

Final Report of the Civil Service Payroll Verification Project 2008



Conducted by the
Records Management Improvement Programme
August to November 2008



Public Sector Reform Unit
Office of the President
Government of Sierra Leone

November 2008

About the Project

The Records Management Improvement Programme was set up in 2005 to implement the creation of accurate and reliable records for the Government of Sierra Leone. The verification project 2008 is one project within this programme.

The RMIP is a programme running under the auspices of the Public Sector Reform Unit which is part of the Office of the President of the Government of Sierra Leone.

The key stakeholders for the RMIP payroll verification project are the Human Resource Management Office (HRMO, formerly Establishment Secretary's Office) and the Accountant General's (AG) Department

The project has been funded by the UK Department for International Development, DfID, as part of its support for good governance.

**Front Cover: Interview team waiting, being watched by local inhabitants,
Segbwema Court Barry, November 2008.**

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Management Summary

The 2008 Civil Service Payroll Verification Project followed on from a successful pilot scheme and was charged with interviewing every Civil Servant using the evidence-based methodology developed during the pilot. The project was charged with conducting the interviews and the delivery of initial impact results, prior to a follow-up project charged with consolidating the improvements and conducting the processing and detailed analysis of the data.

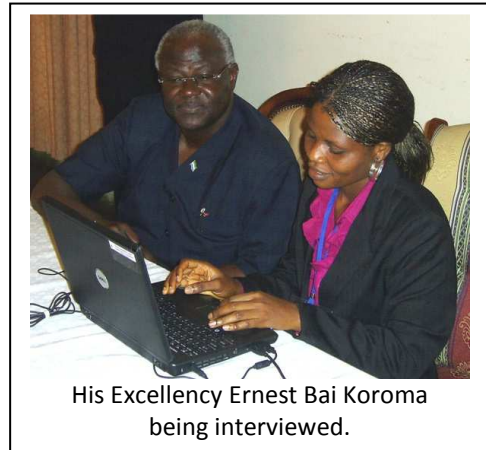
15,501
Interviews

Schedule: The verification project ran exactly to the planned schedule, 'finishing' on the 7th of November and then performing a planned 2 weeks of targeted additional interviews to complete by the 21st November having provided maximum coverage and opportunity for all Civil Servants to attend interview.

3.5 months

Staff and locations: Twenty five operational staff in four teams conducted the interviews. Two teams operated in Western Area locations for the entire duration, while the two up-country teams visited fifteen locations throughout the country. Every up-country location was visited two or three times, for about a week at a time. One additional team operated in the records office receiving the interview data and providing support to the interview teams. Staff were assigned on a week by week basis to teams; with all staff expected to be able to conduct any operational role.

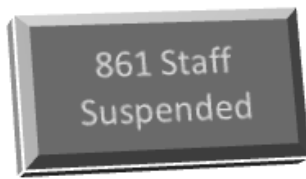
Communications: The schedule of interviews were publicised in over 150 radio announcements using national and local radio up-country and in the Western-area, supported by newspaper announcements and editorial placements. Over 1200 posters were posted, advising on all details of the process; from pre-announcement of visits to appeals procedures once visits were closed.



His Excellency Ernest Bai Koroma
being interviewed.

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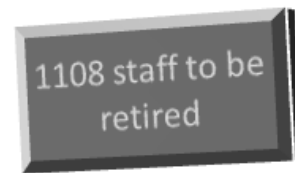
We were honoured to receive the direct support of His Excellency the President, who agreed to be interviewed in a televised event broadcast on SLBS, and posted on State House website propagating the message that all civil servants including the most senior must be interviewed.

Impact:

861 Staff
Suspended



751 Staff
"Self-cleaned"



1108 staff to be
retired

All staff on the October payroll who failed to attend interview have been suspended pending appeal. 751 staff were not on the October payroll who were present on the June payroll when we started, representing substantial self-cleaning activity. 1108 staff gave dates of birth indicating they were overdue for retirement. The final payroll is expected to be 14% smaller than the figure at start of the project.

More importantly the remaining staff have significantly improved payroll records allowing for their efficient management.



