quality of services and expanding access to all segments of the population.
- **Human Resources Management:** Managing a government workforce through the fair and consistent application of modernized Civil Service laws, policies and regulations

for the recruitment, development and utilization of civil servants in the effective and efficient implementation of the functions of ministries, agencies, and autonomous commissions. Human resource management will be further strengthened, through the installation of a state-of-art Human Resource Management Information System (HRMIS) based on biometric technology.

- **Leadership Development:** Developing executive managerial and technical leadership capacity in the Civil Service to lead change and implement the government's reconstruction and reform agenda.
- **Gender Equity:** Instituting measures in Civil Service institutions that increase involvement of women, at all levels, in decision-making.

I would like to thank all of our stakeholders: government ministries and agencies, civil servants, civil society institutions, non-governmental organizations, the private sector, and our collaborating partners, for having partnered with us in the development of this Reform Strategy. My special gratitude goes to the British Department for International Development and World Bank for their financial and technical assistance in this endeavor. Special commendation goes to the Civil Service Capacity Building (CISCAB) for coordinating the efforts.

I call upon all stakeholders to reach into their inner recesses, mobilize their best resources and work assiduously with us in implementing this strategy.



C. William Allen, Ph.D.
Director-General
Civil Service Agency

Acknowledgements

From the beginning, the public, government institutions, civil servants and representatives of civil society and private sector organizations and Liberia's development partners have all shown enthusiasm and a willingness to support the effort of the government in revitalizing the Civil Service of Liberia. The Civil Service Agency (CSA) and the Government of Liberia extend deep appreciation to all the stakeholders who contributed their time and ideas to the development of this Civil Service Reform Strategy.

The government acknowledges the financial contribution of the UK's Department for International Development (DFID) and the World Bank, towards the development of this seminal document.

Finally, the Government is pleased to recognize the technical support of the Civil Service Capacity Building Project (CISCAB), which facilitated the development of the strategy, working with the CSA, and all partners and stakeholders in Civil Service Reform in Liberia.

Acronyms

AM	Assistant Minister
CBO	Community-based Organization
CISCAB	Liberia Civil Service Capacity Building Project
CISPIF	Civil Service Performance Improvement Fund
CS	Civil Service
CSA	Civil Service Agency
CSC	Civil Service Commission
CSR	Civil Service Reform
CSRD	Civil Service Reform Directorate
CSROP	Civil Service Rural Outreach Program
DDG	Deputy Director General
DFID	Department for International Development (UK)
DG	Director General
DM	Deputy Minister
FMTF	Financial Management Training Program
GC	Governance Commission
GoL	Government of Liberia
HR	Human Resources
HRM	Human Resources Management
HRMIS	Human Resources Management Information System
ICT	Information and Communication Technology
IMC	Inter-Ministerial Committee
IRC	Internal Reform Committee
JPOP	Junior Professional Officers Program
LIPA	Liberia Institute of Public Administration
LRDC	Liberia Reconstruction and Development Committee
M&E	Monitoring and Evaluation
MACs	Ministries, Agencies, and Commissions
MCSS	Monrovia Consolidated School System
MoD	Ministry of Defence
MoF	Ministry of Finance
MoL	Ministry of Labor
NASSCORP	National Social Security and Welfare Corporation
PAO	Principal Administrative Officer
PPME	Policy, Planning, Monitoring and Evaluation
PRS	Poverty Reduction Strategy
TOKTEN	Transfer of Knowledge Through Expatriate Nationals
UNDP	United Nations Development Program
UNMIL	United Nations Mission in Liberia
WB	World Bank



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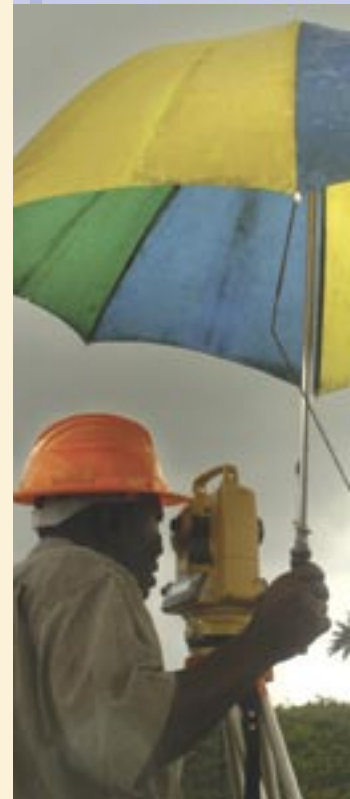
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Executive Summary

Introduction, Background, Context

After fifteen years of armed conflicts, Liberia has embarked on reconstructing her war-damaged country. A Poverty Reduction Strategy (PRS) has been developed and is directing efforts towards addressing the interlinking problems of illiteracy, unemployment, poverty, and conflict. The PRS has four pillars: Expanding Peace and Security; Revitalizing Economic Activities; Strengthening Governance and the Rule of Law; and Rebuilding Infrastructure and Providing Basic Services.

The Civil Service is paramount to the implementation of the PRS and meeting its poverty reduction objectives as well as achieving Liberia's millennium development goals. Regrettably, protracted conflicts have reduced the Service to an ineffective and inefficient instrument that is incapable of delivering the national development agenda. To arrest this critical situation, it has become necessary and urgent to reform the Service and rebuild the capacities of its institutions.

Within the context of the above, the Government of Liberia (GoL) has undertaken the preparation of this Civil Service Reform Strategy (CSRS) to direct the reinvention of the Service. An extensive participatory process of consultations, including searches for international "best practices", was employed in the undertaking. The document coherently organizes on-going and pipeline activities into an integrated national program of change for the Service.

Civil Service Reform (CSR) is a long-term process and Liberia is committed to this end. However, given the enormous work to be done, sequencing and phasing are essential. Accordingly, Liberia will implement this CSRS over the short-to-medium term of three years (2008 – 2011), focusing primarily on stabilizing and retracting the decline of the Civil Service system and laying the foundation for its modernization.

Visions, Goal, Objectives

National Vision

"A nation that is peaceful, secured and prosperous, with democratic and accountable governance based on the rule of law, and abundant economic opportunities for all Liberians" (PRS 2008).

Reform Vision

A robust, professional and adequately compensated Civil Service that effectively and efficiently delivers high quality services to the people aimed at improving and sustaining their quality of life.

Reform Goal

To enhance the quality of life of the people on a sustained basis by creating a competent government public sector workforce that will be responsive, effective, and efficient in achieving the national development agenda of reconciliation, poverty alleviation, and making progress towards the achievement of the Millennium Development Goals.

Strategic Objectives

To achieve the visions and goal set out above, the Government seeks to realize the following objectives through the Civil Service Reform Strategy:

- **Restructuring and Right-sizing:** A lean government in which mandates and functions of ministries and agencies are clarified, organizational structures rationalized and staffing configuration and competencies are appropriately aligned.
- **Pay and Pension Reforms:** A compensation package that attracts, retains and contributes to the motivation of civil servants to be productive in the implementation of their roles and responsibilities and properly rewarded upon retirement.
- **Improving Service Delivery:** Increased and strengthened quantity of public services to the population through a delivery mechanism that values the public as customers and focuses on their needs and expectations.
- **Human Resources Management:** A competent and professional Civil Service that meets the manpower needs of the Government in delivering its development programs.
- **Leadership Development:** A strong managerial leadership capacity in the Civil Service to enhance institutional performance, particularly in policy management and service delivery.
- **Gender Equity:** Gender-sensitive institutions that provide equal access of opportunities to men and women at all levels of the Service and protection of all employees against sexual discrimination and harassment.

Reform Components and Strategic Directions

This strategy comprises six key reform components. These components, working in concert with one another, are expected to achieve the reform vision and objectives established. The components and their strategic directions are as follows:

1. Restructuring and Rightsizing

- **Realign Ministries' Portfolios:** Clarifying the mandates of ministries, removing overlaps, and establishing new strategic directions.
- **Conduct Organization and Efficiency Reviews:** Establishing appropriate organizational structures and aligning staffing and skills mix with new designs.
- **Develop a Framework for Depoliticizing the Service:** Reduce the layers and the number of political appointments in ministries and agencies.
- **Create Policy Development Functions:** Establishing and mobilize as a matter of priority, strong policy, planning, and research functionaries in ministries and agencies.

- **Implement a Redirected Workers Program:** Designing and implementing a post redundancy program that includes training, counseling, micro-credit facilities and honorable discharge for redundant workers.

2. Pay and Pension

- **Conduct a Diagnosis of Pay Arrangements:** Review the grading system, reassess allowances and benefits, and conduct a comparative pay survey.
- **Prepare a Medium-term Pay Strategy:** Map out a medium-term plan that sets out concrete actions to be implemented with costs and financing arrangements.
- **Develop New Job-Classification System:** Prepare a well-defined national job-classification system with corresponding salary and benefit scales.
- **Review Pensions and Reassign Pension Administration:** Develop a forward-looking framework, that clearly defines the roles of CSA, MoF and NASSCORP, and enhances coordination for managing pensions.

3. Improving Service Delivery

- **Develop Programs to Change Attitudes and Work Practices:** Sensitize civil servants to see the public as the central focus and relevance of their work.
- **Design Public Services Around Public Wants and Needs:** Conduct customer assessments and impact surveys to determine views, perceptions, demands, and needs of the population.
- **Develop Service Standards:** Ensure that all service-providing entities set and publish standards for the kinds, levels, and quality of services they will provide.
- **Organize and Build Capacities for Effective Service Delivery:** Undertake capacity assessments and develop programs to enhance institutional capacities in service delivery.
- **Increase the Use of Modern Technologies in Civil Service Work Processes and Culture:** Conduct a system-wide assessment of the state of technology and develop a technology for digitizing the workplace.
- **Decentralize Service Delivery:** Progressively increase access to Civil Services, particularly for the under-served and un-served, especially for those residing in rural communities.
- **Strengthen Organizational Performance Management:** Lay the foundation for assessing institutional performance against each agency's contribution to the achievement of the national vision, national development plan, and sectoral development plans.

4. Human Resource Management

- **Re-establish Discipline and Control:** A framework that ensures that all ministries and agencies seek approval for human resource issues from the CSA and the implementation of a computerized HRMIS integrated with the payroll.
- **Adopt and Implement Progressive HR Policies:** The development and implementation of HR policies that cover the Civil Service employee life-cycle, from recruitment to termination.

- **Strengthening Institutional Arrangements:** Clarifying roles of the CSA and ministries and agencies with regard to human resources management, including training, in the Service and enhancing coordination in this respect.
- **Develop a Framework for the Training of Civil Servants:** Preparing a training policy for the continuous education, development and human capacity development of civil servants.
- **Revise the Regulatory Framework:** Review and improve the enabling Civil Service legislation to clarify and strengthened the role of the CSA in human resources management, as well as Standing Orders and Handbooks to make them more current and linked with international best practices.

5. Developing Leadership

- **Professionalize the Civil Service:** introduce the position of a permanent career head within each ministry and agency which will only be filled by persons on a professional career path in the Service.
- **De-politicize the Top of the Civil Service:** Limit political appoints to the level of Deputy Ministers and above, and convert the post of Assistant Ministers to a Civil Service designation.
- **Provide Accelerated Leadership Training:** Design and institutionalize a Management Development Program, for both senior and middle level managers;
- **Integrate and Ensure the Sustainability of SES and Associated Programs:** review and refocus, develop sustainability strategies, and use these programs as foundations for professional middle and senior leadership cadre in the Service;
- **Recruit More Young Talents into the Service:** Identify and attract potential leaders from among young college graduates and employ them as management trainees using various programs;

6. Gender Equity

- **Mainstream Gender Equity:** concerns for equal opportunity of access for all, particularly for women, will ensured in the implementation of reform components.
- **Devise an Affirmative Action Program:** special programs will be designed and implemented in such areas as recruitment and selection to ensure that women access more opportunities in the Service.
- **Establish a Civil Service-wide Sexual Harassment Policy:** a sexual harassment policy will be developed and implemented to protect all Civil Service employees from workplace sexual predators.
- **Deploy Gender Officers in MACs:** Over time, gender officers will be hired, trained and deployed in ministries, agencies and autonomous commissions to assist them manage gender issues
- **Provide Special Attention for Women in Training:** Within the context of affirmative action programs, special efforts will be made to attract and deploy women for training in the Service.

Implementation

- **Establishment of an Inter-Ministerial Committee:** This will be the apex body for Civil Service reforms. The Committee will drive reforms at the highest level of the government by ensuring continuous political commitment, resource allocation, and fostering a national conducive environment for implementation. The Committee will also provide technical direction to CSR.
- **Revitalization of the CSA as the Lead Agency for CSR:** The CSA will be the center from where CSR will be coordinated. In this context, the CSA itself will be reinvigorated in the shortest possible time. Within the CSA, a unit, Civil Service Reform Directorate (CSRDR), solely dedicated to managing reforms, will be established and resourced.
- **Agency Reform Committees:** Within each Ministry, Agency and Commission, an internal reform committee will be established to lead the changes within the entity and produce the desired results being sought.
- **CSR Stakeholders' Forum:** This will be an advisory, consultative body, that will meet periodically to receive briefings on reforms implementation. It will also serve as a mechanism for receiving further inputs and building a supportive relationship between various stakeholders and securing their ongoing commitments.
- **Donors' Coordination Forum:** This will be a periodic roundtable where donors are further briefed on CSR implementation and engaged in support of CSR activities.

Cost

Total cost of the reform program contained in this strategy is approximately US \$54 million.



Part I



Context Vision Objectives

Chapter 1

Post-Conflict Renewal

Chapter 2

Civil Service Reform Context

Chapter 3

Vision, Goal and Objectives





Post-Conflict Renewal

1

“Violent conflict is one of the greatest impediments to human development. It reverses development gains, suppresses human rights and needs, and destroys all capacity for human advancement.”

- Liberia Human Development Report 2006

Transitioning from Conflict to Renewal

Liberia is transiting from conflict to renewal. For over 15 years (1990-2005), Liberia has been in conflict. Two high-intensity conflicts during this period, there have been two high-intensity conflicts which destroyed political institutions, social systems and economic infrastructure. The negative impacts of protracted armed conflicts, imposed on a society already coping with the effects of years of poor governance, has pushed Liberia into a compound and complex development situation.

Social capital including trust, unity, and solidarity between citizens and groups, remains low. There are many vexing social and economic issues to be attended. Unemployment is widespread at approximately 85 percent of the labor force of about one million (*GOL/UN/WB Joint Needs Assessment Report, February 2004*). Poverty is pervasive; approximately 76.2 percent of our people live in dire poverty on less than US\$1 per day, while another 52 percent lives in abject extreme or absolute poverty on less than US\$0.50 per day (*UNDP, Poverty Profile of Liberia, 2001*).

Liberia's post-conflict reconstruction and recovery needs are many and each enormous. There are the challenges of: human capacity development; rebuilding of decimated political institutions; rehabilitation of destroyed social and economic infrastructure; resettlement of returnees and displaced persons; reactivation of agricultural production; reinventing national security and shoring-up political stability; attracting private capital; reducing illiteracy, unemployment and poverty; and above all, improving the quality of life of the population.

Unfortunately, there is currently a stark lack of national capacity: human capital is low on account of brain-drain occasioned by conflicts and the lack of educational opportunities during the war years. Public finances, although rapidly growing, are still generally less than 50 percent of the annual budgets of the 1980s. While debt relief is on the horizon, the national debt stands at approximately US \$3.5 billion. This is above the sustainability threshold.

Liberians are determined to meet these challenges. Accordingly, we have embarked on a number of measures to rebuild national capacities in support of our recovery and reconstruction programs. One of these efforts is the reform of the Civil Service, that core mass of the public service that is primarily charged with the responsibility of achieving national development goals and objectives.



This document presents our Civil Service reform agenda to rebuild and create a new society for all Liberians. It will inform, guide and direct the Government's Civil Service reform activities over the next three years. It represents our collective will and action plans for dealing with fundamental weaknesses in the structures, processes, human capacity and performance of the administrative institutions of government. The three-year action plan is deliberately structured to coincide with the timeframe of the Government's Poverty Reduction Strategy (PRS) 2008-2011.

Poverty Reduction Strategy (PRS)

Liberia is bent on consolidating and enhancing the hard-won peace we have enjoyed since 2003. As such, the Government has recently completed a national consultative process to develop a comprehensive Poverty Reduction Strategy (PRS) that will lay the foundation for sustained and shared growth, poverty reduction and progress towards meeting the Millennium Development Goals (MDGs) over the next three years. The PRS has been developed around four key Pillars:

Expanding Peace and Security: The absence of professional national security agencies has been a major problem in national life. Security forces, particularly in the recent past, have been loyal to the leaders rather than the people. In certain cases, there has been state-sponsored violence against the people. To address this problem, the PRS calls for restructuring the security forces and reorienting them to protecting the people, their human rights and maintaining the peace.

Revitalizing the Economy: As a result of the protracted conflict, Liberia's economy completely collapsed. Under this Pillar, the PRS identifies actions the Government will take to jump-start and rebuild confidence in the economy as a means of attracting private capital for economic innovation, investments and productivity.

"Good governance and the Rule of Law constitute a fundamental cornerstone of our reform agenda

President Sirleaf

Strengthening Governance and Rule of Law: Liberia’s governance systems, including the rule of law, have been notoriously weak. Protracted conflict has exacerbated the situation. Under this Pillar, the PRS has established measures to strengthen governance arrangements and systems to allow greater participation of the people in the affairs of government, promote transparency and accountability in the actions of government, as well as undertake judicial sector reforms and capacity building.

Rebuilding Infrastructure and Providing Basic Services: Liberia’s social and economic infrastructure (roads, electricity, water, schools, and health facilities) have been severely limited and were not adequately maintained. The war damaged or destroyed these facilities either directly by the fighting or through looting by individuals in search of the “spoils of war”. This has reduced both the reach and quality of needed social services to the people. Under this Pillar, these facilities—and especially roads, a key priority—will be rehabilitated and the provision of basic social services expanded and accelerated.

The Role of the Civil Service in Governance

In revitalizing the governance systems decimated and degraded by years of conflict, the role of the government is critical. The Civil Service forms the main machinery of the government. For an effective government, the Civil Service must have the capacity to deliver public services and maintain the rule of law. However, the Civil Service too has been significantly weakened by the years of conflict like the rest of the governance systems. Therefore, it requires a process of thorough revitalization to be an effective arm of government. Hence, there is a need for a comprehensive Civil Service Reform Strategy.

The Civil Service Reform Strategy Development Process

The process followed to develop this Civil Service Reform Strategy (CSRS) was thorough, participatory, and respectful of the views of our citizens, unfolding over the period of more than two years:

- Toward the end of 2006, the Government prepared a preliminary paper on Civil Service Reform (CSR) for use at the Partners’ Forum held in the United States in February 2007.
- To rebuild the capacity of the Service, the Government of Liberia requested and received technical assistance from DFID and established, a Liberia Civil Service Capacity Building Project (CISCAB) in 2007. CISCAB, in addition to its capacity building mandate, was given the responsibility of supporting the CSA to coordinate the Government’s CSR program.
- The Civil Service Agency (CSA), supported by CISCAB, held extensive consultations with civil society organizations: ministries, civil servants, the workers’ union known as the Civil Service Association, and development partners.
- Consultations included a major briefing session with the President and the cabinet which confirmed the need for a Civil Service Reform Strategy. The President and her cabinet highlighted some of the key priorities that the Strategy should consider, namely, the role of the state in Liberia professionalizing the Civil Service, strengthening decentralization, improving incentives for rural workers and monetizing non-salary benefits; and

Key Messages from the Consultation Process

- Recruitment in the Service should be based on competence and opened to all Liberians irrespective of political affiliation.
- Right-sizing should not be de-facto downsizing with a political partisanship vengeance.
- Civil servants deserve better wages, fringe benefits and other incentives.
- Human capacity development such as training and refresher courses should be provided on a continuous basis.
- The workplace should be improved, including the provision of reliable power, water, and telecommunications, as well as tools, logistics, and supplies.
- There should be fairness in the provision of allowances to employees.
- Women's participation in decision-making, particularly at the directorate level, should be increased.
- Political influence and interference in the work of the Civil Service should be reduced.
- Service delivery to the population should be peoples' friendly and services should be accessible to all regions of the country.
- The Civil Service should be technology based and civil servants should be computer literate.