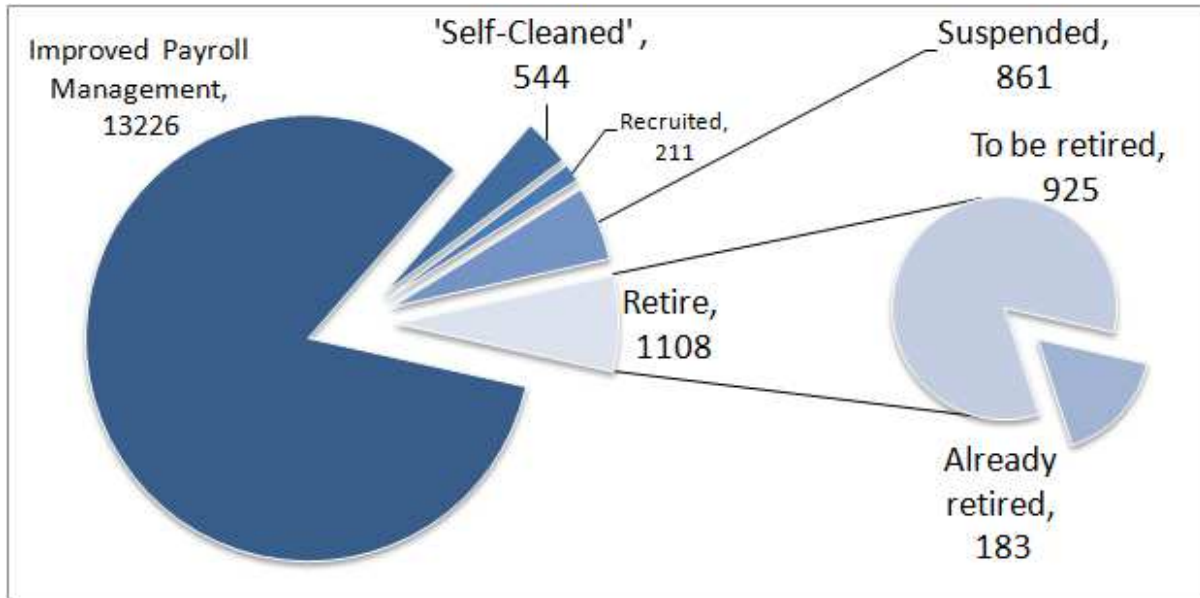
Payroll
-14%

All results and figures from the exercise will be carefully checked and processed in the following phases. The effect of much of the review will change the figures; for example, staff successfully appealing suspension, staff not due for retirement, medical boards declaring staff too sick to continue work, and staff on genuine and approved study leave. The key impact of the payroll verification exercise is that such activity can now be conducted as best practice and representing good management of the payroll.

Recommendations

- Review the Payroll with Senior Staff at Each Location
- Implement Continuous verification
- Implement HRMO processes to keep data up to date
- Make further Records Office Improvements
- Obtain Key Stakeholder Backing
- Equipment Improvements for future verifications
- Clarify the status of the non-civil servants on the payroll
- Don't do nationwide verification in the wet-season

Impact



Please note that all results and figures from the exercise will be carefully checked and processed in the following phases however initial results are as given in this section. For example; Interview gathered retirement dates may not be supported by the review of file data and the retirement will not be due and some suspensions will be appealed.

Suspension of Staff: The most high profile impact of the verification process is the removal of staff from the payroll. Staff failing to attend interview were suspended with immediate effect at the end of the interviews, the list is subject to appeal and will be presented to the Accountant General for implementation in the January 2009 payroll.

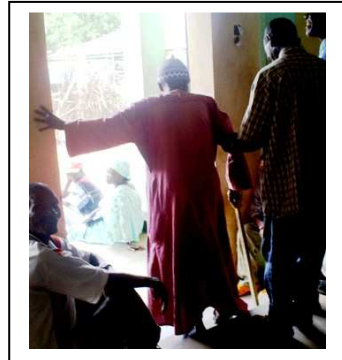
Retirement: Staff who gave dates of birth at interview that indicated that they were overdue for retirement are in the process of being reviewed and retired. The HRMO started processing these the moment they were discovered and some of the impact have already been felt on the payroll. This is obviously a reflection of the normal work of the HRMO and is not entirely attributable to the exercise. However, the impetus to retire these staff and the documentary evidence to support their claims has been given by this project. We expect that some of the dates given will not be supported at review; however the majority of staff identified will be retired.

Self-Cleaning: As an indirect impact of the verification exercise there has been a substantial increase in activity from Ministries and departments updating personnel records in HRMO, such that seven hundred and twenty

A Self-cleaning payroll		
15950		Civil Servants appear in the June payroll
244		Have been added between June and October
	211	of whom have been interviewed
	33	of whom failed to attend interview and are suspended
727		Have been removed between June and October
	316	of whom have been interviewed,
	411	were removed before being interviewed
	183	were interviewed and were over retirement age.
15467		Civil Servants appear in the October payroll

seven staff have been removed from the payroll during the period of the payroll verification, while 244 have been added. Obviously, this reflects the usual activity of the HRMO and ministries and is not wholly attributable to the project. However, the payroll in June 2007 was 15961 Civil Servants and so the change on year from 2007 to 2008 was only minus 11. Therefore, the net reduction of 544 represents a substantial 'self cleaning' of the payroll.

Retirement on Medical Grounds. The additional ‘intelligence’ information received during interviews has been captured and categorised. In many cases, colleagues were able to identify staff that had died, moved away or were suffering from long term medical conditions. This information needs to be verified and where it is found to be true, it will be reviewed against the Civil Service Code. Note that some reports may be for staff who have recently left the service. The following results are from an initial categorisation of reports.



Classification	Count
Dead	348
Blind	18
Mental Health Issues	6
Stroke & Paralysis	6
Dumb	3
Deaf	7
General Sickness	67

It is expected that a number of these staff will be referred to a medical board to determine if they are fit for work. A number of the staff reported by colleagues as ‘dead’ may still appear on the payroll and in this case an investigation should be performed, to ensure that if the staff member has actually died, their records are correctly updated and that no replacement of new members of staff under the same PIN has occurred.

Total Impact: In all, from the June payroll, two thousand two hundred and sixty nine staff have either been removed or are in the process of being removed, representing 14% of the Civil Servants on the payroll.