- The CSA, convened a stakeholders' consultative forum on 27 September 2007 to solicit initial ideas toward the development of a strategy document. This meeting generated substantial consensus around the issues and the need to move forward with the development of the Civil Service Reform Strategy.

The CSA, assisted by the CISCAB team and two World Bank-funded consultants, conducted further consultations with key ministries and their Ministers, Civil Service workers in a one-day workshop, and developed the plans for a national consultative workshop.

- The President and members of her Cabinet participated in a two-day National Consultative Workshop on CSRS development on 29-30 January 2008. The forum brought together a wide spectrum of stakeholders (civil servants, private sector, NGOs, government, and donors), who deliberated the relevant issues and advanced recommendations.
- The workshop was followed by a one-day technical debriefing for Liberian facilitators and foreign technical experts, in which the inputs of the national consultative workshop were organized, reviewed, and interpreted to inform the drafting process.
- The draft strategy was circulated to all stakeholders for comments and further consultative meetings were held on key issues as required to finalize the document; and
- The final draft was submitted by the CSA to the President and Cabinet for approval and implementation.

As a result of the above process, this strategy document represents our collective thinking and the achievement of wide consensus on the issues, programs and expected results in reforming the Civil Service. In conformity with a new political tendency permeating the society, we urge the continuous involvement and commitment of Liberians to working in concert to transform the Civil Service into a productive instrument of national development.



Civil Service Reform Context

2

“It is an open secret that the Civil Service is in a deplorable state... Capacity and morale have been low and consequently the Service has been both ineffective and inefficient. ... The Civil Service, with its bureaucracy and technical skills and competencies, is at the heart of government business. It is in this context that the structure, policies, operations and orientation of the Civil Service should be reformed.”

- President Ellen Johnson Sirleaf,
CSR Strategy Development Workshop, 2008)

Imperative for Reforms

There is national consensus that the absence of good governance has been Liberia's fundamental problem. Despite abundant growth potential, bad governance has occasioned low human development. In 2005, our people's average life expectancy at birth was 44.7 years; under-five mortality was 235/1,000 live births; net primary school enrollment was 66 percent; the proportion of under-nourished in the population was 50 percent; and only 61 percent had access to an improved water source. All of these development indicators place Liberia at the low end of the human development index of the world (*UNDP's Human Development Report (HDR), 2007/2008*). This is unacceptable considering that Liberia, as a nation state, is over 160 years old and rich in natural resources.

Accordingly, governance reforms have become a key thrust of Liberia's reconstruction and poverty reduction agenda and the way Liberians manage their political, economic and social life must change. Liberia's reconstruction process will ensure that old structures, systems and practices of governance undergo fundamental changes that empower and improve the quality of life of the people.

The President has called for a profound change in attitudes across our society, one with a new emphasis on self-reliance and hard work, entrepreneurship and private sector-led growth. Changes in governance will reflect these changes in attitudes; CSR is but one part of the wider effort to get Liberians to stop thinking of the Government as the main source of jobs and income.

In appreciation of both the necessity and urgency for reforms, the Liberian Government has established a Governance Commission (GC) to provide leadership to the national reform efforts. The agenda for reforms as set out by the Commission is holistic, including national identity and visioning, judicial reforms, land reforms, security sector reforms, decentralization, and the public sector reforms of which CSR is a major part.

Particularly, CSR in Liberia will seek to ensure and enhance the presence of the government in all regions of the country through various processes of promoting merit, and fostering excellence in service delivery.

Composition of the Civil Service

The distinction between the “public service” and the “Civil Service” can be confusing, but the 1973 Act establishing the CSA explicitly defines the Civil Service as comprising the entire body of employees in the civil administration of the country, excluding elected and appointed officials, and military and security personnel. Unlike some other countries, Liberia’s Civil Service includes teachers and health workers. As in January 2008, the Service had 34,800 persons which accounts for approximately one percent of Liberia’s population which is estimated at 3,442,000 (2007/2008 UNDP HDR). Of this total number of personnel, the Ministry of Education and the Monrovia Consolidates School System (MCSS) had 13,245 persons; Ministry of Health (MoH) 2,596; and Ministry of Internal Affairs (MIA) 4,900.

The monthly personnel payroll of the Government, including civil servants, was US\$2.3 million in FY 2007/2008. This includes basic pay for all public servants and allowances for middle and senior level officials. The annual personnel payroll amounts to 34 percent of the fiscal 2007/2008 National Budget. In real terms, this amount is an understatement considering the significant amount of non-wage compensation, such as gas coupons, that are given to government officials (*Minister of Finance, Civil Service Reforms Strategy National Consultative Workshop, January 2008*).

Issues and Challenges

The CSR is a means to an end. The Civil Service is the main machinery of government. Success and failure in meeting national development goals and objectives are intricately linked to the capacity of the Service to work well. A properly functioning Civil Service is thus both a necessary and sufficient condition in meeting Liberia’s hopes and aspirations as articulated in our PRS.



Public Service

- Providing services to people that people EXPECT to receive, with no interruptions.
- Service rendered in the public interest

Regrettably, our Civil Service is seriously wanting in many respects. The 1973 Act established the Civil Service Agency, the entity that manages the Civil Service, as a personnel recruitment and classification outfit of government. The 1986 Constitution provides for a Civil Service Commission (CSC), which has never been established.

The quality of the Civil Service is a major constraint within the Liberian Civil Service. While the quantity of personnel seems appropriate, the war has left us without enough people with the requisite skills, competencies (knowledge, abilities, experiences) and attitudes to deliver responsive, effective, and efficient services to the population.

By design, the system has a significant overhang of political appointees whose responsibilities overlap with the functions of professional civil servants. Unlike most countries, whether Western or African, the Liberian Civil Service is a shallow institution, reaching only to the level of Director and subsumed under four layers of political appointees (Minister, Deputy Minister, Assistant Minister and in some cases, Director General). This structure limits decision-making authority, responsibility and accountability that would normally accrue to civil servants in a bureaucratic and permanent arm of a government.

The Civil Service has historically been built on an American-style public administration infrastructure. Over time, however, the Service has evolved a patronage culture that values loyalty over performance, informal relationships over chain-of-command, illusory consensus-building over critical thinking, and acquiescence over analysis and competition of ideas. Concepts of merit, independence, performance-management, transparency, accountability, and other tenets of a modern and viable Civil Service remain lacking. Consequently the Civil Service has never built the needed policy-making infrastructure, nor produced the required enabling environment, nor rendered the quality of services that lead to sustainable human development.

Put simply, the Civil Service is distressed. Most agencies are dysfunctional. At the system level, there is a failure in the policy environment occasioned by a weak policy formulation and implementation capacity. At the institutional level, mandates and functions overlap, organizational and operational structures are inappropriate, systems and procedures unwieldy and cumbersome, working environments non-enabling, and work ethics poor. At the individual level, many civil servants are de-skilled and de-motivated. Most have had no opportunity for training, personal development or access to innovations that would help them to perform better. As such, they have lost skills even in areas in which they once had competence. Most are computer illiterate and lack access to modern office equipment.

Additionally, compensation and incentives have been inadequate, with significant effects on motivation. The Service remains bridled with the perennial problems of “ghost workers”,

tardiness, absenteeism, corruption, low barriers to entry, low wages, and low productivity. Additionally, human resources systems, polices and management practices are outdated.

The capacity of the CSA that is responsible for managing human resources in the Government and leading reforms of the Service is itself weak. The Agency lacks a number of critical functions required of a body responsible for human resource management (HRM). The processing of Personnel Action Notices has become the Agency's dominant activity. However, modern HRM goes beyond this function to include the provision of advice to the Government on compensation, benefits, conditions of service, human resource development, and improvement of service delivery and productivity.

Finally, there is the absence of an overall public sector decentralization policy and strategy. This creates a huge challenge for reforming the Civil Service, particularly in the area of service delivery. Without a framework for the decentralization of governance, visions and plans for improvements in the delivery of public services at the local levels, where most of the people reside, will be nothing more than setting illusionary targets. Decentralization will allow the people to participate in the process of governance and strengthen our responsiveness to their needs. It is required as a central focus of for driving and influencing the success of the reform of the Civil Service.

As it currently stands, the Civil Service is hardly capable of making meaningful contributions to Liberia's agenda of reconstruction, poverty reduction, and achieving the MDGs. Reform of the Service is thus imperative and urgent if Liberia is to make any progress in reversing the negative impacts of widespread poverty, protracted conflict, and prolonged years of underdevelopment.

Current Reform Initiatives

Following the 2005 elections, we were prompt in identifying the issues facing the Civil Service, as outlined in this chapter. In the last three years, we have implemented, and continue to implement, a number of responses to tackling them. These initiatives, which are yielding positive results, have included:

- Work in progress on the development of a National Decentralization Strategy by the GC and the Ministry of Internal Affairs;
- Decentralization of the CSA;
- Senior Executive Service (SES);
- Pension Reform;
- HR Management Information System;
- Right-sizing Program;
- Financial Management Training Program;
- Capacity Building for Economic Management;
- Scott Family Liberia Fellows Program;
- Transfer of Knowledge Through Expatriate Nationals (TOKTEN); and
- CISCAB

Implications for the Proposed Civil Service Reform

Important conclusions can be drawn from this list of initiatives. It is evident much important work has been done already and that this CSRS document does not exist in a vacuum. Indeed, we are fully aware that our success in the future will greatly depend on how well we draw on the lessons of these initiatives and other recent reform efforts in other areas. The following are some of the important lessons:

- In many cases our efforts have received favorable assessment by those who have reviewed them. This offers strong hope that genuine change is indeed achievable;
- At the same time, most of the initiatives have been focused on the underlying capacity problems, which further emphasizes the issues we face in the current effort to re-build and re-invigorate the Civil Service;
- The various initiatives have been, understandably, developed in largely piecemeal, problem-specific and reactive fashion. While this approach was inevitable in the immediate aftermath of a protracted civil conflict, the limitations have become increasingly evident, notably in the area of pay and compensation;
- The Liberian environment is dynamic and any search for long-term solutions must come to grips with this reality;
- The Civil Service cannot be treated in isolation, and its reform must be complemented by programs targeted at other aspects of its dynamic environment. We must work with and build appropriate linkages with other initiatives and relevant players ;
- Liberia's record of success with public sector reforms is not pleasing. Public sector reform efforts in Liberia started in 1909 when the United States appointed a Special Commission to support the Liberian Government. Since then, Liberia has implemented a number of reforms but mostly with limited success; and
- Lastly, continuity of donor support is critical to program success, particularly of programs that have long-term implications.

This comprehensive CSRS is our logical entry point for action. The purpose of the strategy is to knit together many disparate reform activities into a focused effort. The strategy is intended to provide a roadmap to guide the development and implementation of various components of the CSR. It provides a framework in which current and upcoming reform efforts are integrated and coordinated. The strategy describes the vision, goals and objectives of the reforms to be undertaken, identifies the issues to be attended and the programs to be developed around the key issues. It also sets out a management framework for implementation that will help us to achieve the desired reform goals and objectives.





Vision, Goals and Objectives

3

“Capacity building, development and peace-building in Liberia must be linked to a shared national vision.”

Liberia Human Development Report 2006

National Vision

The 2008-2011 PRS provides us with the vision of “*[a] nation that is peaceful, secured, and prosperous, with democratic and accountable governance based on the rule of law, and abundant economic opportunities for all Liberians [and the improvement of their quality of life] .*”

Civil Service Reform Vision

Reflecting the importance of the Service to realizing the national vision, the vision for the reform effort is: “*A robust, professional and adequately compensated Civil Service that effectively and efficiently delivers high quality services to the people aimed at improving and sustaining their quality of life*”.

Redefining the Role of the State

- The failure of past Liberian governments to be all things to all people have forced a fundamental question upon the citizens in our post-war context: what is the role of the State in Liberia?
- The consensus is to seek to create a streamlined role for the Government, one that would make it leaner and more effective at delivering services, where the tasks undertaken by the State are chosen on the basis of best serving the populace.
- The Government will continue to improve its performance in the traditional roles in the areas of defense and national security, foreign affairs, fiscal and monetary policy, natural resources management, infrastructure and economic development. In these areas, the Government shall strive to meet the needs of the populace through an increasingly people-centered management philosophy.
- What has become imperative for change, however, is that the Government is performing too many functions that are best suited for other actors in society. In divesting functions that are better delivered by other actors (private sector, civil society etc.), the government should in turn, strengthen its capacity to develop the regulatory architecture and policy, facilitate flow of information and enable competition.
- The Government shall encourage and promote strengthened partnerships with the private sector and non-governmental organizations (community-based and faith-based groups and civil society organizations) outsourcing services for which these actors have better capacity than the Government to provide. Accordingly, the Government shall forge public-private partnerships (PPP) in some sectors.

Reform Goals

Enhancing the quality of life of the people on a sustained basis is the national mission. Accordingly, the ultimate goal of reforming the Civil Service is *the creation of a competent government public sector workforce that will be responsive, effective, and efficient in achieving the national developmental agenda of reconciliation, poverty alleviation, and making progress toward the MDGs*. This requires the establishment and maintenance of a Civil Service of the size, competence, incentives and work culture needed to deliver quality public services, implement Government programs, and execute the diverse functions assigned to the State.

Objectives

To achieve the vision and goals set out above, the Government seeks to realize the following objectives:

- **Restructuring and right-sizing** – A lean Civil Service architecture in which mandates and functions are clarified, institutional structures rationalized, and approximate staffing configuration and skills and competencies aligned;



- **Pay reform:** A compensation package that attracts, retains and contributes to the motivation of Civil Service employees to be productive in the implementation of their roles and responsibilities;
- **Improving service delivery:** Increased and strengthened quantity of public services to the population through a delivery mechanism that values the public as customers and focuses on their needs and expectations;
- **Human resources management and development:** A competent and professional Civil Service that meets the manpower needs of the Government in delivering on its development plans;
- **Leadership development:** A strong managerial leadership capacity in the Civil Service to enhance institutional performance, particularly in policy management and service delivery; and
- **Gender equity:** Gender-sensitive institutions that provide equal access of opportunities to men and women at all levels of the Service and protection of all employees against sexual discrimination and harassment.

In the following chapters, we detail a discussion of each of the reform components, elaborating on the vision envisaged for each component, the objectives, the challenges confronting us in each area, what we have done so far, and most importantly, what we plan to do over the next few years. Besides the above six reform components, a key priority of the Government of Liberia over time will be to develop a Civil Service that values diversity and equality through adequate representation of people from various ethnic, religious and linguistic backgrounds and people with disabilities.

Part III



The Strategy

Chapter 4:
Restructuring & Rightsizing

Chapter 5:
Pay & Pension Reform

Chapter 6:
Improving Service Delivery

Chapter 7:
Managing Human Resources

Chapter 8:
Developing Leadership

Chapter 9:
Gender Equity in the
Public Service



Restructuring and Rightsizing

4

“As we commence the process of national renewal after fifteen years of conflict, the role of the Civil Service will be crucial. This is why Civil Service Reform is among the major issues on my Government’s poverty reduction agenda. Reconstruction of our war-damaged country will be highly dependent on the quality of our Civil Service.”

- President Ellen Johnson Sirleaf, CSR Strategy Development Workshop

Vision

A small, effective and efficient Civil Service that is responsive to the needs of the citizens, one in which the roles and responsibilities of the State are clearly defined and streamlined to place more focus on policy-making, regulation, and guidance-giving, rather than trying to be all things to all people; where the Government delivers only those services that other actors cannot or will not adequately provide; where private and non-governmental actors are active partners in meeting public needs.

Objectives

To achieve the above vision, the Government shall pursue the following objectives in the review and rationalization of mandates and functions of government ministries, agencies, and autonomous commissions:

- Align the portfolios of ministries with the core functions of government and the national strategy for the reconstruction and development of Liberia;
- Rationalize the governance arrangement of Ministries, Agencies and Commissions (MACs) with clearer and more focused mandates and functions in which there are no overlaps, duplications and inconsistencies;

Principles of Restructuring and Rightsizing

- **Lean government:** A small government architecture that undertakes policy-making, regulation, monitoring and evaluation at national level, while de-concentrating implementation to sub-national levels, autonomous created bodies, and non-state actors.
- **Flat organizational structures:** Reduced political management layers in the structure of government ministries and agencies and a staffing pattern with the appropriate skills mix relative to core institutional functions.
- **Public-Private Partnerships:** Increased and strengthened collaboration, in varied forms, between the Government and non-state actors in the delivery of social and economic goods and services to the population.



- Create leaner organizational structures for MACs, with fewer layers of management, especially layers of political appointees;
- Right-sized institutional personnel quantities with appropriate skills and competencies to do their jobs; and
- Empowerment of retrenched workers with a re-direction and other exit support mechanisms.

Issues and Challenges

Governments are no longer expected to be the sole provider of services. In countries around the world today, private sector and NGOs (faith and community-based institutions and other civil society organizations) provide a wide range of services. Recognizing the efficiency gains from this kind of decentralization of functions, the Government is increasingly moving away from implementation and service-delivery to a role of policy-making, regulation, and guidance. It is thus becoming urgent that they clearly define and

delineate the roles the State can best play and identify those functions that the State will abandon or outsource to other actors in society. In order to realize our vision of a smaller, more effective and more efficient government, we must take stock of our current problems:

- Irrational structures of Ministries and Agencies: Liberia largely follows the North American model of governance. However, Liberia is small physically and demographically, and being constrained by a stark lack of financial and human capacity, it does not need an elaborate structure to deliver government services. Current structures have too many management levels and are top-heavy with too many Ministers, Deputy Ministers and Assistant Ministers each overseeing too few technical assignments. For example, a ministry often has (i) a Deputy Minister for Administration; (ii) an Assistant Minister for Administration; and (iii) a Director either of Administration or Personnel;
- Functional overlaps across Ministries and mission creep: A review of the mandates, functions and structures of various ministries and agencies by the GC suggests that responsibilities currently undertaken by some ministries and agencies are unrelated to their original mandates or staff skills. It identified 38 instances of functional overlaps that make it difficult to enforce accountability. Additionally, in some institutions, operations are skewed to certain areas in the mandate at the neglect of others;
- Bloated and underperforming service: The current number of civil servants of 34,800 is not, in itself, excessive. It is approximately 1 percent of Liberia's population of 3.4 million people. However, in relations to what needs to be done and what is actually

Restructuring is Possible: Experience of Liberia's Ministry of Defense

Plan

- Based on an assessment of the ministry, a plan was developed that brought logic to the mandate, functions and structure of the ministry.

Starting anew

- All personnel were made redundant to enable the new authorities re-organize the ministry.
- Redundancy was carried out with payments of severance packages.

Staffing of new MoD

- Employees, including some former workers, (both civilian and military) were re-recruited and placed in positions based on qualifications

Training

- The new employees were processed through an initial general training course, followed by Department/function specific training
- Only successful candidates were confirmed in their positions

Incentives

- A new, improved salary structure was put into place to assist motivate employees
- The work environment was enabled by renovation of the building, provision of power, equipment, materials and supplies

New Style Management

- A new management orientation of policy and planning, capacity development, and accountability was introduced through institutionalized routine meetings at various levels

Mentoring

- Foreign Advisors were recruited to energize the process, including in-housing training and mentoring of staff

Only the beginning...

- A program of continuous training and human development is in place as restructuring of both the Ministry and the Liberian Armed Forces forges ahead.

being done in many ministries and agencies, there is excess staff and very few people with adequate skills or motivation to perform their duties. In general, there is a preoccupation for processes, while outcomes and results are rarely monitored; and

- Inconsistency of nomenclature: There is a lack of conformity and uniformity in the terminology used in ministries and agencies. There is marked difference between ministries and agencies as to what constitutes a Department, a Bureau, a Division, a Section, and a Unit. Titles such as Comptroller, Chief Accountant, and Senior Accountant are not uniformly applied.

Current Efforts

Two key system-wide efforts have been underway over the last two to three years to effect the restructuring of the Government and to right-size the Service:

- The restructuring effort is led by the GC and began with the review of the mandates and functions of all MACs, a process which is still ongoing through a collaborative arrangement with CSA, supported mainly by the UNDP and other donors. However, this effort still requires a considerable amount of work and needs to be supported to conclusion; and
- Closely associated with the above review process is the right-sizing program, one of the earliest efforts of this Government to clean up the public payroll and reinvest the gains into increased salaries and benefits for civil servants. The Government has so far been able to rid the Civil Service payroll of around 9,000 “ghost” and non-essential workers, persons ready for retirement and others unfit to meet the demands of the work environment.

In addition to these two major efforts described, some individual MACs are conducting restructuring work of their own, redefining their mandates and developing new strategic directions. The Ministries of Labor and Lands, Mines, and Energy and the CSA have already completed such exercises.

Our Strategic Direction

The objectives set out above will be pursued in a phased manner. Effectiveness, or “doing the right things”, must be established first before tackling questions of efficiency, or “doing them right” and at low cost. We need to develop capacity within the Civil Service to ensure that the effectiveness and efficiency of government is subject to constant critical scrutiny.

The implementation of these strategies will center on the CSA in collaboration with GC and respective MACs. With this strategic direction in mind, the following are the main areas of deliverables:

Realign Ministry Mandates with the Functions of Government

- Develop a framework for realignment and restructuring of MACs. This framework will establish explicit criteria for determining which functions should remain with central ministries, which functions need to be added, and those which should be privatized, outsourced, delegated (to semi-autonomous departments) or abolished. It will reflect Liberia’s particular vision for the future role of the State, not an external template. And it will anticipate and inform the forthcoming decentralization policy by clarifying the basis for the vertical allocation of functions between Monrovia, counties and districts;
- Conclude agreements on the mandates of all ministries and central agencies, and their core functions, through work with the GC to complete the mandates and functions review exercise;
- Each ministry, within the prescribed framework, and working with in consultation

with the Reforms Unit, will revise its mandate and core functions; and

- Following the completion of the revisions, legislative approval will be secured to pass the revisions into law and make the new mandates and functions effective.

Conduct organization and efficiency reviews

- We will conclude the organizational and efficiency reviews in all central ministries. The scope of these reviews will be refined and expanded to include:
 - Establishing an organizational structure appropriate for the ministry's revised mandate, specifying the allocation of tasks and authority within the structure;
 - Aligning the staffing and skill requirements with the organizational structure;
 - Assessing internal coordination, communication, decision-making and administrative support processes; and
 - Examining the options for reducing expenditure and waste.
- The reviews will be carried out in a phased manner in line with the development of capacity. Ministries will be selected in accordance with Government of Liberia priorities, with preference given in the first phase to strategic ministries and agencies and key service delivery ministries. In addition, a few ministries will be given the opportunity to volunteer for the review process based on their levels of readiness;
- Desired outcome targets, such as in efficiency savings, will be established for each ministry in advance. Incentives, such as retention of savings, and extra financial autonomy, will be provided, subject to agreement with the Ministry of Finance (MoF), to encourage ministries to achieve the specified outcomes;
- The reviews will be carried out by teams comprising the staffs of the CSA, GC and ministries. Given the limited capacity in our country, international consultants will be engaged to develop and test the methodology for the reviews, determine appropriate change management arrangements, select and train the review teams, and provide support and guidance for the reviews; and
- Ministers and heads of autonomous agencies will be responsible for approving the proposals for their respective reviews and submitting an implementation plan for Cabinet endorsement.

Develop a framework for depoliticizing the Civil Service

- Based on the consensus of all stakeholders, we will reduce the layers of political appointees in the Government, subject to legislative concurrence and the passage of the appropriate legislation. The new organizational structure of ministries will not include a layer of political appointees at the Assistant Minister Level, while the number of Deputy Ministers will also be reduced. The Assistant Minister's position



will be converted to a Civil Service position, filled by a competent and skilled senior manager hired or rising through the Civil Service on the basis of merit;

- Additionally, manuals (a Minister's Handbook, Senior Civil Servant's Guidelines, etc.) will be developed on the respective roles of political and professional heads of MACs. Programs to support and build mutual confidence between political appointees and the new career heads will also be developed and implemented; and
- We will implement a deeper Civil Service structure under a cadre of Principal Administrative Officers (PAOs), who are civil servants responsible for running the MACs as the principal Civil Service advisors and managers reporting directly to each Minister. Around Africa and elsewhere, these PAOs are known by various different titles, including Permanent Secretary, Chief Director and Chief Secretary. Regardless of the name chosen, the creation of this PAO position shall be a critical step toward de-politicizing the Civil Service in Liberia.

Create policy development functional areas

- Necessarily, ministry restructuring will designate and prioritize policy-making functions. Each ministry will create a functional Directorate/Directorate of Policy and Planning, Monitoring and Evaluation (PPME), to lead policy development and implementation monitoring and reporting, which is the core function of ministries and which takes on added significance given the Government's direction that central ministries will focus on policy making, regulation and planning, while leaving implementation to other entities.

Implement a Redirected Workers Program

- We will develop a Redirected Workers Program that will involve the provision of training opportunities of redundant workers, the provision of micro-loans to qualified redundant workers, and the honorable discharge of such workers. The CSA is currently developing the terms of reference for a consultant to carry out the development of a redundancy/redirected workers' policy.

Restructuring process

- We will convert the reform agenda design into a plan for implementation. The design will involve changes in structures, staffing, management processes and spending. For each ministry a human resource plan will be developed specifying the actions (recruitment, training, redeployment, and redundancy) needed to implement the revised staffing requirements;
- Where staff reductions are required, these will be informed by an agreed Civil Service redundancy policy. As far as possible, reductions will be achieved through normal end-of-contract attrition and early retirement. However, where layoffs are necessary, a fair and transparent process will be followed, severance compensation paid and job search counseling provided; and
- Individual ministries will be responsible for implementation. Together with the Ministry of Finance and in consultation with the GC, the CSA will put in place effective establishment and payroll controls to ensure that the savings generated by the reviews are permanent.



Pay and Pension Reform

5

“Low salaries and limited incentives for performance have eroded motivation within the Civil Service.”

- President Ellen Johnson Sirleaf, 2008 National Consultative Workshop.

Vision

Remuneration policies and packages that attract, retain and motivate competent employees to work in a productive and efficient manner, delivering high quality services to the public, and a pension system that ensures that retired civil servants are paid decent compensation and benefits to allow for a decent retirement experience.

Objectives

- Provide Civil Service compensation that is adequately competitive to attract and retain personnel with the requisite competencies (knowledge, skills, abilities);
- Motivate and influence the work habits, productivity and performance of Civil Service employees in such a way that is consistent with and supports the achievement of the CSR objectives;
- Enable the Government to manage compensation in a sustainable, structured and consistent manner within its national budget; and
- Provide timely, honorable and adequate post-service compensation and benefits to retired civil servants.

Principles of Pay Reform

- **Competitiveness:** Reasonable competitiveness of civil servant salaries with similar jobs in the private sector and NGOs, or as it relates to Government's position as a paying employer in the economy.
- **Equity:** Impartiality in salaries, both vertically in terms of the pay grades between the various levels of jobs in the Civil Service, as well as horizontally in terms of identical and similar jobs across ministries and agencies.
- **Transparency:** Openness in establishing pay policy, objectives, programs, and administering pay-related activities for all civil servants.
- **Affordability:** Availability of resources to support and maintain increases in compensation of Civil Service employees as occasioned by macro-economic performance of the country which impacts the level and quality of public finances.



Issues and Challenges

Pay

The salaries of Liberian civil servants in the recent past have been so low that their “take home pay” could literally neither defray the costs of transportation to and from work every month, nor purchase a bag of rice which is the country’s staple food. Until 2006, many government workers earned, on the average, the equivalent of US\$15 per month, while the price of rice was above US\$18 per 100 kilogram bag. The salaries of the middle and senior managers were lower than most West African countries; they averaged around US\$20 per month.

Salaries of civil servants have eroded dramatically since the 1970s. For example, a new college graduate employed in the Civil Service in 1977 earned a net monthly salary of US\$416.66 inclusive of transportation and housing allowances and could save part of the salary. Today no civil servant receives a base salary higher than US\$156.00 per month, and college

graduates entering the Service today earn less than US\$75 per month.

Not surprisingly within the context of this dismal situation, civil servants have been generally disenchanted and de-motivated. The Service has become unattractive and has lost its most capable professionals to the private sector, NGOs, and United Nations’ agencies. Effectiveness has suffered due to reduced work efforts and declining levels of productivity both in quantity and quality.

The low salaries of civil servants has weakened transparency and accountability mechanisms. Civil Service managers often lack the moral authority to enforce performance standards. As a result, civil servants are mostly either absent or late for work with the explanation that they are “hustling in search of livelihood” for their households. A substantive number of civil servants are alleged to either be attending university or holding second jobs during Government work time. Low salaries have become the excuse for civil servants to explain away their procurement-related corruption and rent-seeking behavior in the provision of normal services to the public. Overall, real commitment to public service is low.

The challenge of teachers and health workers is one that requires particular attention. These two groups of employees are included in the Civil Service and their salary structures have been the same as the Civil Service. Teachers and health workers are implementers who deliver services related to policies made by their sector ministries. These workers have a different set of work requirements related to the nature and

locations of their work. They also have direct contacts and responsibilities for children and patients along with long hours of work. In the case of health workers, their jobs have direct life-and-death implications their patients and often themselves. As for teachers, they have a responsibility for the physical and mental welfare of children on a daily basis and work long hours after school either marking papers or preparing lesson plans. The absence of special incentives to induce these workers to remain in or relocate to rural communities has concentrated them in the Greater Monrovia area.

Civil servant salaries at the lowest levels have tripled since the election of the current Government, but many difficulties remain. Overall, civil servant salaries remain low, particularly for those in the middle and at the top of the Service, who are now required to drive the CSR process. Rising world prices of vital necessities such as oil and rice are negatively impacting the cost of transportation and food, and eroding the value of civil servant salaries. The salaries of the senior management are of special concern. Low salaries and external pressures create an environment where these decision-makers could easily be compromised.

Pensions

The Department of Public Employment of the CSA administers the Pension Laws of Liberia as it relates to civil servants. Severance payments and monthly compensation are paid by the Ministry of Finance. The National Social Security and Welfare Corporation (NASSCORP), established in 1975, manages a National Pension Scheme that is distinct from the Civil Service pension scheme. Civil servants, however, contribute to this scheme and may be eligible for benefits.

Our pension payroll includes both civil servants and non-civil servants. As of March 2008, 12,472 pensioners were on the pension payroll. A larger number could be eligible for pension based on either age or tenure. The Pension Law of Liberia calls for mandatory retirement after the age of 65, or 25 years in the Service. The prevalence of retirement-eligible workers in the active service is partly due to inadequate pension levels and partly to the lack of regular reviews of employee status.

Pension values are not based on the full compensation that an active employee earns, which includes non-statutory allowances and payments in kind. Streamlining the compensation package by collapsing the discretionary allowances and in kind payments into a consolidated payment scheme will restore the incentives for eligible civil servants

Principles of Pension Reform

The following principles will inform, guide and direct our pay reform activities:

- **Appreciation:** Recognition of past contributions to the state and population by retired Civil Service employees;
- **Timely and honorable disbursement:** Meeting the needs of retired civil servants by the timely and regular payments of compensation and benefits; and delivery of post-service compensation and benefits to retired civil servants in a dignified manner.

to retire. Additionally, it will assist in attracting and retaining competent people in the Civil Service.

Against this background, the key issues to be addressed in the pay reform area are the following:

- **Increasing base pay:** This must be increased across the Service in line with some agreeable concept of minimum wage within the Public Service;
- **Establishing appropriate pay differentials:** It is necessary to establish appropriate pay differentials at all levels of the pay structure, but particularly for senior managers whose work directly impacts CSR outcomes;
- **Improving the grading system:** The system for analyzing, evaluating and grading jobs is not functional. Pay amounts are primarily determined by the formal qualifications of the individual instead of the job they do. As a result, a lower level job encumbered by someone with a university degree carries the same salary as a person in a significantly higher level job with a university degree;
- **Monetization and establishing a “clean wage”:** There is currently a range of allowances and benefits in kind which are paid in addition to the basic salaries of civil servants. As far as possible, allowances will be consolidated with base salary, and employee benefits in kind will be monetized to establish a consolidated basic salary;
- **Accommodating special needs:** There are pressures from some ministries (Health and Education in particular) to establish new pay arrangements to meet their specific needs independently of the rest of the Civil Service. Considerations will be given to these special cases;
- **Attracting professional and managerial talent:** It is difficult to attract and retain qualified personnel because Civil Service remuneration is not adequately competitive. The compensation packages required to respond to the existing capacity gaps in the Civil Service will need defined guidelines and sustainability plans; and
- **Ensuring pay enhancement is affordable:** Government is under enormous pressure to increase the level of Civil Service pay. The short-term measures introduced for particular groups have resulted in a 34 percent increase in the public service wage bill between 2006/07 and 2007/08. Future pay enhancement will need to be affordable in relation to competing demands on the government budget.

Current Efforts

Due to the urgency of the situation, Government decided to take a number of short-term measures to improve the pay of civil servants. In 2006/07 all civil servants were awarded a salary increase of US\$ 15/month. In 2007/08 a graduated increase was granted ranging from US\$ 25 to US\$ 65 per month. Higher increases were awarded to those in higher salary grades. These across-the-board adjustments present anomalies such that skilled positions are often grossly underpaid.

In 2007/08, steps were also taken to increase the remuneration of senior civil servants. Substantial taxable allowances were introduced for civil servants engaged as Directors.



Prior to this, allowances were only paid to Ministers, Deputy Ministers, and Assistant Ministers. These allowances ranged from US\$ 600/month for Senior Directors to US\$100/month for Assistant Directors.

At the same time, heads of ministries and agencies were given discretion to pay allowances to other civil servants outside the class of Directors, who were performing additional responsibilities over and above their normal job descriptions. Unfortunately, this effort has been misunderstood and the process of providing the allowances is seen in some quarters of the Service as being neither fair nor transparent. The Government will establish definitive guidelines for all allowances as a matter of urgency.

In January 2008, the Government commenced work on the development of a medium-term pay strategy to provide a framework for future pay interventions.

The Government started to increase payments to pensioners in 2006. When the Government raised minimum salary levels for civil servants, it positively impacted the compensation of retirees. The Government has also provided lump-sum “severance packages” to retired civil servants. This payment is made immediately upon retirement, while continuous compensation payments are made monthly.

The CSA, in 2007, undertook a review of the relationship and processes between NASSCORP and CSA. That exercise recommended the appointment of Liaison Officer within the CSA to liaise with the NASSCORP, as a forerunner to the efforts to restructure pension administration within the public service.

The CSA has directed ministries and agencies wishing to retire employees to do so in a dignified manner. As such, honoring and retirement programs are being held for retiring and retired civil servants. At these programs, gifts and certificates of appreciation are given to retirees, and newly approved lump-sum severance payments are made.

Our Strategic Direction

The challenges that have been identified can no longer be addressed in a piecemeal fashion. We will undertake a holistic approach to address the issues of the entire pay system and balance the various priorities within a medium-term fiscal framework. The term “pay” is used to refer to all elements of remuneration: basic salary, allowances, benefits including pensions, and variable pay such as performance-related pay. Pay reform will require complementary improvements in other aspects of human resource management, such as the development of job descriptions and competency profiles, job hierarchies, performance appraisal procedures and promotion guidelines.

In the long term, the Government will undertake detailed job-evaluation exercises so that jobs are placed in appropriate grades in a rational grading structure and salary increases are linked to performance.

Efforts will be made to provide the needed resources to quicken the pace of implementation of the pay and pension reforms. As far as possible, decisions will be made on the future size of the Service before any significant pay enhancement takes place.

The CSA will be responsible for developing the pay strategy working closely with the Ministry of Finance. A small pay reform team will be formed to work on the strategy comprising membership from the CSA, the Ministry of Finance and key ministries.



Specifically, our strategy for pay and pension reform will be accomplished through the following deliverables:

Prepare and endorse a Medium-Term Pay Strategy

- Review the grading system, reassess allowances and benefits, conduct a comparative pay survey, and come up with strategies, concrete actions, phasing, estimated costs, and financing of pay adjustments;
- Establish agreement on high-level pay objectives linked to the PRS and the Ministries' strategic plans. These objectives would be expressed, for instance, in terms of attracting and retaining particular staff, or rewarding front-line service providers;
- Develop and evaluate the policy options to achieve the objectives of the strategy. Measures for consideration will include decompression of the salary structure, alignment of Civil Service salaries with the greater labor market, provision of a minimum wage, and performance-related pay;
- Develop a range of medium-term financial scenarios for the selected policy options consistent with the projected budgetary resources available. These scenarios will build in assumptions about the future size of the Civil Service based upon proposals for restructuring;
- Finalize the medium-term pay strategy, which will set out concrete actions, phasing, estimated costs and financing. Pay policy guidelines will be determined separately as part of the HRM component;
- Consult with key stakeholders before submission of the final strategy to Cabinet for approval; and
- Conduct and finalize detailed pay schemes (such as job evaluation).

Develop a new job classification system

- Develop a well-defined national job classification system with a corresponding salary and benefits scale to adequately compensate public servants and officials.

Review and restructure the administration of pension

- As a result of the review and improvement in salary levels, compensation packages and benefits of pensioners will be reviewed, with the view of increasing pension compensation levels such that civil servants nearing the age/conditions for retirement feel safe in retiring;
- Strengthen the management of the pension program by hiring a consultant to review and develop a forward-looking framework that clearly restructures the administration of pension, including the determination of responsibilities of all key stakeholders and the mechanism for collaboration; and
- Ultimately, shift the pension program outside of the Central Government for implementation. This will require that any institutional arrangement adopted will accelerate current efforts to address the historical problems of poor management and corruption within the pension system.



Improving Public Service Delivery

6

“Services delivered to our people must be responsive to their needs; they should be demand-driven as determined by the people themselves, not by arm-chair bureaucrats sitting in Monrovia.”

– President Ellen Johnson Sirleaf, 2007 CSA Strategic Planning Workshop

Vision

An effective and efficient public service delivery system that values the public as its customers and designs and delivers all of its services with a focus on their needs and expectations.

Objectives

Overall, the main objective of improving the Liberian public service delivery is to ensure better services for the public. Specifically, the objectives are:

- to increase access to public services – providing information and services as and where needed, particularly, focusing more on the unserved and the underserved;
- to achieve transparency and accountability in public service delivery;
- to improve the quality and effectiveness and efficiency of public service delivery; and
- to require explicit service delivery obligations be met by service providers, and implement mechanisms to ensure performance and accountability.

Issues and Challenges

Like many other Civil Services, particularly in Africa, the Liberian Civil Service was never designed with a clear focus on the public as its “customers”. There is, instead, a culture of viewing citizens as recipients of services, rather than as customers. This missing customer service orientation has critically affected the way public services are perceived, organized, and delivered. With no focus on customers, the prime beneficiaries of public services have, ironically, been the providers themselves.

In addition to poor design and orientation, the war and many years of decay have seen our Civil Service tread a declining path, and it is now fraught with many visible deficiencies, explained generally in terms of the inadequacy, slowness, and poor quality of service. Not only are public services under-resourced in human and financial terms and lacking a “customer” orientation in their delivery approach, but they also tend to limit public participation as users of services.

There is also a lack of good and rational organization; limited commitment to performance; generalized ineffectiveness and inefficiency; weak and patchy systems

Principles of Service Delivery

Where reasonable and financially feasible, all citizens will have ready access to our services and facilities. Location, language, and culture will not be barriers and processes will be open and fair to all.

Responsiveness

We will ensure public funds provide priority services our customers (the public) want and need, always striving to get the most benefit from our available resources and acting in accordance with the law, with integrity, and in the public interest.