Item	Count	Impact	
		Count	Salary p.m
Civil Servants June 2008 payroll	15,950		
Recruited	244		
Removed (inc. retired already)		(727)	* 147M Le
Suspended from October payroll		(861)	243M Le
To be retired from October payroll		(925)	209M Le
Estimate of medical board impact		(50)	10M Le
Total projected change in staff		(2,269)	609 M Le
Remaining	13,681		
<p>* Note our June payroll data did not have salary figures so saving estimated from the October Civil Servant average of 203,000Le per month. All retirements and suspensions being reviewed, appeals and reviews will reduce the impact of these figures.</p>			

Ongoing review

One of the important findings of the pilot process is that of including the direct line managers, ward matrons etc., in reviewing the staff that remain on the payroll. Line managers were provided with the lists of staff at their centres, and were asked to review. These checks provided both the responsibility centres and HRMO with vital information as to who is supposed to attend work. The interviews in themselves cannot determine whether a person is adding value to the civil service, it only shows that they exist and have

proper documentation. The planned activity to review all interview data with the responsibility centre managers and promote publishing staff lists will greatly enhance the ability of line managers to perform their role effectively.

Non-Civil Servants on the payroll

This document makes careful use of the term “Civil Servants on the payroll”, the October payroll data provided by the Accountant General contains 366 line items with PIN numbers greater than 200000. PIN numbers are assigned in ranges; with those starting with 1 being Civil Servant, 4 being “Mines monitoring officers” (112), 8 being “Teachers attached” (167) and 9 being “Student Nurses” (87). Any staff member who attended interview was interviewed, but the HRMO removals and impact is calculated solely on the Civil Servants.

Appeals Process

There will be staff among the 861 who did not attend interview and who will have valid reasons for not being able to attend. We are currently checking the records for every one of them to ensure that no-one who has a valid reason on file is suspended from the January payroll.

A revised appeals process has been implemented by the HRMO, and communicated to the Permanent Secretary or Director General of every ministry. This has been supplemented with posters and radio advertising ensuring that all staff are aware of the process;

Extract from sensitisation poster

1. Get an appeal form from your Ministry or the HRMO.
2. Have your Senior Manager (grade 6 or above) complete it;
Indicating why you were unavailable for interview for 3 months.
Attesting to the essential nature of your work.
(do not complete it yourself, your manager must request your re-instatement)
3. Submit it to the Permanent Secretary of your Ministry for counter-signature.
4. Your P.S.'s office will submit the appeal to the HRMO for consideration.
5. **IF** the appeal is successful you will be invited for interview and re-instated.

This process is put in place because it was noted with concern that 84 of the 234 staff (79 Civil Servants, 5 student nurses) who had been suspended as a result of the pilot project were restored to the payroll in October. This was revealed after a detailed check to ensure that the appeals process had been followed was conducted. After initial delays in gaining access to the files it was discovered that about half of the appeals letters have not been signed and have referred this to the Director-General of HRMO. He has mandated that the only way in which a person can be re-instated is by a properly completed appeals form being reviewed and signed by his office.

Many of the staff who were legitimately restored had incorrect location information in the payroll data that was used to derive the subset. They were NOT based in the Western Area and were unaware of their name being on the Pilot interview list. This was a problem with the construction of the pilot subset, which does not apply to the current interview process in which all Civil Servants must attend at any of the locations across the country.

Recruitment during interview period

244 staff were on the October Payroll and not on the June payroll. 33 of these staff failed to attend interview and have been suspended. This list has been provided to HRMO for review. We also note that there is now a recruitment freeze on all but essential staff within the Civil Service.

Methodology

The payroll verification project forms part of an evidence-based records management improvement methodology as follows;

- Prepare personnel file for every staff member on the payroll.
 - Conduct exhaustive search for files
 - Train and equip records management staff
 - Archive files no longer required
- Capture essential details of each file onto database.
 - Use worksheets or co-locate computers in records office for direct data entry
- Prepare list of missing documents and anomalies within the documents.
- Check for key documents and information.
 - Compare with payroll to identify anomalies
- Use personnel file as basis for staff Interview, addressing each anomaly.
 - Verify Information on file, capture additional information as require
- Copy documents provided at interview
 - Capture biometrics (photo and thumb print)
 - Capture additional management information Collate and verify results.
- Make recommendations to appropriate dept. to resolve anomalies
- Update personnel file and payroll details to resolve anomalies.
 - Close anomaly once the file and payroll records are updated

The methodology is designed to deliver good quality records on those who remain in the service; the increased efficacy of verification and subsequent removal of ghost workers are a useful side-effect.

Activities Undertaken

Locations Visited A schedule of visit locations was drawn up based on advice from the Accountant General's department to target all major centres at which Civil Servants are based, as well as to achieve good geographical coverage.

Scheduled Locations Visited		
Freetown, Connaught Hosp	Bo	Lungi
Freetown, Youyi Building	Kenema	Port Loko
Freetown, George St	Segbwema	Kambia
Waterloo	Kailahun	Makeni
	Pujehun	Kabala
	Matru Jong	Magburaka
	Moyamba	Koidu

As interviews were completed at each location the number of interviews performed was compared to the number of staff whom the payroll indicated worked at that region.

Additional visits were then scheduled to target these locations. In addition, requests were received from certain site administrators indicating that staff were having difficulty attending, and additional visits were scheduled to these locations.

Additional Visit Locations	
Statehouse	Port Loko
High Court	Moyamba
PCMH	Lungi
George St	Bo
Bonthe Island	Mattru Jong

The resulting coverage of completed interviews by location indicates no major location having more than 8% non-attendance with the exception of the Bonthe area (12%), that received two scheduled visits to Mattru Jong, a targeted visit on the island itself and an additional visit to Mattru Jong.

Attendance by location			
Payroll Location	Payroll Tot	Interview Tot	Remain
BO	1380	1307	73
BOMBAL	857	817	40
BONTHE	223	197	26
FREETOWN	9025	8380	645
KAILAH	209	198	11
KAMBIA	340	318	22
KENEMA	1013	949	64
KOINADUGU	374	353	21
KONO	407	383	24
MOYAMBA	442	414	28
PORT LOKO	699	679	20
PUJEHUN	241	228	13
TONKOLILI	584	559	25
UNKNOWN	39	37	2

Pre-Interview site visit Each location was visited by a team leader prior to the verification to establish a suitable location, to brief local site and regional managers about the process and establish key contacts for the site, places to stay and local newspapers and radio. The team-leaders also posted pre-information posters in all major sites in the country, and scheduled newspaper and radio announcements in the week prior to the first visit to each location.

Interviews: managing the site An interview team typically consists of five staff, A team leader, three interviewers and a driver. Up-country teams typically travelled on Sunday afternoon to arrive and be ready to start interviews on Monday morning. One of the key factors in the success of the programme was the liaison between the Team Leader and the local senior staff. Courtesy visits were made to local chiefs, administrators and the head of the police to inform them of the intentions and to gain their approval.

In many cases, especially in the first weeks there were significant queues (over 500 in two cases) of people waiting for interviews and it was the responsibility of the Team Leader to manage this. A number of techniques were used to manage the crowds;

- A ticket based queuing system allocating about 100 interviews a day
- Posters indicating the alternate times & dates available for interview
- Posters and communication requesting staff to come Ministry by Ministry, and day by day according to their surname
- Pre-distributing tickets in advance of the visit (for large locations)
- Moving staff between interview locations in Freetown in project vehicles and
- In some places asking the police to help in crowd control

In three cases the police were asked to assist in maintaining order as arguments arose over positions in the queue, and people became concerned that they would not be interviewed because crowds were so large.

Only in Kono was the interview team subject to direct verbal abuse as a result of confusion that arose between the civil service payroll verification interviews and the teachers discovery process which paid staff to attend. Interviewees mistakenly believed they would be paid to attend the Civil Service interviews and assumed RMI staff were corruptly withholding the money. This was immediately addressed by the team leader, and all other subsequent site visits had clear posters indicating that no payment was to be made or expected.

Interviews: conducting the interview

Five Key Stages of a Verification Interview

- 1 Verification of existing data, capture of additional data and supporting documentation; photocopy documents.
- 2 Verification of existing photo and age, where available; 85% of staff had an existing photo on record.
- 3 Identification of colleagues; interviewees were asked to identify and name staff with similar location and or designation.
- 4 References; interviewees were asked to name their manager and two other colleagues on the payroll.
- 5 Capture of biometrics; fingerprint and photo.

In the initial weeks of interviews where plenty of staff were available for interview a team could conduct up to 120 interviews a day. In the final days of interviews in November a team might expect 5 staff to attend a day. In these cases we reduced the number of staff in a team, and this allowed us to deploy staff to the additional locations.



The interview teams were trained to conduct the interview in a professional and businesslike manner, which involved a number of activities in an interview over and above the simple collection of data;

- To greet each person at the start of interview
- To address the person's concerns prior to interview
- To conduct the interview openly, discussing each entry and amendment
- To ensure the person moved on to Photograph and NASSIT stations on completion

Capture of Actions Arising at Interview During interview the interview staff were trained to capture remarks and information that required follow-up and to provide commentary on data they received by way of free text 'actions' that were recorded by severity and PIN number. For example; if a person while identifying colleagues indicated that one of them had moved role then an action was captured indicating this. These action reports contain many reports regarding staff who are medically unable to continue work and who are in breach of the civil service code, however such remarks need to be investigated before any action is taken.

Return and initial processing of data The interview software took a local backup of the interview data every 10 minutes, and backups of every laptop were taken on to memory stick every day. As each team returned to the project office the interview and fingerprint data from the laptop, as well as the images from the digital cameras were automatically copied to the main analysis machine & project backup device. All copied documents were taken and passed to the team working at HRMO for filing. Any repairs, upgrades or improvements were made to the machines and the equipment and consumables were restocked ready for the following day. With up-country teams typically arriving on Saturday afternoon and the next team leaving on Sunday morning this was often conducted overnight on Saturday by the administration team. Weekly analysis and reports were made so the team could monitor progress and plan for expected numbers at each planned location.