Customers

We will be customer-driven, recognizing customers as our central focus, recognizing their value and treating them with courtesy and respect.

Diversity

We will treat all people with dignity and respect, demonstrating through our actions an understanding and appreciation for the diversity and individual differences of our customers.

Results-Driven

We are driven primarily by our mission, not by rules. We need fewer rules, less rigidity and less bureaucracy.

Integrity, Loyalty, and Trust

We will promote high ethical standards in the discharge of our duties, always striving to create and maintain an environment of trust, loyalty, and civility.

Stewardship

We are committed to the most efficient use of the public's resources.

Teamwork

We will enhance and support teamwork and team building for a professional and cooperative working relationship with employee and citizen groups.

and processes; limited application of modern technology in service design and delivery; and little focus on outcomes of Civil Service processes.

These problems can make outcomes difficult to achieve or measure. For example, the primary emphasis of the Government is on controlling operational inputs (i.e. keeping costs within budget), reporting systems are weak or virtually non-existent. This makes it difficult to measure the impact of any type of change.

All of these weaknesses have conspired to severely limit access to public services, particularly for those who live in remote areas and have to travel long distances to avail themselves of public services. The conditions they and others face in accessing services have even been exacerbated by the lack of adequate infrastructure, which make communication and travel very difficult in a system where most services are still highly centralized. Other barriers to access, which also need to be considered, include social, cultural, and language barriers.

Improving the Liberian public service delivery would require major changes in:

- **Orientation** – recognizing the public as customers and, thus, the main targets of public services. This means designing public services to respond to their needs and

giving them a say in decisions regarding what services to be offered and the quality of their delivery.

- **Content of services** – finding out and detailing what services the public needs.
- **Organization for effective service delivery** – updating the performance processes and priorities within a more customer-centered environment.
- **Quality of service** – ensuring that, within the scope of government's capacity to deliver, the public gets what it demands at where it demands it, on time, and delivered by competent and motivated civil servants.
- **Decentralization and access to services** – making public services accessible to all segments of the population irrespective of where they reside, focusing on the unserved and underserved.
- **Use of technology** – harnessing modern tools and applications to provide quality service.
- **Public participation** - giving the public a voice in the development and implementation of public service programs as well as an avenue for channeling their concerns and complaints.
- **Sources of services** - especially with regard to a greater role for the private sector in service provision. If it will lead to better service delivery – both in terms of price and quality – the Government will shift some of its public service functions to the private sector, and in these cases act as a regulator rather than a direct provider. This approach will also provide a healthy complement to the public sector.
- **Leadership capability of the Civil Service** – ensuring that within service-providing entities a responsibility for ensuring quality service delivery exists through committed and dynamic change managers.

Current Efforts

While we were still lacking a deliberate, comprehensive, and integrated program or strategy for improvement in public service delivery, some vital efforts were started, which are now having positive impacts on the way public services are delivered:

- Setting up the Large Taxpayers Unit at MoF;
- Civil Service capacity building through CISCAB;

Principles of Quality Service Delivery

- Set out clearly details of the services which are provided and how departments and offices are structured to deliver these services;
- Specify the standards which have been set for the delivery of these services;
- Detail the arrangements for getting in touch with departments and offices by telephone, letter and personal visit;
- Explain the arrangements for consulting with customers on services provided; and
- Outline the arrangements for monitoring and review on a regular basis and for reporting on the achievement of service delivery targets.



- Temporarily outsourcing the Customs function of the Government (2009);
- Temporarily outsourcing the Public Financial Management Unit of MoF;
- Cutting the waiting time in Passport Processing at the Passport Office, Ministry of Foreign Affairs; and
- Establishing the Rural Civil Service Outreach Program.

Our Strategic Direction

To achieve the Government's objectives for improving public service delivery, a new strategic direction will be pursued, which would require both the central government and its various service-providing entities to develop a new orientation in public service delivery and take specific actions to improve the quality of and access to public services. The Government and all its service providing entities will implement the following strategies:

Develop programs to change attitudes and work practices

- Re-educate public servants to understand and appreciate the public as the central focus of public service;
- Develop and communicate with public servants on a regular basis a set of principles and values underlying Liberian public service delivery;
- Undertake a public information campaign to educate the public, civil servants, and all concerned about the new public service and their rights, responsibilities and obligations; and

Quality of Service

The degree to which services increase the likelihood of desired outcomes and are consistent with current professional knowledge.

- Undertake in each entity a program of transformation to a customer service entity, which will highlight courtesy and efficiency in the delivery of services.

Design public services around public wants and needs

- Conduct beneficiary assessments and impact surveys
 - Each ministry and agency will consult the public about the services currently provided as well as about the provision of new basic services to those who lack them. Such consultations will give citizens a voice in the decision-making process regarding the design, scope, and quality of public services, and will be accomplished through users' surveys, interviews, consultations with consumers' consultation groups and representative bodies, NGOs and CBOs.
 - Communicate results of consultations to the consumers and the service providing staff of public entities so as to enable them to understand how the public perceives their services.

Develop service standards

- Determine the greater governance role of the Government - identifying services to be delivered by the Government through the restructuring of ministries;
- All service-providing entities redesign their services to respond to the public or customers' needs and expectations, clearly detailing their services and how the entities will be structured to deliver them;
- All service-providing entities set and publish standards for the kinds, levels, and quality of services they will provide, taking into account the needs of their various/ individual customers; and
- All service-providing entities undertake annual reviews of performance against set standards so as to determine whether or not standards are met and to identify areas for improvement.

Elements of Quality of Service

- Work in interdisciplinary teams.
- Employ evidence-based practice.
- Apply quality improvement.
- Utilize informatics.

Organize and build capacities for effective service delivery

- Undertake a capacity assessment - In order to ensure the relevant capacities exist for effective public service delivery, service providing entities will undertake capacity assessments to identify needs for improving the quality of their services;
- Clarify internal roles and responsibilities among civil servants and politicians as well as update the performance processes and priorities within a customer-centered environment; and
- Develop staff and other institutional capacities to provide services demanded by the public.

Increase the use of modern technologies in Civil Service work processes and culture

- Conduct a system-wide assessment of the state of technology in the Civil Service;
- Develop a Technology Strategy for moving towards digitizing the workplace and reducing the reliance on paper records;
- Establish Information and Communication Technology (ICT) Units in all MACs where they do not already exist;
- Provide initial and periodic trainings for ICT staff in all MACs;
- Design a system-wide architecture of uniform standards, networking configurations, hardware and software specifications, utilization and backup protocols, and security protocols;
- Establish computer literacy criteria in Civil Service recruitment and selection, where relevant for the position; and
- Create a Civil Service-wide computer literacy program with special provisions for the training of older civil servants who may be shy to study alongside their subordinates.

Decentralize service delivery and increase access

- All MACs set targets for progressively increasing access to services, particularly for the unserved and the underserved;
- Limit ministries in Monrovia to the functions of policy-making, setting standards, regulation, coordination, resource mobilization, and M&E, and hire locally or relocate implementing staff to be as close as possible to their clients;
- Develop and implement a strategy in each MAC to decentralize operational decision-making from Monrovia to the county/sub-national level; and
- All MACs publicize their contact information for the purpose of client feedback.

Strengthen organizational performance management

- The starting point for managing the performance of ministries will be the mandates agreed as part of the restructuring process and, initially, the specific objectives assigned under the PRS. These objectives will be translated into performance indicators and,

where possible, targets established consistent with budgeted resources. Discussion of objectives and targets will be incorporated within the Government's budget process, and will influence the allocation of resources to individual ministries.

- Responsibility for each target will be assigned to the appropriate management level within the Ministry: central, county, district, and service delivery outlet. Actual performance will be subsequently monitored and corrective action taken to bring actual performance closer to the desired levels.
- Since ministries are currently ill-equipped to deliver against their programs, performance management will be applied initially with a light touch, emphasizing gradual improvement rather than tight control against firm targets.
- Wherever the Monitoring and Evaluation (M&E) Secretariat of the PRS is located, it will be the appropriate nucleus of the Government's central performance management unit. It will have a dual role: to ensure that government's strategic objectives are met and to support ministries in introducing improved performance management processes.
- The PRS M&E Secretariat will develop performance indicators with ministries in line with PRS objectives; agree on targets for each indicator; monitor ministry's performance against targets, providing feedback to ministries, and report periodically to the Cabinet; analyze gaps in performance and discuss action plans with the ministries; and update objectives and performance indicators based on revisions to the PRS. Capacity will be built to enable this unit to perform its role effectively.
- Ministers will account for the performance of their Ministries. Performance accountability will cascade to each level and workers in the ministries and the agencies.



Managing Human Resources

7

“A Civil Service training policy framework needs to be developed and put into place to institutionalize human capacity development within the Civil Service on a sustained basis.”

- Professor Harold J. Monger, Director-General, LIPA, 2007 CSA Strategic Planning Workshop

Vision

A modernized and competent Civil Service workforce that is professionally managed and imbued with high standards and an ethos that supports a results-driven public administration.

Objectives

- Adopt and apply progressive HRM policies, procedures and practices throughout the Civil Service;
- Build the institutional capacities of ministries and agencies, in terms of structures and skills, to formulate HR policies and strategies, carry out HR operations and oversee the application of merit principles in appointments;
- Revise the regulatory framework to enable new HRM policies and practices to be designed, installed and implemented; and
- Re-establish professionalism, motivation, discipline and control in the management and operations of the Civil Service.

Issues and Challenges

The problems associated with HRM are many; predominant among them being:

- **Outdated enabling legislation:** The Civil Service Law of 1973 lacks a clear policy framework for human resource management.
- **Eroded merit system:** In Liberia’s recent past, the majority of appointments into the Service have been based on the “spoils systems” of ethnicity, factionalism, partisanship, nepotism and social contacts. Recruitment, selection and placement rules and processes are outdated. For example, job descriptions and specifications have not been updated and standardized. In most cases, due to damage and loss of documents on account of the protracted conflict, there are no job descriptions or specifications for many assignments in the Service.
- **Low levels of discipline and motivation:** Discipline at work has been seriously eroded. Management expectations are low, and most civil servants are either late or

Principles

The following principles will inform, direct and guide the Government in the human resources management and development of the Civil Service:

- **Service:** Service to the people is the primary motivation of a civil servant. Being a civil servant is a privilege, not a right. As such, effective and efficient service delivery shall be the mission of all civil servants.
Merit: Merit shall be the key criterion for recruitment, promotion or selection for further training within the Civil Service.
- **Competence and professionalism:** Effective and efficient service delivery is largely dependent on competence (knowledge, skills, abilities and experience) as well as good work ethics and productive work behaviors and attitudes. As such, continuous human resources capacity building and attitudinal and ethical development shall be an important element of the Service.
- **Integrity:** The work of the Service shall, at all times, be characterized by the attributes of honor, respect, and justice.
- **Independence:** Freedom to think and work without undue influence from politics is one of the distinctive features of an effective Civil Service. Accordingly, civil servants shall be insulated from political influence in the discharge of their duties.
- **Transparency and accountability:** The activities of civil servants shall be characterized by openness and answerability. Accordingly, activities of civil servants shall be clear and answerable to the people, through appropriate reporting channels, for both results and resources utilized in achieving specific results.

absent from work on a regular basis. Work ethics are generally poor, mostly due to low salaries and poor supervision.

- **Poor staffing configurations:** Our system in Liberia has more management layers than most Civil Services on the Continent. This has occasioned the engagement of too many political appointees. Additionally, ministries and agencies are generally overstaffed, but, ironically, lack adequate qualified staff in critical functions. The majority of civil servants lack the necessary competencies and experience to perform the jobs they have been assigned. This is because with the current scheme of service, competent professionals can not be attracted and maintained.
- **Few professional development opportunities:** On account of protracted conflict over the past fifteen years, there have been limited opportunities for civil servants to develop themselves. The capacities of public sector training institutions like the Liberia Institute of Public Administration (LIPA) have been eroded also on account of prolonged conflicts. As such, many civil servants have not been apprised of new developments in their areas of expertise, nor have they acquired new competencies.

Additionally, training budgets for LIPA and ministries and agencies have often been low. Implicitly, although past governments have prioritized human capacity development, they have not evolved a strategy for mobilizing and committing the required resources towards human capacity building in a sustained manner.

A key issue in this respect is the lack of a national training policy that will inform, direct and guide human resources development in the country, particularly in the

public sector. As such, there is no shared vision of how public sector training and development activities are to be organized, managed, financed, implemented, monitored and evaluated. Human capacity development has, therefore been ad hoc, intermittent, and not provided on a sustained basis.

- **Low capacity of the CSA:** The CSA that manages the Service has until now had a narrow understanding of HRM. The focus has been on recruitment and selection, instead of a holistic orientation that includes functions such as ascertaining the human capacity needs of the Civil Service, performance management, and career development including placement, rotation and promotion. In addition, the CSA has not been providing the necessary policy advice to the Government relative to the organization, staffing, pay and benefits, and conditions of service and human resource development.

Current Efforts

There are many efforts currently underway to attend the human resources needs of the Service. Various MACs are implementing individual programs to meet their immediate needs. While system-wide HR assessments and long-term human capacity development programs are being developed, the Government is implementing various bridging projects:

- The **Senior Executive Service (SES)** program brings competent Liberians from the Diaspora to provide short-term support in policy reform to the Government.
- **Transfer of Knowledge Through Expatriate Nationals (TOKTEN)**, attracts professional Liberians to provide urgently-needed professional and technical support to the Government on short-term basis.
- Additionally, the Government has received technical assistance to build the capacities of the CSA, GC and LIPA under the auspices of CISCAB. A number of activities being carried out as well as those to be implemented will have direct bearing on human resources development in the Civil Service. Already, the CISCAB has supported the CSA in developing a five-year strategic plan, a reorganization plan, and a human resources development plan.
- The Ministry of Planning and Economic Affairs (MoPEA), in collaboration with the CSA and UNDP, has also embarked on the development of a 10-year National Capacity Building Project.

Our Strategic Direction

We propose to deliver on our objectives for human resources management and development through the following deliverables:

Re-establish discipline and control

- The immediate priority is to put back some of the basic building blocks of human resource management. These tools will be administered centrally by the CSA. Payroll integrity is rapidly being restored and the next step is to make sure that civil servants can only enter the payroll when they are hired to fill a vacant post. This will require



the reinstatement of a central system of establishment control where recruitment is initiated only when there is an authorized post to be filled.

- All ministries will be required to justify and seek approval for their establishments from the CSA.
- The introduction of a computerized HRMIS integrated with payroll can facilitate establishment control. It can also provide a basis for HR planning—matching staffing to requirements—following the restructuring of ministries.
- Job descriptions will be developed for all the jobs required, together with their knowledge, skill and experience requirements. These tools will provide the basis for employee selection, development and pay determination.

Adopt and implement progressive HR policies

Progressive HR policies will be developed to meet the needs of the Civil Service which will cover employee life cycles, from recruitment to termination. The specific policies will reflect the following core values:

- **Recruitment and promotions:** Vacant posts will be filled on merit, following a fair, transparent and competitive selection process. This means that all positions are advertised in the newspapers and that candidates formally apply and go through an interview process that can be queried. This is the practice of all the international organizations in Liberia;
- **Testing:** The Civil Service testing system will be improved by developing its physical infrastructure, updating of the testing modules and other testing components, and improving technology, mainly the provision of computers and accessories, including software, for test administration;
- **Equal opportunity:** no discrimination in employment on the grounds of ethnicity, religious beliefs, geographic origin, gender, marital status or age;

- **Pay and grading:** salaries will be related to the job to be performed;
- **Performance appraisal:** appraisal will be regular, open and based on objective criteria;
- **Training and development:** training will be job-related, practical and based on organizational needs; and
- **Discipline:** publicized codes of conduct and workplace rules, with disciplinary action following a documented, transparent and fair process.

The CSA will immediately develop guidelines and related HR policies to implement merit based hiring and promotions.

Build HR institutional capacity

The Government will design its organizational structures for HRM with a view to providing a clearer separation between policy, operations and oversight responsibilities, as follows:

- The CSA will be strengthened to take primary responsibility for formulating and maintaining HRM policies, as well as providing some central services where a Civil Service-wide approach is needed. In performing this role, the CSA will work with the Legislature to update the law and Standing Orders, and provide practical guidance to ministries and agencies on implementing policies.
- Ministries and agencies will be responsible for carrying out HR operations in accordance with the central policies and procedures established by the CSA. HR units in ministries and agencies will be strengthened and professionalized to enable them to support heads of MACs and line managers.
- Article 89 of the Liberian Constitution provides for the establishment of a Civil Service Commission. The Government, through the Civil Service Agency, will undertake an analysis of this provision to determine its implication and how it fits the current Liberian reality.
- LIPA will be responsible for conducting practical job-related training and Management Development programs for civil servants. LIPA will be re-invigorated as a semi-autonomous agency, capable of responding promptly and effectively to requests from ministries, agencies and other clients.

These structural changes cannot be made overnight and the transition will necessarily occur according to a careful plan. The decentralization of HR operations to Ministries and Agencies will proceed gradually in line with the development of their capacity. The CSA will have a key role in developing capacity in Ministries and it will be equipped to perform this task. The immediate priority, therefore, will be to install and develop capacity in the CSA, building on the strategy document concluded in 2007 under the auspices of CISCAB.

Develop a framework for the training of civil servants

To support institutional capacity enhancement, particularly the development of human capacities, a Civil Service human resource development policy framework will be developed and implemented.

The purpose of the training framework policy will be to address issues such as: agency specific training needs assessment; development of courses and preparation of training materials; training organization and scheduling; training costing and financing; partnerships with local and external institutions; advance academic training; roles of ministries and agencies, such as the establishment of training units, and the role and funding mechanisms for LIPA.

In this direction the following actions will be taken:

- The Government will establish a national inter-agency committee to lead the process. The Committee will be chaired by the CSA and comprise such relevant institutions as LIPA, MoPEA, MoF, and MIA, as determined by the Cabinet. The inclusion of key universities should be considered.
- The Committee with the support of a consultant will undertake consultations and make recommendations to the government.

Revise the regulatory framework

- Both the institutional arrangements and HRM policies will be incorporated in legislation to ensure their permanence. A new Civil Service Law will be developed which defines: (a) the scope of the Civil Service; (b) the rights and responsibilities of civil servants, with reference to the Code of Conduct; (c) policies governing the management of the Civil Service; and (d) the roles and functions of the CSA and the CSC.

The Standing Orders will then be revised to document the step-by-step procedures required to implement the new HR policies. Finally, an HRM handbook will be developed to provide practical guidance for HR professionals and line managers on the new policies and procedures. The CSA will be responsible for revising the regulatory framework.

“Leadership in administration is of foremost importance in Africa. Leadership has been identified as the primary factor requiring attention in contemporary African management systems, and [the] need for more creative and effective leadership is more critical [now] than ever before.”

- Participant in the 28th AAPAM Annual Roundtable Conference, 2006, Arusha, Tanzania

Vision

A strong managerial leadership capacity in the Civil Service to enhance institutional performance, particularly in policy management and service delivery, as well as the direction of CSR and implementation of the Government’s reconstruction agenda.

Objectives

- Develop the attitudes, capacity and competencies of the managerial leadership within the Civil Service.
- Emulate the private sector in building an innovative, proactive, performance-oriented and results-focused managerial leadership in the Civil Service.

Issues and Challenges

Leadership is central to the success of any organization, and indeed to the policy formulation and implementation functions of a national Civil Services system. Leaders in both political and managerial roles ensure that the Civil Service is appropriately aligned to the mission and objectives of the government of the day, that it is well resourced and uses those resources effectively and efficiently, and that the society is properly served and benefited by the work done.

To succeed in this role, leaders must be competent, professional and ethical. Similarly, they must work as a collective force, driven by a common interest and dedicated to the vision of the nation state.

Liberia faces huge leadership challenges in managerial spheres, and the impact is obvious in the operations of the Civil Service today. Although Liberia inherited an American-style Civil Service tradition, the country has over the years failed to institutionalize the essential leadership requirements for a well-functioning public administration. Instead, we have evolved a petty patronage system in which senior civil servants are seen simply as caretakers for a loyal entourage. Consequently, service delivery has remained poor for a protracted period.

Principles

Executive leadership competence: proficiency in strategic visioning and planning; policy management, mobilizing and employing human and other institutional resources to achieve institutional mandates and undertake organizational functions; and

- **Technical leadership competence:** adeptness to transform visions into actions; substantive knowledge and skills in selected core institutional functions; ability to conceptualize, design and implement programs and direct work processes to accomplish institutional visions, goals and targets.

In the face of limited fiscal space, low wages, and brain-drain engendered by conflict and insecurity, Liberia has not been successful in attracting and retaining the “best and brightest” in critical leadership positions at the top and middle levels in the Civil Service.

The challenge of Liberia’s Civil Service leadership is three-fold:

Firstly, the Civil Service is top-heavy with political appointees; the structure is not deep enough and the administrative practice is not laid out in a way that motivates professional growth and upward mobility. On this issue, there is an evolving consensus that the positions of Assistant Ministers will be depoliticized either by abolishing them or transforming them into the high-level professional positions next to the most senior Civil Service position.

Secondly, at the top level of the Service, the strategic role of leadership has not been emphasized sufficiently. Many senior level civil servants are completely wanting in the required competencies to effectively manage a MAC in this dynamic post-conflict environment. Many lack the ability to manage multiple tasks and complex relationships or to undertake strategic planning and financial resource management. Examples of competencies required at this level include:

- Strategic visioning and planning;
- Communication with the public;
- Performance management and enhancement;
- Decision-making;
- Democratic institution building;
- Financial management;
- Consultation, collaboration and partnership-building; and
- Conflict management.

Thirdly, at the middle level, there is a critical dearth of professional managers with the technical skills to transform visions into actions; conceptualize, design and implement programs; undertake effective scheduling and costing; monitor and evaluate programs; undertake work planning and control; and, overall, build and direct work teams to accomplish institutional goals. Further, many lack the breadth and depth of knowledge

and skills in the sectors they lead. Examples of competencies required at this level include:

- Conceptual skills;
- Analytical skills;
- Project management;
- Costing and budgeting;
- Decision-making;
- Time management;
- Communications;
- Team-building;
- Monitoring and evaluation; and
- Report writing.

In addition, our Civil Service suffers from the fact that women are not adequately represented in leadership positions and that the existing system seems to be deliberately prejudiced against them, undermining their equal rights. As a result of the marginalization of women, the Service is effectively losing out on 50% or more of the potential labor pool for Civil Service leaders.

Our failure to produce, attract and retain sufficient competent leaders at both the senior and middle levels has resulted in weak policy formulation and implementation, poor governance, and low human development outcomes. Implicitly, it has also contributed to the conflicts that have displaced the population, destroyed the country and tarnished its image.

Current Initiatives

Effective leadership in the Civil Service is the focal point for moving toward more responsive and efficient service delivery, the pursuit of poverty reduction and the MDGs. To address the critical issue of the lack of strong leadership in MACs at both the senior and middle levels, a few key initiatives have been undertaken by the Government and its partners:

Senior Executive Service (SES)

This program seeks to recruit about 100 qualified Liberians to work in various ministries and agencies to support policy development and reforms initiatives. The project has a duration of three years (2007 – 2010) and aims at: (i) attracting and retaining qualified professionals with requisite technical and managerial skills for strategic decision making and improved delivery of public services; (ii) generating a massive but optimally balanced ‘surge’ of executive capacity needed to kick-start the CSR effort; and (iii) providing a platform for transforming the Service into a more professional, effective and efficient entity of democratic governance.



Transfer of Knowledge Through Expatriate Nationals (TOKTEN)

This program is intended to facilitate the recruitment of expatriate national professionals and local professionals. The project enables the Liberian professionals from the Diaspora and within Liberia to work for a short duration of one to eighteen months to temporarily fill key posts in various institutions to provide technical support to Government's reconstruction agenda. The project has duration of two years (2006 – 2008).

The Scott Family Liberia Fellows Program

This program is currently making a vital contribution to partially filling the capacity gap and improving the productivity of Ministers and other senior officials. These recruits from the United States and Liberia are working as special assistants to key Government Ministers and other senior government officials. Typical Fellows would be a young professional with Masters degree-level training, e.g., an MBA, MPP, MPH, MPA or a law degree and one year of related experience, or a Bachelor's degree with at least three years of related experience, ideally in developing countries.

Liberia Emergency Capacity Building Support Program (LECBS)

The project is a short-term, catalytic intervention that is expected to support critical functions of Government while consolidating democracy, peace and recovery. It is intended to establish a repatriation fund for attracting competent professionals from the Liberian diaspora to take up strategic and policy-oriented leadership positions in Government.

To date, the positions funded under the LECBS have helped the President to attract and retain 25 high quality personnel in the Government. 18 of them are still working for the Government. About US\$2 million has been spent on the program, but it is still in dire need of additional funding. However, the Open Society Initiative recently committed another US\$1 million.

It is important to recognize the current reality in government; that these programs, in particular TOKTEN, the Scott Family Fellows and the LECBS have been providing critical support to senior officials: support that must be sustained. SES implementation has only just begun. While SES and TOKTEN are considered Civil Service programs, the other two are supporting Cabinet officials who in most cases have few or no other staff with the requisite skills to run a government Ministry or Agency in a dynamic post-conflict context. These programs cannot be allowed to terminate and leave gaping holes in the system.

Our Strategic Direction

To address the issues and challenges articulated above, and to develop a new cadre of Civil Service leaders for the future, the Government intends to take the following steps:

Professionalize the Civil Service

The key aim here is to rebuild the Liberian Civil Service into a professional organization, driven by core supporting values and led by senior level officials that are competent and dedicated to the ideals of a modern public administration. In order to minimize the disruption and discontinuity, the new framework will be closely linked to the right-sizing program. Achieving this aim will involve:

- Introducing the position of a permanent career head (“CEO”, or name to be determined: Permanent Secretary, Chief Principal Officer, Chief Secretary, or the like) for each MAC, and which can only be filled by formal application by persons on a professional career path.
- Introducing the post of a career ‘Head of Civil Service’ as the overseer of the permanent heads of MACs to provide professional leadership, coordinate the role of his/her career counterparts in ministries, and represent the Civil Service at the highest levels of government.
- Implementing an Individual Performance Agreement Framework, beginning with professional heads and progressively extended to other Senior Executives. This could be linked to a performance-related pay system built into the pay reform effort.
- Designing and institutionalizing a Management Development Program for leadership roles.
- Introducing relevant legislation to underpin these reforms.

De-politicize top Civil Service posts

This will focus mainly on reducing the number of politically-appointed posts in the top levels of the Civil Service hierarchy. The main actions required will be as follows:

- Create a professional head as proposed above for every MAC.
- Limit political appointments to the levels of Deputy Minister and above. This will require legislation, followed by presidential enforcement.
- Limit the number of Deputy Ministers per ministry and limit their role to providing political advice to the Minister, not Civil Service administration.
- Abolish the political appointment of Assistant Ministers throughout the Service.

There is a consensus that this post will be converted to a Civil Service designation.

- Develop legislation on the separate roles and responsibilities of political appointees and senior civil servants.
- Develop manuals (a Minister's Handbook, "Permanent Secretary" Guidelines, etc.) on the respective roles of political and professional heads of MACs.
- Develop and implement programs to support and build mutual confidence between political appointees and the new career heads.

Provide accelerated leadership training

The Government shall give priority to the development and implementation of an Accelerated Leadership Training Program for the leadership of the Civil Service. The objective will be to develop key competencies in the leadership to enable them to improve their performance and service delivery. Specifically, development of the program will be informed by a training needs assessment of leaders in the Service to be undertaken by the CSA in collaboration with LIPA and other stakeholders.

- The target group for training will include the SES personnel, Directors, Administrative Heads of Departments, Divisions and Bureaus, and management trainee recruits including Junior Professional Officers.
- In this exercise, the Government shall draw on the experiences of international best practices and assistance of development partners.

Integrate and ensure the sustainability of SES and associated programs

The Government views the ongoing SES, TOKTEN, LECBS and other programs as vitally important in providing the requisite senior and middle leadership personnel for the implementation of government programs and for the reform of the Civil Service. The infusion of skilled professionals from these programs will remain critical for public administration in Liberia well into the future. However, a few concerns have been raised about the focus and sustainability of these programs. In response, the Civil Service will:

- Review SES to refocus the program to its original purpose;
- Develop a sustainability strategy that ensures that the positions and incumbents are integrated into the Civil Service, and act to retain these incumbents beyond their three-year program length; and
- Use these programs as the foundation of a first class, professional senior and middle leadership cadre across the Civil Service.

Recruit more young people into the Civil Service

Like the private sector, where businesses recruit the best students in colleges and universities to their leadership development programs, the Civil Service shall pilot a permanent, three-tiered, youth-focused Civil Service recruiting program with the goal of attracting and retaining our country's "best and brightest", building a cadre of future leaders, and infusing the Service with much-needed youthful energy and new ideas.

This endeavor will build upon and streamline youth recruitment programs already ongoing in several MACs. Selection will be made on a highly competitive and transparent basis, testing and measuring the candidates against objective criteria.

Participants will help to relieve the heads of MACs of some of the heavy administrative burden they now shoulder, freeing them to concentrate on matters of strategy and policy. This will provide participants with first-hand experience dealing with some of the most important issues of state under the guidance of top officials.

The aim is not to take young people away from careers in the private sector or NGOs – where they are also equally needed – but to allow the government to compete with these sectors in the marketplace for talented workers.

Junior Professional Officers Program (JPOP)

JPOP is a multi-year capacity-building initiative expected to recruit about 30 young Liberian women and men per year. Individuals with 1-3 years of professional experience who show particular aptitude and enthusiasm for public service will be targeted.

While in the medium and long terms the recruits will come mostly from outside the ranks of Government and from the Diaspora, the starting cadre will be recruited in large part from within the Civil Service, targeting the most capable and hard-working public servants as measured against objective criteria.

In the early cycles of JPOP recruitment, each small team of junior professionals in each MAC may be managed by one of the Scott Family Fellows, who are temporarily providing crucial support to the heads of several MACs.

The process of recruitment for the first wave of junior professionals will be completed in early 2009.

High-Flyers Program

Under the High-Flyers program, the Service will identify a number of particularly hard-working and promising young Civil Service workers and put them on a track for accelerated promotion.

Civil Service Scholars

The Service will offer a number of academic scholarships to students in college and university, in exchange for their labor as administrative interns in the MACs during summers and on a part-time basis during the year.

Upon successful completion of the scholarship program, the scholars will be given preferential consideration for vacant Civil Service posts.

Graduates of the program will have completed a series of rotations with several MACs, giving them exposure to the various parts of the Government and helping them to decide where they best fit.



Gender Equity in the Civil Service

9

“To ensure gender equity in Liberia and the civil Service in particular, all civil service institutions must strengthen their capacities in gender mainstreaming in their policies, strategies and programs.”

- Varbah Gayflor, Minister of Gender and Development,
2008 CSR Strategy Consultations

Vision

With gender balance in the representation of women and men at decision-making levels, our vision is of a Civil Service that is truly representative of the talent of both women and men, from top to bottom.

Objectives

- Build a Civil Service free of discrimination against women and girls, both internally and in its dealings with the public, by strengthening the capacity of MACs in gender mainstreaming.
- Institutionalize equal opportunities for men and women in recruitment and promotion, and especially senior level and decision-making roles, as well as in Civil Service human resources capacity development programs.
- Ensure that gender concerns are addressed in sector policies, strategies, budgets, and programs of: health, HIV and AIDS, agriculture, food security, nutrition, natural resources and the environment, and economic empowerment.

Issues and Challenges

The contribution of Liberian women and girls to national development is severely hampered by harmful traditional practices and attitudes that have prevented them from developing their full potential in education, politics and the economy. The Liberian conflict made the situation exponentially worse. Women and girls bore the brunt of the consequences of the war. The majority of women and girls suffered gender based

Principles

- **Gender mainstreaming:** incorporating gender equity considerations in Civil Service policies, strategies, and programs; and
- **Gender equity and equality:** equality of the sexes and equal access to opportunities in recruitment and selection, promotion, remuneration, training and development in the Civil Service.

violence during the war and its aftermath, including rape and sexual abuse, forced sex in exchange for food and survival, forced and early marriage, or unwanted pregnancies. The country is among those with the highest rates of teenage pregnancy in the world. Domestic violence is endemic. A culture of violence continues to permeate the society, and according to Liberia National Police statistics, rape continues to be featured among the most frequently reported crimes nationwide. Our women continue to have limited access to justice, education and health care services.

Gender discrimination and violence against women and girls reduce opportunities for education, work, participation in training and opportunities for mobility and social activities. Lack of education or low levels of education severely hinder girls and women’s participation in the workforce. It stunts their mobility in the workplace, consigning women to low paying, entry level and repetitive work.

Representation of Women in Key Government Institutions

Data on the current representation of women in the Civil Service is not readily available. However, we can safely say that there is a serious gender imbalance in the representation of women in the public sector. In a census of Civil Servants conducted in 2005 covering 33 government agencies, only 22% of the 19,635 employees interviewed were females. The representation of women shrinks even more at senior levels of the Civil Service.

The snapshot of a recent training workshop for Procurement Directors of the various ministries and agencies is instructive; out of 81 participants, only 11 were women.

Other examples:

Location	Total #	# of Males	# of Females	Females as %
Cabinet	20	15	5	25%
Legislature	94	75	19	20%
Supreme Court	5	3	2	40%
Civil Service - Directors	318	266	52	16%
CSA - Directors & above	16	15	1	6%
LIPA - Directors & above	8	7	1	12.5%

Current Efforts

Many initiatives have been undertaken over the last few years to address gender inequities in Liberia. They include:

- the establishment of the Ministry of Gender and Development (MoGD) to coordinate gender issues and advise the Government on policy and programs to address the welfare of women and girls;



- the development of the National Gender Based Violence (GBV) Plan of Action and a GBV Secretariat within the MoGD to fulfil the Government's obligations under ratified and signed international treaties, and to monitor and report on the steps taken;
- the passage of a Rape Law in 2005 by the Legislature which explicitly specifies that rape is a criminal act, punishable by up to life imprisonment;
- the passage of the Inheritance Act to govern the devolution of estates and establish rights of inheritance for spouses of both statutory and customary marriages; and
- the establishment of a National Secretariat of Women's NGOs by MoGD to coordinate the work of local women's organizations, including support to capacity building.

Our Strategic Direction

Despite the progress being made in law and in support programs for women and girls, the participation of women in leadership and decision making positions in the public sphere remains low. Their representation at senior levels in the Civil Service is a concern that we will address along with the reforms. Lack of qualified women is often cited as the main reason for the limited representation of women in various sectors and especially at decision making levels, but this can be reversed with commitment and action. The following specific steps will be taken:

Mainstream gender equity

We will mainstream gender in the Civil Service and CSR Components. This means paying special attention to the issues affecting women and girls as we implement reforms in all areas. Specific actions will include the following:

- gender sensitivity training will be conducted for all Civil Service personnel;
- where applicable, all MACs will make a gender assessment of their service delivery outcomes and develop a strategy for ensuring equal access of women, men, girls and boys to the services they provide. The strategies will include targets for increased provision of services to women and girls;
- set up a committee of the CSA and MoGD to coordinate implementation of policy objectives; and
- provide training in gender-based budgeting for MACs and implement gender-based budgeting in the Civil Service.

Devise and implement an affirmative action program

- Using a participatory process, we will design a program, including a communication strategy, to bring more women into senior levels of the Civil Service.

Draft and implement a Civil Service-wide sexual harassment policy

Devise and adopt a Civil Service Sexual Harassment policy, publicize widely and incorporate into personnel policy for all MACs.

Deploy a Gender Officer in each MAC

The role of gender officers will be to liaise and advise the MACs on gender issues as they relate to their mandates, policies and programs. Specifically:

- assess each MAC for suitability of Gender Officer deployment;
- create a job description for the post of Gender Officer for each MAC; and
- recruit and deploy a Gender Officer for each MAC.

Ensure that female employees are given special attention in training and mentoring

We will develop and implement procedures and mechanisms to ensure that female employees are given special attention in the selection for development and career advancement training. Specifically, we will focus on the following:

- conduct assessment of training and development needs of female Civil Servants;
- develop and implement a mentoring program for female Civil Service employees; and
- ensure, through established policies, equal access of female Civil Servants to capacity development opportunities.

The Strategy also recognizes that people with disabilities have special needs.



Part III

Implementation

Chapter 10:
Implementation Arrangements

Chapter 11:
**Stakeholder Management
and Communications**

Chapter 12:
Risks and Mitigation

Chapter 13:
Action Plan

It is against
the law to sell
Tobacco from
unlicensed
vendors
a reward





Implementation Arrangements

10

“Violent conflict is one of the greatest impediments to human development. It reverses development gains, suppresses human rights and needs, and destroys all capacity for human advancement.”

- Liberia Human Development Report 2006

Vision

A well-implemented Civil Service Reform program that delivers the anticipated results and lays a solid foundation for longer-term strategic innovations and enhancements in the Civil Service.

Objectives

- Revitalize the CSA and supporting structures to manage, coordinate and provide strong leadership for the implementation of the program;
- Secure enduring support for the reform at the highest levels of government;
- Build relevant capacity on an ongoing basis for the needs and requirements of the reform;
- Mainstream the reform implementation into regular Civil Service operations ;
- Establish sound and effective monitoring, evaluation and feedback mechanisms to support the implementation process.

Issues and Challenges

The critical test of any reform program is in its implementation. The reality is that a reform proposal is not a change program until it is successfully implemented. It is therefore critically important that the needs and requirements of successful implementation are anticipated ahead in the design process. In this regard, Liberia has much to learn from the shortcomings of past efforts.

The existing capacity to implement reforms in the Civil Service is evidently limited. There is a severe lack of absorptive capacity across the ministries and agencies, primarily on account of brain-drain and low wages in the public sector. The GC, CSA and LIPA – the three agencies charged with reforming, managing and developing the Civil Service – are acutely lacking in institutional capacity. Furthermore, these agencies are constrained by inadequate funding and are unable to deploy the required skilled full-time professional and technical personnel.

Key Factors for Successful Implementation

- Training programs and attendant capacity improvements in structures, systems, processes, and incentives must be institutionalized in the planned reforms.
- Sustainability in terms of building the capacity of Liberians must be ensured.
- Adequately consider the gender perspective.
- The reforms must be fundamental, foundational and comprehensive.
- Reforms involve changes in perceptions, attitudes, and cultures as well as institutional structures and arrangements.
- The need for committed political and managerial leadership in driving the reforms is extremely critical.
- Reforms must have an appreciation that the problems with the Civil Service are rooted in a history of political interference in the Civil Service management.
- The reforms will be aimed at addressing Liberia's fundamental weaknesses, and not just as so-called "conditionality" for development assistance or diplomatic support from the international community.

Institutional Arrangements

In undertaking the reforms, key arrangements for governance and management will be put in place to ensure commitment, guidance, coordination, and accountability. This arrangement will involve all institutional stakeholders in various individual and collaborative roles. Accordingly, the following institutional arrangements will be designed:



The President

The President will provide overall leadership for the reforms through interactions with the Inter-Ministerial Committees, donors, and other stakeholders.