Deployment of staff The core team consisted of 19 staff who were all trained Records Managers, most to degree level. An essential part of the project planning was to ensure that team members were assigned to different teams and activities at least every two weeks. This provided the following benefits;

- Mixed teams of staff are more likely to follow procedures avoiding "team habits"
- Best practice was disseminated among teams
- All staff had equal time allocated to up-country, Freetown and HRMO teams
- Staff members could provide flexible support for each other as roles changed.

In order to facilitate this every team member, team leaders included, were trained in every part of the interview activity. In the later stages of the project where more, smaller, teams were being deployed the experienced staff were required to act as team leaders with financial responsibility for the visit.

Analysis of Results

Proviso The detailed analysis of results, and recommendation / implementation of follow up tasks is a deliverable of the next phase of the project, however some initial analysis has been done to extract the key figures.

Number of interviews All staff who attended interview and gave a valid PIN number were interviewed, and fifteen thousand five hundred and one interviews were completed.



Two hundred and thirty one; retired or inactive staff, teachers attached and Mines Monitoring staff attended interview and their data was captured.

An average interview took 10 minutes and 18 seconds. Sometimes staff returned to the site to bring additional information and they were 'interviewed again' so the details of their documents could be updated, the 15,501 is the number of unique staff interviewed and does not include multiple visits.

Completeness of documents One of the key goals of the interviews was to capture additional documentation about the staff who remain on the payroll. Staff were invited to bring all documentation they had, letters of appointment and promotion etc. and these were photocopied at interview.

- 2714 staff presented PSC form 8
- 6848 staff presented Letter Of First Appointment
- 6249 staff presented Letter Of Acceptance
- 5489 staff presented Medical form
- 11974 staff confirmed their education status.

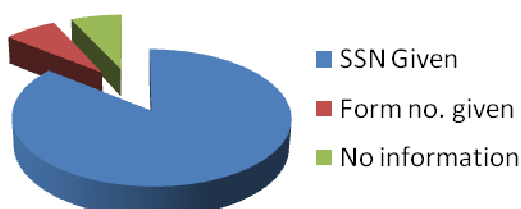
81% of colleague ID's were ok

Where copies of education certificates were not available, the interviews were able to confirm if the staff member had no formal education, confirming the education status of the staff as "not educated" and therefore the lack of certificate no longer constituted an anomaly. Total numbers of complete files can only be assessed once these files have been inserted into the records at HRMO and duplicate documents are discounted.

Identification of colleagues Each interviewee was shown photographs of staff members with a similar role and location alongside a series of randomly chosen names, one of which was correct. The interviewer was trained to guide them through identifying as many colleagues as they could, typically at least 3, ideally 5.

10,655 staff made an attempt to identify colleagues, identifying on average 3.5 colleagues each. 81% of the choices made were correct. 794 staff who participated failed to identify any colleagues correctly. 4846 staff who completed an interview failed to make any choices at all.

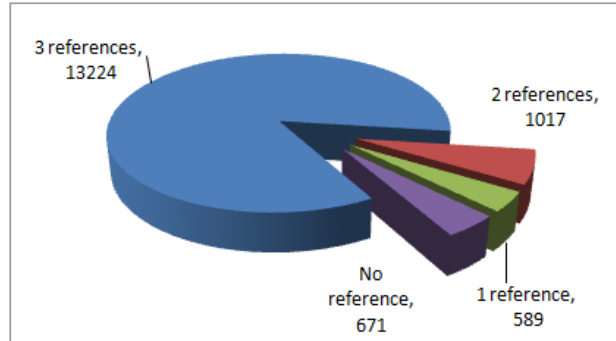
Collection of NASSIT Reference Numbers Each person attending interview was asked to present their NASSIT card to provide evidence of their enrolment in the NASSIT pension scheme. NASSIT provided support to the verification



process by having their staff present at many of the interview locations, to photograph and issue staff SSN cards, and to conduct new registrations for Civil Servants. For new registrations, the interviewer collected the application form number to facilitate easier matching of records between HRMO and NASSIT once registration was complete.

13,303 staff gave NASSIT SSN numbers, 1125 gave form numbers and 1073 gave neither.

References Each interviewee was asked to give three references of people they knew on the payroll. The interviewer was trained to ask them for their manager and two colleagues, although any three references would be accepted.



Eighty five percent of staff interviewed were able to give three colleagues, while 671 (4%) were unable to find a suitable reference on the payroll.

Analysis of staff removed from the payroll. During the interview period there was a significant increase in the activity within the Civil Service to update the payroll, with 727 staff members on the June 2008 payroll having been removed before the production of the October payroll.

The following analysis is for staff that appeared on the June payroll and not on the October payroll. We are unable to produce a report by location because the June payroll information that was received did not have location information.