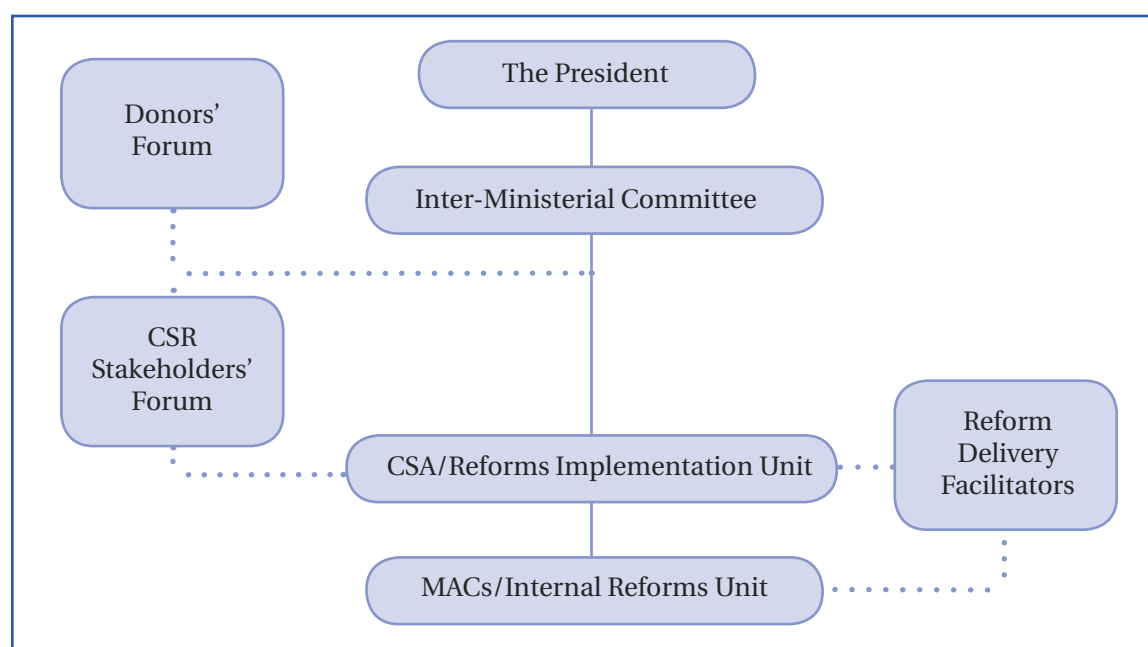
CSR Inter-Ministerial Committee

The CSR process will be supported by a hierarchy of decision making bodies, with the Inter-Ministerial Committee at the apex. The Committee will be chaired by the DG of the CSA and comprise of all the key Ministers and Agency heads, including MoF, MoPEA, MoGD, MIA, Ministry of Justice (MoJ) Justice, the Liberia Reconstruction and Development Committee (LRDC) as well as the GC. The CSA in their capacity as the Lead Agency will serve as the Secretariat.

The CSR Inter-Ministerial Committee (IMC) will drive CSR at the highest level of government while allowing the President and Cabinet to oversee and guide the entire process. Preferably, it will meet monthly. Its functions will include:

- Provide guidance and technical leadership in design and implementation
- Coordinate and harmonize cross-cutting reform components
- Consider necessary implementation actions
- Monitor and evaluate implementation progress
- Foster a conducive environment for the implementation
- Resolve implementation challenges and broker agreements
- Oversee the work of the Civil Service Reform Directorate (CSRD)
- Provide periodic briefings for Cabinet and the President

Figure : The Institutional Arrangement for CSR in Liberia



The Committee will drive at the highest level of the government while allowing the President and the Cabinet to oversee and guide the entire process. Preferably, it will meet monthly. Its functions shall include the following:

- provide guidance and technical leadership in design and implementation;
- coordinate and harmonize cross-cutting reform components;
- consider necessary implementation actions;
- monitor and evaluate implementation progress;
- foster a conducive environment for the implementation;
- resolve implementation challenges and broker agreements;
- oversee the work of the CSRD;
- provide periodic briefings for Cabinet and the President.

Civil Service Agency

The CSA is the hub of the entire reform effort, facilitating the mainstreaming of CSR and helping reduce the risk that the reform will become a distracting ‘add-on’ to the Civil Service. However, the CSA is faced with many challenges and is itself a critical target of the reform effort.

In line with experience elsewhere, a dedicated unit to be called the Civil Service Reform Directorate (CSRD) will be established within the CSA to perform this role. We will ensure that the Unit is headed by a competent professional versed in CSR issues. This position will report directly to the Director General of CSA. Gender representation will be reflected in all appointments to the CSRD, and adequate support and provision will be made for building the capacity of the entire team on an ongoing basis. The CSRD may eventually be divided into a number of sub-teams but it must not grow into a huge bureaucracy.

Importantly, the CSRD will include a focus on communication and public relations, supported by designated communications professionals. There is also an important role within the CSRD for a dedicated M&E team to prepare progress reports.

The role of the CSRD will include:

- providing facilitation, advice and support to MACs;
- defining clearly the role of the various MACs in the reform;
- carrying out relevant research and preparing supporting papers and policy documents for approval;
- identifying, anticipating and managing risks to implementation progress;
- agreeing on targets and associated timelines for reform implementation;
- holding ministries and bodies accountable for implementation of agreed actions and targets;
- organizing meetings and reviews;



- developing and carrying out surveys of clients of ministries, etc;
- managing relevant consultative processes;
- serving as Secretariat of the Inter-Ministerial Committee on the CSR; and
- submitting periodic reports on the progress of the reforms.

Ministries, Agencies, Autonomous Commissions

While the CSA is responsible for coordinating the reforms and the formulation of strategies, it is the ministries, agencies and autonomous commissions that will lead the change of behavior and attitudes and improvements in structures, processes and procedures that ultimately produce the desired results.

To facilitate the above each ministry, agency and autonomous commission will be required to establish an Internal Reform Committee (IRC) along guidelines established by the Steering Committee.

The roles and responsibilities of the IRCs will be as follows:

- provide guidance and technical leadership in design and implementation
- coordinate and harmonize cross-cutting reform components;
- consider necessary implementation actions;
- monitor and evaluate implementation progress;
- foster a conducive environment for the implementation;
- resolve implementation challenges and broker agreements;

- oversee the work of the CSRD; and
- provide periodic briefings for Cabinet and the President.

The Stakeholders' Forum

The Forum will be a consultative body, which will be chaired by the Director General of the CSA and will include representatives of various stakeholders, including the following:

- Professional Heads of MACs affected by the reform
- LIPA
- GC
- Civil Service Association
- Chamber of Commerce
- Higher education and training institutions
- Civil society organizations and NGOs
- Donors and international development partners
- Mass Media
- Private Sector

The Donors' Forum

Donors and international development partners are key supporters of CSR efforts and are necessarily involved in the implementation structures already identified. While a distinct structure for managing the relationship with donors may seem superfluous, there is a strong determination to actively engage donors in all of the reforms plans and process. There is no gainsaying that the reform program will be heavily dependent on external donors and development partners for funding and support. Their inclusion is essential, not least because the level of funding presently available falls far short of what is required to secure credible wins for the CSR effort.

Although donors are mainstreamed into the reform program, a CSR Donor Coordination Forum will also be established. This will not duplicate whatever structures exist elsewhere in the public service as it will be focused primarily on the implementation of the CSR process, and have the following features:

- the Donors' Forum will be a reasonably small grouping;
- it will be held every four months under the auspices of the CSA;
- the CSA will determine its membership;
- membership and the need for the forum will be open to review from time to time;
- it will share progress reports and secure views of critical donors;
- it will advocate for funding and champion the reforms in the donor community;
- It will play a vital role in building relationships and reassuring partners of the Government's continuing commitment to the program; and
- It will facilitate the pooling and coordination of funding support.

Priorities and Sequencing of Implementation

Our strategic reform goals as described in Chapters 4 to 9 are:

Restructured and right-sized Civil Service – the need for a lean Civil Service, the reappraisal of mandates and functions, a streamlined institutional and organizational structure, rationalized and appropriate staffing with the right skills and competencies, and a deeper voice for civil servants in ministry decision making.

Pay reform – the need to attract and retain skilled professionals, to motivate Civil Service employees to be productive in the implementation of their roles and responsibilities.

Improved service delivery – a need for drastic improvement in the quantity and quality of public services to the population through a delivery mechanism that puts the public and customers first

Human resources management and development – a well-trained and managed professional Civil Service that meets the service delivery needs of the Government

Leadership development – strong managerial leadership capacity in the Civil Service to enhance institutional performance, particularly in policy management and service delivery.

Gender equity – a gender-sensitive Civil Service that provides equal access of opportunities to men and women at all levels and protects all employees against sexual discrimination.

The conclusions from our analysis can be summarized as follows:

- Effective performance of duty at individual and institutional levels is the most critical problem with the Civil Service, hence the appalling record of service delivery;
- The most constraining factor is the lack of capacity in ministries;
- Poor pay and incentives is a cross cutting theme that affects all the strategy areas;
- The structure of MACs is too political and is a barrier to growing a deep and talented Civil Service; and
- There is discontinuity as a result of overt political management of ministries.

To reiterate the above, improved service delivery is possible, decentralization of services is possible and strong policy making and regulatory functions by ministries are possible. In short, realizing the reform vision set out in this strategy is possible, but only when the above preconditions have been attended to and met.

The most critical deficiency in the Liberian civil Service is trained, experience, skilled professionals to plan, manage, and monitor government performance, and to manage the reform of the Service.

This means that first priority be given to the reform strategies that target the infusion of talent into the Civil Service. This means that early attention should go to pay reform, training, as well as establishing the MACs' organizational and administrative structures to effect the reforms and for sustained improvements to Civil Service performance.

Thus, strategic priorities for this three-year reform program are as follows, approximately in this sequence:

- restructure MACs to focus on policy making and monitoring of government programs, and effective management of the delivery of government services through revised mechanisms;
- increase pay and incentives to attract skilled talent and at the same time vigorously pursue programs of training and ways of securing new talent;
- develop service delivery standards and monitor performance;
- build local government capacity to be an effective service delivery arm of the Government;
- develop partnerships between the Government and other entities; and
- support mechanisms to increase the demand for better service delivery and to hold the Government accountable.

These priorities will be attended to through:

- gradually improving and decompressing salaries, an effort that has already started;
- developing local training capacity; and
- monitoring reform progress and being prepared to make adjustments.

Cautionary notes

- Training and better pay alone are not the answers to capacity problems. Improvements on these fronts should not be carried out in isolation from improved structures and systems of accountability that will make these meaningful and
- Restructuring and right-sizing generally precede training and marked increases in pay. This is the general norm in Civil Service reform programs.

Sequence

In practical terms, the following is the logical step-by-step process to begin the implementation phase of the reform program.

- **Step 1**

Identify those who will design and implement the reform programs and train them. In this regard, the CSA must act quickly to strengthen its own institutional capacity, recruit staff for the CSRD.

Ministries should select their IRCs and train them. These carefully selected change managers must be provided with appropriate monetary incentives (something envisioned in the SES).

- **Step 2**

Implement the restructuring and rightsizing of MACs, including the selection and training for senior staff in the skills required to work with the new systems and manage MAC reforms.

- **Step 3**

Implement a new grading and classification system and bring wages to par with the private sector. A gradual increase in wages should begin immediately. However, it is not until the restructuring and right-sizing is complete that maximum wage increases should be implemented.

Funding

There is a general readiness for the CSR program in Liberia. However, it is only common sense to anticipate that the pace of reform implementation will be impacted by resources. Additionally, strong incentives must be available to reward individuals and institutions that champion change and are vigorously implementing the required organizational improvements.

The Government and donor partners must be prepared to fund the reform package, starting with capacity building. To this end, a dedicated funding envelope – the Civil Service Performance Improvement Fund (CISPIF) – will be instituted for the sole purpose of funding the CSR program.

The CISPIF will be:

- managed by the CSA and the IMC;
- accessed by MACs to fund training, equipment and consultancies;
- used for enhanced salaries (through SES) of key reform staff or managers; and
- performance against set standards will be used to allocate the funds.



Stakeholder Management and Communications

11

“The consistent message of this strategy is this: Change is mandatory and possible; a smaller government with a professional Civil Service can provide better services to the people”.

- A stakeholder at the CSR Stakeholders Forum, Sept. '07

Vision

An inclusive Civil Service Reform (CSR) program implementation that is enriched by the contributions of all stakeholders, and benefits from maximum and sustained stakeholder support.

Building a Constituency for Civil Service Reform

Legitimacy for a government derives from how its citizens perceive it. The way we manage the relationship with the stakeholders of the Civil Service is very important during this process of change. It is the difference between whether we are perceived to be successful in the design and implementation of the reforms, which is an important step in actually turning the bureaucracy of government around. This means that we first recognize who the key stakeholders are and what their main issues, concerns and interests are so as to plan effective strategies to address the issues, and let the stakeholders know about processes and progress being made.

Our goal has been and will continue to be to draw CSR stakeholders into the development of strategies right from the start. The damage of Liberian society from years of civil strife requires that the transformation process be participatory so that individuals, groups and institutions can see themselves in the changes occurring and can have faith and ownership in the resulting institutional arrangements.

The reform of the Civil Service is aimed at transforming service delivery, to make government programs and services more accessible, and more efficient and effective. To achieve these ends some tough decisions need to be taken. Though we have embarked on this exercise in order to bring benefits to citizens and those employed in the Civil Service, there is no doubt that some of the tough decisions and actions taken will impact on some in ways that may not please or satisfy them in the short term. However, it is important to keep a long-term view of the reform goal, and it is the job of the CSR program managers to help stakeholders maintain this vision.

Stakeholders

Everyone in Liberia is a stakeholder in CSR. In one way or another, every citizen is a consumer of government's programs and services, and has a stake in how the government

conducts its business and in whether the government is effective or not, or whether it is one that has their confidence. Yet stakeholders come in different stripes. The list of CSR stakeholders includes:

- Citizens
- Public institutions
- Private sector organizations
- Politicians
- Legislators
- Civil servants
- Religious institutions
- Civil society organizations and NGOs
- Donors/Development partners
- Embassies
- Training institutes and think tanks

Areas of Stakeholder Concern

Many aspects of CSR will be challenging. Pay reform is one area of difficult choices. On the one hand, we are committed to raising the salaries of civil servants in order to motivate them and keep them focused on performing their duties with diligence, but we also know that this will have to be done within our budgetary space.

Right-sizing is another concept that can easily be misunderstood. Many people equate CSR with right-sizing and vice versa. One reason for this was the Government's early effort at eliminating ghost workers in the system. Efforts to align the mandates of Ministries and Agencies with their organizational structure and human capacity needs have some civil servants feeling their tenure threatened. The existence of ghost names on government payroll was well known, and it is also generally agreed that virtually all government ministries and agencies were adulterated during the war and that the situation must be remedied. While it may cause short-term discomfort, the Civil Service must be de-politicized, services must be decentralized, and Ministries and Agencies must be reorganized for the sake of long-term sustainability and national development.

Managing the Stakeholder Relationship

The way in which we proceed to address these issues will be carefully watched by the public and other stakeholders. It is critical to communicate, and communicate well the purpose, process, activities and challenges of the Civil Service reform exercise so that there is a shared vision and understanding about the reforms. Failure to do this may lead to misunderstandings and a lack of stakeholder buy-in. It can also lead to cynicism and apathy.

The civil servants who work in the system and who are at the center of the reform may resist the changes. Some may very well block the changes through lack of interest; others



may take actions contrary to changes envisioned. However, the consultative meeting on the CSR revealed considerable support for the reforms in the Civil Service.

Our Strategic Direction

The risks of misinterpreting the strategies and activities of the reform program accentuate the need for an effective stakeholder communication strategy. Consequently, our task in managing issues arising from the reform program is one of social marketing – to keep people informed and involved in what is going on, helping them understand the benefits of steps we are taking, especially where those actions may cause short-term discomfort for some. To this end, our strategy includes a strong communication plan to create avenues for disseminating news about the reform exercise and promote the benefits of CSR to our Liberian people.

Slogan

Our slogan is:

“Smaller Government, Better Service”

The slogan encapsulates the key objectives, results or benefits of the CSR program. It will be used to consistently reinforce the messages and benefits of the CSR.

Benefits of the CSR Program

Frequently, we will highlight the positive changes that are accruing from CSR, including the following:

- *Rationalized and strengthened institutional mandates and organizational structures* will provide direction for government agencies and promote a clear vision, organizational stability, professionalism, efficiency, and effectiveness within the Civil Service.

- *Strengthened human and institutional capacities* will enable the government to effectively carry out its mandates and implement programs that improve the lives of every Liberian.
- *Improved pay and incentives* will reward Civil Servants for their efforts and motivate them to be more diligent at their jobs and will attract qualified and experienced Liberian professionals into the Civil Service.
- *Decentralized government services* will bring government services closer to the people and reduce hardships experienced by rural communities.
- *Improved service delivery* will improve the systems and processes for delivering government services leading to better quality of life.
- *Improved human resource management* will restore merit to the hiring and promotions within the Civil Service and reduce political interference. It will rid the Civil Service of unqualified hiring and beneficiaries of political patronage.
- *A results oriented government* will use performance requirements to enhance public service productivity and improve service delivery to the public.

Communication Vehicles

A variety of channels will be used to reach the various audiences in our country, to include:

CSR Fact Sheet

A Fact Sheet describing the CSR and its benefits will be developed and targeted at a wide audience. This is a handy reference pamphlet, written in simple language. The factsheet will be updated and distributed regularly to reflect recent reforms.

The CSR Newsletter

A newsletter will be produced periodically to inform stakeholders about reform developments and newsworthy activities. A newsletter is a useful tool for raising the profile of the CSR program with a broad range of stakeholders, particularly in the ministries and agencies, where there might be concerns or anxieties about the changes. Ministries and agencies will contribute their own reform activities and success stories.

The newsletter will be deposited at the entry of every government institution so that it can be accessible as people enter and exit buildings.

The newsletter can also serve as an effective means for sharing program tools and lessons learned among implementing agencies.

GoL Cabinet Retreats

Cabinet Retreats are an important forum for presentations to the President and Ministers, and information exchanges among GoL political leaders. Specific program decisions that have significant financial implications should be discussed in Cabinet and consent given to proceed.

Leaders of the CSR process will find space on the busy Cabinet agenda to constantly update the President and Cabinet about the progress of the CSR. A short progress report detailing milestones, challenges and next steps should be tabled at Cabinet every quarter.

The Cabinet also has a communication role to play. It should:

- take the time to educate itself on the latest CSR developments;
- be ready to attend CSR events;
- explain reform issues to the public and sectoral constituencies;
- promote the benefits of the reform; and
- provide leadership to the reform efforts.

The report and input of the Cabinet can also serve as the main update to the PRS implementation process.

Ministers' Briefs

Periodically, the Director General of the CSA will organize briefing sessions with key Ministers to discuss issues and garner collegial support for specific steps in CSR implementation.

Legislature Updates

There is a shared interest between the Executive and the Legislature to ensure Civil Service revitalization. Members of the Legislature participated in the development of the CSR strategy. New Bills or revised Acts concerning the Civil Service will ultimately be enacted by the Legislature. Regular briefing will keep legislators informed and ready to anticipate possible regulatory reform impacts of the CSR program.

Stakeholder Forums

The series of inclusive CSR Stakeholder Forums that started in September 2007 will reconvene periodically and act as a structured mechanism for stakeholders to be updated and give advice on the implementation.

Radio Talk Shows

The radio is a major medium of communication in Liberia. Call-in talk shows are very popular and are ideal for reaching a critical mass of the public. The CSA has effectively used this medium and will continue to use it to solicit input from and provide updates to the public.

Road Shows

While important in rural areas, radio, television and newspaper diffusion is low in rural areas. Thus, it becomes the responsibility of government CSR leaders to take the issues of decentralization, land reform, taxes, etc., directly to the people in the counties. CSR activities that will ultimately improve the delivery of government services are of critical interest to the rural communities and involving them through planned Road Shows will garner their goodwill.

Suggestion Boxes

A CSR “Suggestion Box” will be installed in every ministry and agency, to gather anonymous input from government employees. The submission will be collected by the CSRD periodically, sorted and forwarded to the appropriate program leads for appropriate action. This is another mechanism that will allow government employees to take ownership of the CSR implementation process.

GoL Civil Service Week

The CSA will organize a workshop or seminar during the annual Civil Service Week, a tradition celebrated in many countries around the world in June each year. Civil Service Week is an important opportunity to celebrate the Civil Service, build Civil Service morale, and raise public awareness of the reform process.