Removed staff by Ministry	
AGRIC, FORESTRY & ENVIRONM	177
WORKS DIVISION	139
HEALTH & SANITATION	132
PRISONS DEPARTMENT	48
HIGH COURT	39
ENERGY & POWER DIVISION	26
RURAL DEV. & LOCAL GOVT.	17
MINES DIVISION	13
ACCOUNTANT GENERAL	12
NATIONAL FIRE AUTHORITY	11
FISHERIES AND MARINE RESO	10
GEOLOGICAL SURVEYS	9
MIN OF SOCIAL WELFARE	8
INFORMATION & COMMUNICATI	7
LABOUR DIVISION	7
OFFICE OF THE PRESIDENT	7
DEPT. OF COOPERATIVES	6
DEVELOPMENT & ECON. PLAN.	6
FOREIGN AFFAIRS & INT. CO	6
MASS MEDIA SERVICES	6
ESTABLISHMENT SEC. OFFICE	5
GVMT PRINTING DEPT	5
CIVIL AVIATION	4
LAW OFFICERS DEPARTMENT	4
TRADE & INDUSTRY DIVISION	4
EDUCATION, SCIENCE & TECHN	3
MINISTRY OF FINANCE	3
POL. & PARL AFFAIRS	2
TOURISM DIVISION	2

Removed staff by Responsibility centre (top 40)	
11	PRISONS HEADQUARTERS
11	FIRE FORCE HDQ
11	HEADQUARTERS - ADMINISTRA
11	PORT LOKO AREA OFFICE, PO
10	ADMINISTRATION, FREETOWN,
10	KENEMA AREA OFFICE
9	ACCT GENERAL'S DEPT. ADMI
9	FORESTRY DIVISION
9	GEOLOGICAL SURVEYS DIVISI
9	OFFICE OF THE CHIEF MECHA
9	LUNGI MAINTENANCE, PORT L
8	PRINCESS CHRISTIAN MATERN
8	AGRIC EXTENSION PUJEHUN
8	ADMINISTRATION OFFICE
8	SECURITY SECTION
7	OFFICE OF THE PRESIDENT
7	MAGISTRATE COURT, FREETOW
7	KISSY MENTAL HOSPITAL
7	KENEMA GOVERNMENT HOSPITA
7	FORESTRY
7	MILE 91
6	ADMINISTRATION
6	CONNAUGHT HOSPITAL - MATR
6	CHILDREN'S HOSPITAL
6	MAGBURAKA GOVERNMENT
6	ADMIN SOUTHERN REGION
6	NORTHERN REGION
6	AGRIC. DIVISION, BOMBALI,
6	VETERINARY DIVISION

CENTRAL STATISTICS OFFICE	1	6	AGRIC EXTENSION, MAKENI
CHARGED EMOLUMENTS	1	6	CARPENTRY WORKSHOP
GENDER & CHILDREN'S AFFAI	1	5	OFFICE OF THE ESTABLISHME
PUBLIC SERVICE COMMISSION	1	5	PRINTING & BINDING S
SOCIAL SERVICES DIVISION	1	5	PRISON OFFICER'S TRAINING
TRANSPORT DIVISION	1	5	FREETOWN CENTRAL PRISON
YOUTH & SPORTS DIVISION	1	5	NEW ENGLAND PRISON CAMP
		5	KABALA GOVERNMENT HOSPITA
		5	ADMINISTRATION
		5	BO AREA OFFICE

Background

Personnel files were not created for non-established staff in the past. In October 2005, the then Establishment Secretary's Office, now the Human Resource Management Office, had files for only 6530 of the 16,000 names in the PIN database. Most of the files that were available did not include a complete set of documents, both as a result of the history of the way records were created and of the way that they were managed. Not all civil servants were appointed by the Public Service Commission; over 50% were non-established staff without proper recruitment documentation.

Until 1992, ministries, departments and agencies (MDAs), were able to appoint staff directly. As a result of abuse of this mandate, the payroll became bloated. The lack of records management controls meant that it was hard to manage the orderly transfer and supervision of staff.

During 2007, the Records Management Improvement Team carried out an intensive exercise to develop two personnel files for each civil servant, one (the master file) in the ESO/HRMO and one (the working file) in the MDA where the individual is employed. The Team worked to provide as complete as possible evidence of employment for supporting subsequent payroll verification and audit as well as for personnel management.

Once all the available documents had been located and added to the files, the key data was transferred to a computer database, and this database has been the basis of the payroll verification interviews which were piloted in the first quarter of 2008 and completed for the whole Civil Service by November 2008.

Findings and Recommendations

Summary

- Review the Payroll with Senior Staff at Each Location
- Implement Continuous verification
- Implement HRMO processes to keep data up to date
- Make further Records Office Improvements
- Obtain Key Stakeholder Backing
- Equipment Improvements for future verifications
- Clarify the status of the non-civil servants on the payroll
- Don't do nationwide verification in the wet-season

Obtain Key Stakeholder Backing One of the key factors in the success of the pilot has been the substantial backing it has received from senior government stakeholders. Mandating staff to attend interviews and removing staff who do not attend is a politically

sensitive issue and requires robust support at the ministerial level. A key factor in the success of the pilot was the backing from the Ministry of Finance, Accountant General and HRMO. This backing was sought through regular consultation, both at formal minuted stakeholder meetings and through regular informal discussions.

The HRMO and Accountant General staff greatly assisted the team during the interviews; their staff attended the majority of interview locations as observers, but would regularly assist in the taking of photographs, copying of documents and the general tasks necessary to the maintenance of a team in the field. The records office staff were aided by the HRMO interns, who assisted with the filing while being taught the proper procedures and protocols with handling these documents. The project was also pleased to entertain observers from the Anti-Corruption Commission and the Public Sector Reform Unit.