Conferences

The CSA and other leaders in the CSR program will look for opportunities to profile the reform program at national and international conferences, to share ideas about innovations in public administration, and learn from other jurisdictions.

CSR Website

The CSR website will be updated with news and information about the reforms, with web links to international organizations, especially the UN, World Bank, DFID Public Administration and Civil Service sites.



Risks and Risk Mitigation

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“Failure is assured when we fail to try”

CSR implementation is vulnerable to risks and various unexpected occurrences. Some of these could conceivably be sufficiently serious to derail the entire process. It is vitally important therefore that risks are managed and their effects are mitigated.

The CSA through the CSRD will have the primary responsibility for risk management, coordinating with implementing ministries and agencies. In this regard, it is again important that we build the necessary capacity of the CSRD in order for it to carry out this function.

Below is a discussion of some of the greatest risks to the CSR effort, followed by the measures planned to address them:

Limited Implementation Capacity

There is a dearth of institutional capacity within the Civil Service to implement the reforms called for in this document. But this is one of the inherent contradictions in CSR efforts around the world; change is largely dependent on the capacity of the institutions and professionals that are the objects of reforms. The following risk mitigation steps will be taken:

- SES and other programs, in the short-to-medium terms, will be relied upon to bridge the capacity gaps in institutions to appreciate and champion the change process
- CSA will expeditiously recruit a small cadre of professionals around core areas of its revised mandate to assist in leading the CSR process.
- CSRD will monitor closely the performance of implementing agencies, note weaknesses and recommend supportive interventions.
- Intervention activities will be paced in line with capacity.
- Training and process improvement will happen simultaneously with CSR efforts.
- The government will develop and use simple tools and realistic guidelines to help civil servants assimilate any new innovations.
- The use of participatory process to engage ministries and their workers will help CSR managers to gauge levels of readiness for the various activities and also to assess the effectiveness of intervention approaches.

Political Will

Finding the political will to engage in CSR is fundamental to its success. While political will must come from the top, it should also come from within the MACs themselves, as well as from the private sector and civil society organizations that interface with them. While the political will was clearly demonstrated in the very commencement of this reform program, it is important that the reform spirit be sustained in perpetuity. The following risk mitigation steps will be taken:

- CSA will provide regular briefings for the President, Cabinet and other key stakeholders including civil servants, donors, CSOs amongst others.
- The Government will ensure through its stakeholder management and communication processes that opinion leaders continue to buy into the reform vision, objectives, principles, and programs.
- The Government will ensure the participation of the IMC, the Stakeholder Forum and Inter-Ministerial working groups.
- A clear and consistent message about the benefits of specific reforms will be communicated to leaders in a way that challenges and supports them to become champions of change.
- Further, selected individuals in MACs, the private sector, non-governmental organizations and civil society will be identified and mobilized as public champions of Civil Service reforms.

Funding

Without adequate funding on a sustained basis, reforms will slow and the momentum for change will be lost. The lessons of history across Africa inform us that Civil Service reforms are necessarily long-term, tedious and expensive.

- The government will continue to make Civil Service reform a priority, and a necessary precondition for the success of Liberia's recovery program. Budgetary allocation to the reform must set the tone.
- The donor community has a major role to play. The government will ensure donor involvement in the planning of CSR interventions so that they continue to appreciate the importance of funding continuity. Policy dialogues with donors will continue in search of long-term commitments for reforms.
- The government will demonstrate its effective management of the reform process as a show of value-for-money, and will deliver quick wins to demonstrate that Liberians are ready for change.

Management Turnover

The likelihood of Civil Service leadership turnover is high and the impact on support for the reform could be significant. Cabinet reshuffles, resignations, retirements



and transfers may result in setbacks for CSR. The following risk mitigation steps will be taken:

- A participatory approach will draw in officials from the various MACs and the various levels within MACs.
- CSR managers will work to ensure that medium-senior civil servants feel ownership of the reform process.
- Composition of the Inter-Ministerial Committee will be broad and include senior level participation.

Sustainability of Reforms

The project will ensure sustainability of reforms by:

- widely publicizing reform measures taken, and soliciting wide participation from civil servants in the planning of specific CSR processes;
- training and developing civil servants' skills from the earliest stages;
- documenting the CSR process, and monitoring and evaluating the impacts;
- producing supportive documents and tools like manuals, guides, etc.

Political Instability

Conflict is an enemy of change; reforms can never be effective in an environment of conflict because of its divisive, destructive and de-humanizing tendencies. As such, any reversal to conflict will definitely undermine Civil Service reforms.

In order to mitigate the risk of political instability, the government will continue to mainstream the cross-cutting issue of peacebuilding into its poverty reduction plans, and to champion and support a wide range of local and national reconciliation efforts

as discussed at length in the 2008-2011 PRS. The security sector will be fundamentally reformed; outstanding ethnic conflicts will be attended to; the Truth and Reconciliation process will be supported and widely publicized; and the government will work to facilitate access to economic opportunities for the populace, especially the young people who are in majority.

Conflicting Donor Interests

As in many humanitarian/development contexts, post-conflict Liberia has been visited upon by donor agencies from a host of generous nations, without whose assistance we would never have achieved such progress in the short period since the end of civil conflict. However, with so many donor relationships to maintain, and with such limited capacity to do so, the possibility of clashing donor country priorities and interests does exist. With that possibility in mind, the government will take the following risk mitigation steps:

- Insist on donor support harmonization and donor coordination. Liberia does not have the capacity to manage conflicting donor priorities.
- Continue to solicit wide donor participation in consultations on the issue of CSR.
- Work to establish useful linkages between projects and maintain ongoing communication with all implementers.

Giving Up too Soon

The first problem with reform processes in Africa has always been the tendency to surrender even before the reforms commence. The problem does not come from those who might misunderstand and therefore oppose the reforms; the problem is that too many have become accustomed to mediocre outcomes and are conditioned to be content with outdated, inferior ways of doing things, even though these ways have never produced meaningful results.

You can hear them talking in the street; some people are simply unwilling to take a risk. They tell you, “It won’t work,” or “This is Liberia, not some rich country.” As soon as such people see a small problem in the new systems, they say, “See? I told you it will not work!”

Unfortunately such naysayers can impact the perspective, perception and attitude of others. There will always be skeptics; this is a reality of life. However, we are confident in our belief that these reforms are good for the populace. Accordingly, we will take the following steps to mitigate the risks associated with such skepticism on the part of some:

- implement a vigorous communication strategy and social marketing activities to promote the benefits of the reforms;
- involve a broad cross-section of the population in reform planning and implementation;
- promote the value of reforms to the public, civil servants, consumers and other stakeholders;

- identify and enlist the support of change agents in the various levels of the government;
- work to ensure the reform intervention activities stay on track;
- take legislative measures to protect and institutionalize the reform; and
- make known the benefits of reforms.



Action Plan (2008-2011)

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“Our planning will be an exercise in academia if we do not fix responsibility for specific actions to be undertaken within determined timeliness.”

- A stakeholder at the CSR Strategy Development Workshop

Strategy	Action/Deliverable	Delivery Date	Lead
Implementation Arrangements			
Revitalize the CSA as lead agency for CSR	Assess capacity requirements of CSRD	Aug/08	CSA
	Establish the CSRD	Sept/08	CSA
	Recruit team for CSRD, train and resource the team	Sept/08 – ongoing	CSA
Create an Inter-Ministerial Committee on CSR	Consult and develop terms of reference for the Inter-Ministerial coordinating committee	Sept/08	CSA
	Create a schedule of meetings and decision protocols	Sept/08	CSA
Define the CSR roles of Ministries and Agencies	Solicit a CSR implementation plan from all MACs	Nov/08	CSA
	MACs create Internal Reform Teams, train IRT and resource team	Sept/08	CSA
Institutionalize the CSR Stakeholder Forum	Formally establish Stakeholder Forum	Oct/08	CSA
	Create a schedule and invitation protocol for Stakeholder Forum	Oct/08	CSA
Coordinate the Donor Effort on CSR	Formally establish Donor Coordination Forum	Nov/08	CSA
	Create a schedule and invitation protocol for Donor Coordination Forum	Dec/08	CSA
Ensure funding availability	Develop an appropriate funding mechanism for implementing the CSR	Aug/08	CSA, MoF
	Secure funding	On-going	CSA, MoF
Restructuring and Right-sizing			
Realign ministry portfolios with the core functions of government	Create a team to manage completion of the review exercise	Sept/08	GC, CSA
	Conduct assessment of work done by GC and MACs and develop plan for completion, including guidelines and templates for reports	Sept/08	GC, CSA
	Complete the review exercise - each ministry revises mandate and core functions in accordance with the new government orientation	Dec/09	GC, CSA

Strategy	Action/Deliverable	Delivery Date	Lead
Conduct organizational and efficiency reviews	Assemble and train review teams	Sept /08	MACs
	Conduct reviews	Dec/09	GC, CSA, MACs
	Each ministry should submit a plan on: a) revised mandate and functions; b) new organizational structure to match; and c) a human resource/staffing plan that aligns the staffing and skill requirements with the organizational structure of each MAC	Dec/09	GC, CSA, MACs
Develop a framework for depoliticizing the Civil Service	Develop and submit a plan to Cabinet for depoliticizing the Civil Service, with recommendations for: a) appointing Assistant Ministers on Civil Service posts in the short term; and b) creating the post of "Principal Administrators" for ministries	Sept/09	GC, CSA
	Secure a Presidential Order/legislative approval to codify the changes	Mar/10	GC, CSA
Create policy development functional areas	Create a functional Directorate of Policy and Planning, Monitoring and Evaluation (PPME) within each MAC	Dec/09	MACs
	Make PPMEs functional – recruit and train staff	Dec/09	MACs
Implement a Redirected Workers Program	Hire consultant	Aug/08	CSA
	Using a participatory process to include Civil Service workers, devise an agreed Redundancy Policy and distribute widely and implement	Nov/08	CSA
	Implement the program – MACs use the guidelines to manage their staff redundancies	Jan/09 – ongoing	MACs
Implement restructuring process	Create Internal Reform Teams for CSR implementation within the ministry	Sept/08	GC, CSA, MACs
	Implement establishment and payroll controls	June/09	CSA, MACs
Pay and Pension Reform			
Conduct a diagnosis of the current Civil Service pay arrangements to identify strengths and weaknesses	Review the grading system, make an assessment of allowances and benefits and a comparative pay survey	Sept/08	CSA, MoF
Prepare and endorse medium-term pay strategy	Develop a range of medium-term pay policy options, which will set out concrete actions, phasing, estimated costs and financing, consistent with the projected budgetary resources	Dec/08	CSA, MoF
	Agree on high-level pay objectives linked to the Poverty Reduction Strategy and ministries' strategic plans	Dec/08	CSA, MoF
	Seek Cabinet approval	Mar/09	CSA, MoF
Develop new job classification system	Review the old system, make an assessment of allowances and benefits and a comparative pay survey	Sept/08	CSA
	Develop a well-defined national job classification system with a corresponding salary and benefits scale to adequately compensate public servants and officials	Dec/09	CSA

Strategy	Action/Deliverable	Delivery Date	Lead
Review and restructure administration of pensions	Conduct a consultant's review of the compensation packages and benefits of pensioners	March/09	CSA, MoF
	Develop a framework that clearly defines the roles and responsibilities of the CSA, MoF, and NASSCORP with regard to pensions	Sept/09	CSA, MoF, NASSCORP
	Shift the pension program to the NASSCORP for implementation	Jan/10	CSA, MoF, NASSCORP
Improving Public Service Delivery			
Develop programs to change attitudes and work practices	Each MAC must develop its own program of transformation to a customer service entity, which highlights courtesy, responsibility and efficiency in the delivery of services	Dec/09	All MACs
	Implement a communication and awareness campaign with public servants on a regular basis on the new public service orientation	Mar/10 - Ongoing	All MACs
	Undertake a public information campaign to educate the public, about the new public service and the public rights and responsibilities	Mar/10 - Ongoing	All MACs
Design public services around public wants and needs	Conduct beneficiary surveys to identify needs of customers	Jan/10	All MACs
	Publicize the results of the survey process within the ranks of the Civil Service	Jan/10	All MACs
	Develop service standards based on client input	March/10	All MACs
	Undertake annual reviews of performance against those standards	March/11	All MACs
	Develop staff and other institutional capacities to provide services demanded by the public	On-going	All MACs
Decentralize service delivery and increase access to services	Develop and implement a strategy in each MAC to decentralize operational and service delivery from Monrovia to the county/sub-national level	Dec/10	MIA, MACs
	Set targets for progressively increasing access to services, particularly for the non-served and the underserved	Dec/10	MIA, MACs
	Publicize contact information for the purpose of client feedback	Dec/10	All MACs
	Establish dedicated service delivery improvement unit in Ministry of Internal Affairs to oversee Civil Service reforms relating to local governments	Dec/09	MIA
Strengthen organizational performance management	Develop and implement time-bound action plan on service delivery	Dec/09	CSA, LRDC, MACs
	Translate PRS objectives into performance indicators and targets, and link with budgetary resources	Mar/10	CSA, LRDC, MACs
	Develop and set targets for functional areas and the managers, and monitor performance	Mar/10	CSA, LRDC, MACs

Strategy	Action/Deliverable	Delivery Date	Lead
Increase the use of modern technologies in Civil Service work processes and culture	Conduct a system-wide assessment of the state of technology in the Civil Service	Jan/10	CSA, MACs
	Develop a Technology Strategy for moving towards digitizing the workplace and reducing the reliance on paper records	Jan/10	CSA, MACs
	Establish ICT Units in all MACs where they do not already exist	Dec/09	CSA, MACs
	Provide initial and periodic trainings to ICT staff in all MACs	Dec/09 - On-going	CSA, MACs
	Design a system-wide architecture of uniform standards, networking configurations, hardware and software specifications, utilization and backup protocols, and security protocols	Sept/10	CSA, MACs
	Establish computer literacy criteria in Civil Service recruitment and selection, where relevant for the position	Sept/09	CSA
Managing Human Resources			
Re-establish discipline and control	Reinstate a central system of establishment controls – MAC obtains prior approvals from CSA for recruitments based on authorized vacancies, MAC needs and budgets	Dec/09	CSA, MACs
	Develop Standing Orders, Rules & Procedures to provide practical guidance for HR professionals and line managers of MACs	Dec/09	CSA, MACs
	Develop and begin use of the biometric system	Dec/08	CSA
	Introduce a computerized HRMIS, integrated with payroll	Dec/11	CSA
	Train HR staff on the use of HRMIS	Dec/11	CSA
	Publicize codes of conduct and workplace rules	Dec/09	CSA
Adopt and implement progressive HR policies	Conduct a comprehensive analysis of the various Civil Service jobs across the system	Dec/09	CSA
	Develop job descriptions for all jobs in Civil Service	June/10	
	Devise and publish guidelines for a new merit-based, fair, transparent and competitive selection process, and publicize widely	Sept/09	CSA
	Devise a new objective Performance Appraisal System in line with new HR and compensation policies, and implement and publicize	Sept/09	CSA
	Revise the Disciplinary Code and implement and publicize	Sept/09	CSA
	Monitor adherence to new HR rules	Sept/09-ongoing	CSA
Build HR institutional capacity	Complete the strengthening of the CSA as the central HR management agency	On-going	CSA
	Strengthen MAC's HR institutional capacity	On-going	CSA, MACs
	CSA provide guidance and orientation, update sessions with line ministry HR practitioners	On-going	

Strategy	Action/Deliverable	Delivery Date	Lead
Develop a framework for the training of civil servants	Establish an inter-agency committee on the formulation of a training modus operandi	Dec/08	CSA, LIPA
	Undertake consultations and develop policy	July/09	CSA, LIPA
	Develop and implement a capacity plan for LIPA's training delivery	July/09	LIPA
	Provide practical, periodic job-related training and management development programs for civil servants	On-going	CSA, MACs
Revise the regulatory framework	Assess feasibility and make recommendations regarding the establishment of the Civil Service Commission	June/10	CSA
	Revise as necessary the Civil Service Act	Dec/10	CSA, Legislature
	Develop/Revise other HR guidelines	On-going	CSA
Developing Leadership			
Professionalize the Civil Service	Establish and appoint new position of career head ("CEO", or title to be determined) for each government ministry, agency and department	March/11	CSA, GC
	Devise and implement an individual performance agreement framework for senior executives	Dec/10	CSA
	Define the scope of the senior Civil Service officers and introduce new competency framework	Dec/09	CSA
	Introduce new recruitment and promotion policies, criteria and procedures for senior level appointments	Dec/09	CSA
	Enact legislation to underpin these reforms	Dec/09	CSA, GC, MoS, LEG
Provide accelerated leadership training	Prepare and approve a study of existing capacity and determine future needs and requirements	Oct/09	CSA
	Design and institutionalize a Management Development Program for leadership roles based on the study	Ongoing	CSA, LIPA
Depoliticize top Civil Service Posts	Abolish the post of Assistant Minister throughout the Civil Service. This will be replaced by the post of civil servants recruited competitively	Dec/09	CSA, GC, MoS
	Limit the number of Deputy Ministers per ministry	Dec/09	MoS
	Limit, by Presidential order, political appointments to the levels of Deputy Minister and above	Dec/09	MoS
	Develop a manual on the respective roles of political and professional heads of MACs	Dec/09	CSA
	Develop and implement a program to build mutual trust and confidence between political appointees and the new career heads, to be undertaken at the advent of each new term of political appointment	On-going	CSA

Strategy	Action/Deliverable	Delivery Date	Lead
Integrate and ensure the sustainability of SES and associated programs	Review SES to refocus the program to its original purpose	Oct/08	CSA
	Review implementation of the SES and link to the CSR proposals in this strategy, identify technical skills and leadership for the implementation of CSR through the SES program	Oct/08	CSA
	Develop a sustainability strategy based on participant input that ensures that the positions and incumbents are integrated into the service and retained beyond their three-year program length	Jan/09	CSA, MACs
Recruit more young people into the Civil Service	Conduct a review of existing youth-recruitment efforts in MACs	Sept/09	CSA, MACs
	Devise a plan for JPOP and High-Flyers programs, including structure and incentives, and accounting for costs	Sept/09	CSA, MACs
	Engage young people to help publicize the programs widely	March/10	CSA, MACs
	Recruit the first wave of JPOs and High-Flyers	June/10	CSA, MACs
	Conduct periodic review of progress toward goals, based partly on participant input	On-going	CSA, MACs
Gender Equity			
Mainstream gender equity in Civil Service	All MACs conduct gender sensitivity training	Jan/10	All MACs
	All MACs make a gender assessment of their service delivery outcomes	March/10	All MACs
	All MACs develop strategies for ensuring equal access to the services they provide	March/10	All MACs
	Set up a committee of the CSA and MoGD to coordinate implementation of policy objectives	Dec/09	CSA, MoGD
	Provide training in gender-based budgeting for MACs and implement gender-based budgeting in the Civil Service	Jan/11	CSA, MoGD
Create and implement a Civil Service-wide Sexual Harassment policy	Devise and adopt a Civil Service Sexual Harassment policy, publicize widely and incorporate into personnel policy for all MACs	Jan/10	CSA, MoGD, MACs
Devise and implement an affirmative action program	Recruit qualified consultant	Jan/11	CSA, MoGD
	Design a program to bring more women into senior levels of the Civil Service, including a communication strategy	Dec/10	CSA, MoGD
	Secure Cabinet approval	Jan/11	MoS
Deploy a Gender Officer in each MAC	Assess each MAC for suitability of Gender Officer deployment	Sept/10	CSA, MoGD
	Create a job description for the post of Gender Officer for each MAC	Sept/10	CSA, MoGD
	Recruit and deploy a Gender Officer for each MAC	Dec/10	CSA, MoGD, MACs
	Create an Inter-Ministerial group of Gender Officers to inform and support CSA efforts related to gender equity	Dec/10	CSA, MoGD

Strategy	Action/Deliverable	Delivery Date	Lead
Ensure that female employees are given special attention in training and mentoring	Conduct assessment of female Civil Service employees' needs for training	Jan/11	CSA, MoGD
	Develop and implement a mentoring program for female Civil Service employees	Jan/11	CSA, MoGD
	Conduct a regional search for short-term outside training and exchange opportunities for women in the Civil Service	Jan/11	CSA, MoGD
Stakeholder Management and Communication			
Manage the relationship with the stakeholders of the Civil Service and in the reforms	Design and adopt communication strategy including scheduling of regular deadlines for public communication through the various media	Oct /08	CSA
	Dedicate professional support in CSRD to communication	Sept/08	CSA
	Implement strategy and plan	Oct/08 - ongoing	CSA

Monitoring and Evaluation Matrix

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Strategic Action	Key Expected Outcomes	Indicators	Sources of Verification
Restructuring and Right-sizing	Realigned MAC mandates and core functions	Comprehensive documents of revised mandates and functions for all MACs	Legislation on new mandates and functions for MACs
	New/Revised organ structures to match functions	Revised organ structures of MACs approved by Cabinet	Cabinet's public announcements and report on ... Cabinet's policy document on MACs new structure implementation plans
	Appropriate staffing configuration with the right skills mix	Number and types of staff recruited and redundant Improved operational efficiency of MACs	Redundancy Plans HR Plan Reports
	Reduced political layers in MACs	Elimination of assistant ministers' level Reduction in the number of deputy ministers in all MACs Appointment of Chief Executives for the running of MACs	Clear government decision.
Pay and Pension Reform	New classification system developed	Changes in grades, levels, configurations, descriptions, and specifications of job	Plan Documents Surveys among Civil Service
	Revised pay structures	Improved, rational pay and incentive structure approved and in place Cleaned government payroll	The Plan Surveys Public announcements & releases The budget Payroll listings
	New Pension Strategy/Policy	Plan for improved pension pay and benefits approved Cleaned government pension payroll	
Improving Service Delivery	Re-orientated customer-focused Civil Service	Redesigned service delivery systems Improved public satisfaction Percentage of staff trained in customer service	Surveys Media reports MACs Planning Documents

Strategic Action	Key Expected Outcomes	Indicators	Sources of Verification
Improving Service Delivery	Improved public services	Improved public knowledge of types and source of all basic services Services meet public expectation (quality, timeliness, & responsiveness)	Surveys Reports Public announcements and pronouncements Media reports
	Decentralized public services	Public services are available everywhere they are demanded	Users' Surveys Reports Public announcements and pronouncements Media reports
Improving Service Delivery	Discipline and control established in Civil Service	New HR policy adopted Streamlined recruitment and selection, and promotion process. Improved performance management in MACs	Surveys Media reports MACs Planning Documents
	Institutional HR capacities improved	Improved performance of civil servants Percentage of civil servants trained in job-related skills Number, type and quality of training opportunities available at LIPA and other sources Civil service training policy in place	Surveys Media reports
	Strengthened regulatory framework	Revised Civil Service act Revised code of conduct Revised standing order	Cabinet approved standing order and code of conduct Legislature approved revised Civil Service Act
Leadership Development	Established executive leadership competence in MACs	Standards and criteria set for executive leadership in MACs Executive leaders in MACs trained More qualified executive leaders hired Civil Service leaders in MACs have access to leadership resources SES program refocused	Number and types of qualified new recruits entering executive leadership in MACs Reports on performance of MACs
	Establish technical leadership competence	Standards and criteria set for technical leadership of middle-level managers in MACs JPO program established High-Flyers program established	Reports of MACs Surveys
Gender Equity in Civil Service	Gender-equal workplace	Number of persons trained in gender issues in MACs Gender-sensitive workplaces Number of women in decision making positions Number of gender focal persons in MACs Workplace sexual harassment policy developed	MACs reports Media reports Surveys

Costing for CSRS Implementation

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Component/ Strategy	Activity	Implementation Cost/Budget			Total
		Year 1 (2008/2009)	Year 2 (2009/2010)	Year 3 (2010/2011)	
Component 1: Restructuring & Right-sizing					
Strategy 1: Realign ministry portfolios with the core functions of government Conduct organization and efficiency reviews	Create team to manage completion of the review exercise	1,000,000.00	0.00	0.00	1,000,000.00
	Conduct assessment of work done by GC and MACs and develop plan for completion, including guidelines and templates for reports				
	Complete the review exercise – each ministry revises mandate and core functions in accordance with the new government orientation				
Strategy 2: Conduct organizational and efficiency reviews	Assemble and train review teams	1,500,000.00	0.00	0.00	1,500,000.00
	Conduct reviews Each ministry must submit plan on: a) revised mandate and functions; b) new organizational structure to match; and c) a human resource/staffing plan that aligns the staffing and skill requirements with the organizational structure of each MAC				
Strategy 3: Develop a framework for de-politicizing the Civil Service	Develop and submit a plan to Cabinet for depoliticizing Civil Service, with recommendations for: a) appointing Assistant Ministers on Civil Service posts in the short term; and b) creating the post of “Principal Administrators” for ministries	30,000.00	20,000.00	0.00	50,000.00
	Secure a Presidential Order/legislative approval to codify the changes				

Component/ Strategy	Activity	Implementation Cost/Budget			Total
		Year 1 (2008/2009)	Year 2 (2009/2010)	Year 3 (2010/2011)	
Strategy 4: Create policy development functional areas	Create a functional Directorate/Directorate of Policy and Planning, Monitoring and Evaluation (PPME) within each MAC Make PPMEs functional – recruit and train staff	300,000.00	300,000.00	300,000.00	900,000.00
Strategy 5: Implement a Redirected Workers Program	Hire consultant Use a participatory process to include Civil Service workers, devise an agreed Redundancy Policy and distribute widely and implement Implement the program – MACs use the guidelines to manage their staff redundancies	3,000,000.00	5,000,000.00	3,250,000.00	11,250,000.00
Strategy 6: Implement restructuring	Create Internal Reform Teams within the ministry for CSR implementation (see implementation arrangements) Implement establishment and payroll controls	0.00	0.00	0.00	0.00
Sub-Total (Restructuring & Right-sizing)		5,830,000.00	5,320,000.00	3,550,000.00	14,700,000.00
Component 2: Pay and Pension Reforms					
Strategy 1: Conduct a diagnosis of the current Civil Service pay arrangements to identify strengths and weaknesses	Review the grading system, make an assessment of allowances and benefits and a comparative pay survey	50,000.00	0.00	0.00	50,000.00
Strategy 2: Prepare and endorse medium-term pay strategy	Develop a range of medium-term pay policy options, which will set out concrete actions, phasing, estimated costs and financing, consistent with the projected budgetary resources Agree on high-level pay objectives linked to the Poverty Reduction Strategy and ministries' strategic plans Consult with key stakeholders and seek Cabinet approval	200,000.00	0.00	0.00	200,000.00

Component/ Strategy	Activity	Implementation Cost/Budget			Total
		Year 1 (2008/2009)	Year 2 (2009/2010)	Year 3 (2010/2011)	
Strategy 3: Develop new job classification system	Review the old system, make an assessment of allowances and benefits and a comparative pay survey Develop a well-defined national job classification system with a corresponding salary and benefits scale to adequately compensate public servants and officials	50,000.00	200,000.00	0.00	250,000.00
Strategy 4: Review and reassign administration of pensions	Conduct a consultant's review of the compensation packages and benefits of pensioners Develop a framework that clearly defines the roles and responsibilities of the CSA, MoF, and NASSCORP with regard to pensions Shift the pension program to the NASSCORP for implementation	100,000.00	600,000.00	0.00	700,000.00
Sub-Total (Pay and Pension Reforms)		400,000.00	800,000.00	0.00	1,200,000.00
Component 3: Improving Service Delivery					
Strategy 1: Develop programs to change attitudes and work practices	Each MAC develop its own program of transformation to a customer service entity, which highlights courtesy, responsibility and efficiency in the delivery of services Implement a communication and awareness campaign with public servants on a regular basis on the new public service orientation Undertake a public information campaign to educate the public, about the new public service and the public rights and responsibilities	500,000.00	500,000.00	250,000.00	1,250,000.00

Component/ Strategy	Activity	Implementation Cost/Budget			Total
		Year 1 (2008/2009)	Year 2 (2009/2010)	Year 3 (2010/2011)	
Strategy 2: Design public services around public wants and needs	Conduct beneficiary surveys	1,250,000.00	750,000.00	500,000.00	2,500,000.00
	Publicize the results of the surveys within the ranks of the Civil Service				
	Develop service standards based on client input				
	Undertake annual reviews of performance against those standards				
	Develop staff and other institutional capacities to provide services demanded by the public				
Strategy 3: Decentralize service delivery and increase access to services	Develop and implement a strategy in each MAC to decentralize operational and service delivery from Monrovia to the country/sub-national level	500,000.00	1,250,000.00	750,000.00	2,500,000.00
	Set targets for progressively increasing access to services, particularly for the non-served and the underserved				
	Publicize contact information for the purpose of client feedback				
Strategy 4: Strengthen organizational performance management	Establish dedicated service delivery improvement unit in Ministry of Internal Affairs to oversee CSR relating to local governments				600,000.00
	Develop and implement time-bound action plan on service delivery	450,000.00	150,000.00	0.00	
	Translate PRS objectives into performance indicators and targets, and link with budgetary resources				
	Develop and set targets for functional areas and the managers, and monitor performance				

Component/ Strategy	Activity	Implementation Cost/Budget			Total
		Year 1 (2008/2009)	Year 2 (2009/2010)	Year 3 (2010/2011)	
Strategy 5: Increase the use of modern technologies in Civil Service work processes and culture	Conduct a system-wide assessment of the state of technology in the Civil Service	0.00	350,000.00	1,450,000.00	1,800,000.00
	Develop a Technology Strategy for moving towards digitizing the workplace and reducing the reliance on paper records				
	Establish ICT Units in all MACs where they do not already exist				
	Provide initial and periodic trainings for ICT staff in all MACs				
	Design a system-wide architecture of uniform standards, networking configurations, hardware and software specifications, utilization and backup protocols, and security protocols				
	Establish computer literacy criteria in Civil Service recruitment and selection, where relevant for the position				
Sub-Total (Improving Service Delivery)		2,700,000.00	3,000,000.00	2,950,000.00	8,650,000.00
Component 4: Managing Human Resources					
Strategy 1: Re-establish discipline and control	Reinstate a central system of establishment controls – MACs obtain CSA prior approvals for recruitments based on authorized vacancies, MAC needs and budgets	0.00	3,000,000.00	2,000,000.00	5,000,000.00
	Develop an HRM Handbook (Standing Orders) to provide practical guidance for HR professionals and line managers Civil Service				
	Develop and begin use of the biometric system				
	Introduce a computerized HRMIS, integrated with payroll				
	Train HR staff on the use of HRMIS				
	Publicize codes of conduct and workplace rules				

Component/ Strategy	Activity	Implementation Cost/Budget			Total
		Year 1 (2008/2009)	Year 2 (2009/2010)	Year 3 (2010/2011)	
Strategy 2: Adopt and implement progressive HR policies	<p>Conduct a comprehensive analysis of the various Civil Service jobs across the system</p> <p>Develop job descriptions for all jobs in Civil Service</p> <p>Devise and publish guidelines for a new merit-based, fair, transparent and competitive selection process, and publicize widely</p> <p>Devise a new objective Performance Appraisal System in line with new HR and compensation policies, and implement and publicize</p> <p>Revise the Disciplinary Code, implement and publicize</p> <p>Monitor adherence to new HR rules</p>	200,000.00	100,000.00	50,000.00	350,000.00
Strategy 3: Build HR institutional capacity	<p>Complete the strengthening of the CSA as the central HR management agency</p> <p>Strengthen HR institutional capacity of MACs</p> <p>CSA provide guidance and orientation, update sessions with line ministry HR practitioners</p>	100,000.00	100,000.00	0.00	200,000.00
Strategy 4: Develop a framework for the training of civil servants	<p>Establish an inter-agency committee on the formulation of a training modus operandi</p> <p>Undertake consultations and develop policy</p>	0.00	75,000.00	0.00	75,000.00
Strategy 5: Strengthen capacity building within the Civil Service	<p>Develop and implement a capacity plan for LIPA's training delivery</p> <p>Provide practical, periodic job-related training and management development programs for civil servants</p>	100,000.00	300,000.00	100,000.00	500,000.00

Component/ Strategy	Activity	Implementation Cost/Budget			Total
		Year 1 (2008/2009)	Year 2 (2009/2010)	Year 3 (2010/2011)	
Strategy 6: Revise the regulatory framework	Review and advise on Civil Service Commission Revise as necessary the Civil Service Act Develop/Revise other HR guidelines, as required	0.00	75,000.00	0.00	75,000.00
Sub-Total (Managing Human Resources)		400,000	3,650,000.00	2,150,000.00	6,200,000.00
Component 5: Developing Leadership					
Strategy 1: Professionalize the Civil Service	Establish and appoint new position of career head ("CEO", or title to be determined) for each government ministry, agency and department Devise and implement an individual performance agreement framework for senior executives Define the scope of the senior post of Civil Service, and introduce new competency framework Introduce new recruitment and promotion policies, criteria and procedures for senior level appointments Enact legislation to underpin these reforms	50,000.00	100,000.00	0.00	150,000.00
Strategy 2: Provide accelerated leadership training	Prepare and approve a study of existing capacity and determine future needs and requirements Design and institutionalize a Management Development Program for leadership roles based on the study	100,000.00	200,000.00	200,000.00	500,000.00

Component/ Strategy	Activity	Implementation Cost/Budget			Total
		Year 1 (2008/2009)	Year 2 (2009/2010)	Year 3 (2010/2011)	
Strategy 3: De-politicize the Civil Service	Abolish the post of Assistant Minister throughout the Civil Service. This will be replaced by the post of civil servants recruited competitively	50,000.00	50,000.00	0.00	100,000.00
	Limit the number of Deputy Ministers per ministry				
	Limit, by Presidential order, political appointments to the levels of Deputy Minister and above				
	Develop a manual on the respective roles of political and professional heads of MACs				
	Develop and implement a program to build mutual trust and confidence between political appointees and the new career heads, to be undertaken at the advent of each new term of political appointment				
Strategy 4: Integrate and ensure the sustainability of SES and associated programs	Review SES to refocus the program to its original purpose	3,100,000.00	6,100,000.00	6,100,000.00	15,300,000.00
	Review implementation of the SES and link to the CSR proposals in this strategy, identify technical skills and leadership for the implementation of CSR through the SES program				
	Develop a sustainability strategy based on participant input that ensures that the positions and incumbents are integrated into the service and retained beyond their three-year program length				

Component/ Strategy	Activity	Implementation Cost/Budget			Total
		Year 1 (2008/2009)	Year 2 (2009/2010)	Year 3 (2010/2011)	
Strategy 5: Recruit more talented young people into the Civil Service	Conduct a review of existing youth-recruitment efforts in MACs	200,000.00	2,000,000.00	2,000,000.00	4,200,000.00
	Devise a plan for JPOP and High-Flyers programs, including structure and incentives, and accounting for costs				
	Engage young people to help publicize the programs widely				
	Recruit the first wave of JPOs and High-Flyers				
	Conduct periodic review of progress toward goals, based partly on participant input				
Sub-Total (Developing Leadership)		3,500,000.00	8,450,000.00	8,300,000.00	20,250,000.00
Component 6: Gender Equity in Civil Service					
Strategy 1: Mainstream gender equity in Civil Service	All MACs conduct gender sensitivity training	0.00	200,000.00	0.00	200,000.00
	All MACs make a gender assessment of their service delivery outcomes				
	All MACs develop strategies for ensuring equal access to the services they provide				
	Set up a committee of the CSA and MoGD to coordinate implementation of policy objectives				
Strategy 2: Create and implement a Civil Service-wide Sexual harassment policy	Provide training in gender-based budgeting for MACs and implement gender-based budgeting in the Civil Service				50,000.00
	Devise and adopt a Civil Service Sexual Harassment policy, publicize widely and incorporate into personnel policy for all MACs	0.00	50,000.00	0.00	
Strategy 3: Devise and implement an affirmative action program	Recruit qualified consultant	0.00	0.00	50,000.00	50,000.00
	Design a program to bring more women into senior levels of the Civil Service, including a communication strategy				
	Secure Cabinet approval				

Component/ Strategy	Activity	Implementation Cost/Budget			Total
		Year 1 (2008/2009)	Year 2 (2009/2010)	Year 3 (2010/2011)	
Strategy 4: Deploy a Gender Officer in each MAC	Assess each MAC for suitability of Gender Officer deployment	0.00	210,000.00	180,000.00	390,000.00
	Create a job description for the post of Gender Officer for each MAC				
	Recruit and deploy a Gender Officer for each MAC				
	Create an Inter-Ministerial group of Gender Officers to inform and support CSA efforts related to gender equity				
Strategy 5: Ensure that female employees are given special attention in training and mentoring	Conduct assessment of female Civil Service employees' needs for training	0.00	100,000.00	100,000.00	200,000.00
	Develop and implement a mentoring program for female Civil Service employees				
	Conduct a regional search for short-term outside training and exchange opportunities for women in the Civil Service				
Sub-Total (Gender Equity in the Civil Service)		0.0	560,000.00	330,000.00	890,000.00
Component 7: Implementation Arrangements					
Strategy 1: Revitalize the CSA as a lead agency for CSR	Assess capacity requirements of CSRD	200,000.00	150,000.00	150,000.00	500,000.00
	Establish the CSRD				
	Recruit team for CSRD, train and resource the team				
Strategy 2: Create an Inter-Ministerial Committee on CSR	Consult and develop terms of reference for the Inter-Ministerial coordinating committee	25,000.00	25,000.00	25,000.00	75,000.00
	Create schedule of meetings and decision protocols				
Strategy 3: Define the CSR roles of Ministries and Agencies	Solicit a CSR implementation plan from all MACs	300,000.00	300,000.00	300,000.00	900,000.00
	MACs create Internal Reform Teams, train IRT and resource team				

Component/ Strategy	Activity	Implementation Cost/Budget			Total
		Year 1 (2008/2009)	Year 2 (2009/2010)	Year 3 (2010/2011)	
Strategy 4: Institutionalize the CSR Stakeholder Forum	Formally establish Stakeholder Forum Create schedule and invitation protocol for Stakeholder Forum	15,000.00	15,000.00	15,000.00	45,000.00
Strategy 5: Coordinate the Donor Effort on CSR	Formally establish Donor Coordination Forum Create schedule and invitation protocol for Donor Coordination Forum	5,000.00	5,000.00	5,000.00	15,000.00
Strategy 6: Ensure funding availability	Develop an appropriate funding mechanism for implementing the CSR Secure funding	25,000.00	25,000.00	25,000.00	75,000.00
Sub-Total (Implementation Arrangements)		570,000.00	520,000.00	520,000.00	1,610,000.00
Component 7: Stakeholder Management & Communication					
Strategy 1: Manage the relationship with the stakeholders of the Civil Service and in the reforms	Design and adopt communication strategy including scheduling of regular deadlines for public communication through the various media Dedicate professional support in CSRD to communication Implement strategy and plan	50,000.00	50,000.00	50,000.00	150,000.00
Sub-Total (Stakeholder Management and Communication)		50,000.00	50,000.00	50,000.00	150,000.00
Total (CSR Strategy)		13,450,000.00	22,350,000.00	17,850,000.00	53,650,000.00

The Civil Service Reform Strategy document was drafted by a team comprising of Nellie Mayshak, Willie Belleh, Victor Ayeni, Kevin Brown, Dominic Tarpeh, James Thompson and Robin George, with editorial support from Joshua Chaffin.

PHOTO CREDITS

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by Benjamin J. Spatz

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by Sando Moore

Contact information:

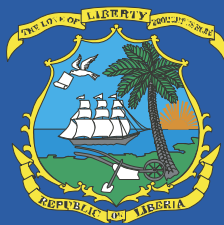
info@csa.gov.lr

Design, layout and printing:

New Concept Information Systems (P) Ltd.

New Delhi, India

nc.communication@gmail.com



CIVIL SERVICE AGENCY
(CSA)
63 Carey Street
Monrovia, Liberia