Future implementations of this methodology should allow sufficient time and resource to maintain the stakeholder connection

Get ownership and backing for the process from the outset from the key government stakeholders.

Review the Payroll with Senior Staff at Each Location The target of the verification process was to ensure that there were reliable and complete records for the employees on the payroll who did exist and to remove those who did not. Many staff attended work only for the day of the interview, and their managers have expressed an interest in knowing the details of who has attended interview claiming to be working from their location.

When possible the Team conducted a review of the payroll list with the senior staff at each major site, and in this way identified many discrepancies that they were able to take up with their ministry authorities. However with staff being offered many opportunities to be interviewed, including alternative locations, it was not always practical to have the manager present.

In response to the feedback from site managers, we recommend that all details obtained at interview should be verified with the staff members' line manager. Similarly one of the key findings after the end of the pilot project was that pasting the list of staff who were supposed to work at a location on the wall of that location provided impetus to colleagues and managers to provide updates to this information to the HRMO.

The combination of manager review and transparency/publication of the payroll will help deliver a sustainable improvement to good payroll management within the service.

Review the details of all interviewed staff members with their line manager.
Post the list of staff – by – responsibility centre somewhere clearly visible at the responsibility centre.

Implement continuous verification The action of knowing that the records are regularly checked and verified is sufficient for many people to 'put their house in order'. The knowledge that all changes to the payroll are monitored and reviewed, especially the re-instatement of those suspended will ensure that the procedures and rules are followed. A follow-up verification exercise should be planned at regular, possibly annual, intervals. Each one building on the last for example; this exercise has used the measure of simple attendance at interview to avoid suspension so verified the physical existence. Later

exercises could measure added value by the staff member. It can be seen that the verification exercise provides the impetus to re-start good practices within the service. The HRMO has already instigated a monthly report and analysis of the changes to the payroll, with every change being checked against the file records.

Implement a programme of annual verification, monitor the payroll monthly.

Implement HRMO processes to keep data up to date As new staff are recruited and the status of staff members change through promotion and retirement, the verification database, and anything that is derived from it, will become out of date. Procedures to ensure all new staff have all key documents on file, and have their photograph and fingerprint plus their details entered on a proper HR management database taken should be put in place.

Similarly records staff should be trained to ensure that both the file system and computer system are maintained in the case of changes to key staff status changes.

Implement procedures to keep the computer and file data up to date.

Make further Records Office Improvements As the HRMO records become a more valuable resource the security and procedures relating to the handling of the master files should be reviewed.

It is recommended that further strengthening of security and procedures at the Records office be undertaken, and that a system of scanning the key documents be undertaken to allow for their instant recall and also to provide a snapshot of their state to allow further changes to be detected.

Office procedures are better than they were but improvement of security and procedures at the Records Office would be beneficial

Equipment Improvement for future verifications As found in the pilot the use of a digital camera to capture images, taking two pictures of each member of staff one with their PIN number on a sheet of paper and one without, is wholly unsuitable. The photograph station is usually set up separately to the interviews and staff were instructed at the end of interview to have their photo taken. Despite the efforts of the interview staff many left the site without photographs being taken or if NASSIT were present and taking photos some staff assumed that this was sufficient.

- Staff members attend interview and have no photo taken
- Significant effort is necessary to match photos to PIN numbers after completion. (~28,000 photographs reviewed and allocated)

The last-minute decision for the RMIP team to take photographs at interview meant that the camera could not be integrated into the interview software.

The camera should be integrated into the interview software and process just like the fingerprint scanner, so the images can be collected and allocated against PIN, and possibly the quality of image can be assessed.

Wireless radio networks are not stable enough when used with Vista laptops and Network attached storage for field use. The introduction of Windows Vista changed many of the quality of service parameters within the Windows networking software. This makes many older wireless access points in-operable or very slow when using them, and leads to network instability. Both types of Network attached storage that the team used demonstrated very slow performance of when using Vista over a wired or wireless link. The combined technical problems meant that planned “team backup servers” based on a wireless network and network attached storage did not work in the field and alternative approaches were required using USB attached storage.

Don't use Windows Vista or Vista networking for live data unless significant amounts of time are available for configuration and tuning.

Clarify the status of the non-civil servants A number of staff were confused as to whether they should attend interview or not. The Accountant General was keen to have every member of the payroll interviewed while the HRMO wanted detailed information on the Civil Servants.

The “Civil Service” payroll currently includes Charged Emoluments, Teachers attached, Mines Monitoring Officers and Student Nurses. The Ministry of Defence has a large numbers of “Work service employees” some of whom have PIN codes and some do not. Every Civil Servant and civilian staff attached to other ministries should be clear of their status, Civil Servant or not.

HRMO and AG to provide clear communication to all payroll staff of their employment status.

Don't do nationwide verification in the wet-season

Due to the timing of the programme the verification process was scheduled to run through the three months of the wet season. The additional effort in travel and equipment maintenance was marked, with roads being in their worst state and everyone and everything being permanently damp.

Schedule up-country exercises in the dry season.



Queuing in Bo

Appendix 1 : List of RMIP staff

The following staff were allocated to the 2008 payroll verification project. This team interviewed 15,501 staff members in 3.5 months.

Interview team

Adama Koroma
Adonis Koroma
Alfred Fornah
Alie Bayoh
Alusine Kallon
Andrew Aruna
Brima Thullah
Ernestina Wilson
Francis Turay
Johannes Caulker
Kinnie Kamara
Lansana Shaw
Lola Isaiah
Mohammed Jalloh
Musa Daboh
Musa Kamara
Rudolph Wilson
Saidu Kargbo
Samuel Johnson

Team Leaders

Muctaar Sowa
Santigie Kamara
Sufian Cole

Others

Albert Moore, Senior Government Archivist and Senior Team Leader
Howard Tytherleigh, IT Specialist.
Muniru Kawa, Programme Manager.

Appendix 2 : Data available to HRMO and other

The following reports and data-sets have been prepared. Other reports, analysis and derivations from this data are possible.

List of staff attending interview with data

The following information is confirmed or received at interview wherever possible;

- Spelling of name
- Gender
- Date of Birth
- Date of First appointment
- Presence of 5 key documents; PSC8, LOFA, LOA, Medical, Education
- Pay grade
- Designation
- Current location & Responsibility centre
- NASSIT SSN or Application form number
- Optional address and contact details provided by staff

Biometric and checking data

- References
- Colleague ID information
- 27,000+ Photographs (mapping to PIN number largely completed)
- 45,000+ Fingerprints (automatically named by PIN and finger, avg 3 per person)

List of all staff over the age of retirement

The list of staff on the October payroll who have given ages at interview over 60 years old is with the HRMO and is being cross checked against the files. Some staff may be on terminal leave and others may be on contract.

List of all staff due for retirement in 2010

A list of all staff, on a month by month basis who will have their 60th birthday in 2010, to allow for the timely management of their retirement.

List of staff failing to attend interview

The list of all suspended staff, being those on the October payroll who did not attend interview by 21st November 2008. Note that the HRMO is maintaining the status of the appeals.

Newly recruited staff who failed to attend interview

The thirty three staff were added to the payroll between June and October failed to attend interview and are on the suspended list. Note this list intersects with the list of staff who were removed during the pilot, indicating that the individual failed to attend interview BOTH times they were invited.

List of all staff with NASSIT SSN & Variant in date of birth

This list is being reviewed by NASSIT to provide SSN's where we have captured application form numbers and is in a regular update cycle. The variance in date of birth is valuable actuarial information to quantify the difference in expected retirement payments between the two organisations.

Payroll Analysis Spreadsheet

A series of analysis report have been drawn using pay, gender and verification status from the interview database to profile the staff on the October 2008 payroll.

- Number employees by grade and gender
- Number employees by Ministry, grade and gender

- Number employees by grade, age and gender
- Number employees by Ministry, grade, age and gender
- Total Salary by Ministry and Grade
- Total Salary by Age range (5 year gaps, reproduced below)
- Length of Service by Ministry and Grade
- Length of Service by Gender

Pay	Age21-25	Age26-30	Age30-35	Age36-40	Age41-45	Age46-50	Age50-55	Age55-60	Age60+
	3,182,842	6,094,490	6,272,483	9,908,672	6,718,267	9,386,635	14,718,199	12,758,408	16,073,374
0	0	0	0	164,745	362,754	654,514	154,279	392,198	1,524,599
1	17,719,094	49,642,768	74,696,997	105,920,737	163,906,785	231,911,182	197,528,193	100,188,786	56,720,325
2	495,447	5,554,144	15,534,740	34,360,092	66,097,164	109,475,115	98,049,420	33,190,271	11,011,523
3	460,762	14,055,189	20,814,775	14,328,115	24,455,117	42,109,244	84,775,952	56,898,932	12,618,622
4	337,288	563,745	11,902,361	20,862,855	22,813,811	29,197,706	37,619,257	23,730,400	5,018,335
5	349,738	3,854,037	16,359,753	20,857,174	23,739,628	19,335,006	15,630,026	12,414,387	2,191,330
6	0	450,322	1,688,639	11,975,299	10,311,196	7,112,869	11,387,020	11,967,839	2,053,733
7	727,076	4,390,970	8,513,360	13,323,923	16,519,473	18,739,542	13,284,816	12,010,856	3,857,582
8	0	2,731,290	8,292,347	11,122,794	13,977,075	18,930,829	22,091,186	15,419,772	5,697,815
9	326,991	3,497,118	2,502,135	5,609,555	11,417,672	16,194,463	19,836,829	19,033,240	3,826,997
10	0	0	0	8,633,389	1,932,866	2,675,895	15,238,551	9,853,324	1,398,204
11	0	1,836,795	0	1,445,642	20,857,629	9,632,002	12,833,373	13,589,991	3,491,203
12	0	0	0	1,116,451	7,735,101	8,740,341	6,924,778	3,559,027	9,137,153
13	0	0	0	0	0	1,446,596	19,161,712	17,644,511	6,097,172
14	0	0	0	0	0	0	0	19,629,550	3,506,387
25	0	475,312	2,285,019	18,965,412	37,416,983	69,619,326	53,744,031	27,815,114	12,891,841