
Government of Sierra Leone

**Public Sector Reform Unit (PSRU)
Office of the President**

Public Sector Reform Programme
Volume 1: Public Sector Reform Framework

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ACRONYMS	ORGANISATION
ACC	Anti Corruption Commission
ASSL	Audit Service Sierra Leone
CABSEC	Cabinet Secretariat
DECSEC	Decentralisation Secretariat
DFID	Department for International Development (UK)
EU	European Union
GRS	Governance Reform Secretariat
HRMO	Human Resource Management Office
IFMIS	Integrated Financial Management Information System
ICT	Information and Communications Technology
IPAM	Institute of Public Administration and Management, University of Sierra Leone
IRCBP	Institutional Reform and Capacity Building Programme
JLSC	Judicial and Legal Services Commission
JSDP	Justice Sector Development Programme
LGSC	Local Government Service Commission
MDA	Ministries, Departments and Agencies
MFR	Management and Functional Review
MIALGRD	Ministry of Internal Affairs, Local Government and Rural Development
MOFED	Ministry of Finance and Economic Development
MTEF	Medium Term Expenditure Framework
NGOs	Non Governmental Organisations
OMB	Office of the Ombudsman
PIUs	Project Implementation Units
PSC	Public Service Commission
PaSC	Parliamentary Service Commission
PRSP 11	Poverty Reduction Strategy Paper II
PSRU	Public Sector Reform Unit, Office of the President
SPU	Strategy and Policy Unit, Office of the President
UNDP	United Nations Development Programme
WB	World Bank

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I. Executive Summary

In this document, a public sector reform framework is presented which seeks to provide a framework for managing reform in any of the reform environments i.e. civil service, local government, justice sector, parliamentary service and security sector. The framework is holistic and represents a list of thematic areas which must form part of any public sector-related reform programme.

The thematic areas are:

- ✓ Strategic and Structural Alignment
- ✓ Staff, Pay and Incentives
- ✓ Improvements in Systems and Tools
- ✓ Improvements in Service Delivery
- ✓ Capacity Building
- ✓ Gender and Anti Corruption

In order that the public sector reform management is holistic, the framework also distinguishes between the various reform institutions and sets out clear roles for each. For example, there are:

- ✓ Policy Agencies i.e. those charged with setting policy across the public sector, e.g. Public Service Commission which is responsible for human resource and Information and Communications Technology (ICT) policy
- ✓ Reform Environments i.e. those implementing policy and managing the reform environments on behalf of the reform institutions, example the Human Resource Management Office (HRMO) and the Local Government Service Commission (LGSC) which are responsible for managing policy and reform in the civil service and in local government.
- ✓ Reform Coordinator and Manager responsible for coordinating and managing all reform environments. This is done by the Public Sector Reform Unit (PSRU) located in the Office of the President.

Roles are also envisaged for other institutions including the Strategic and Policy Unit (in establishing a Results-Based Management system) in addition to the substantial provision of technical assistance to implement some of the reforms. Furthermore, a donor coordination framework is proposed to ensure that there is no duplication of effort.

II. Country Summary

No.	Country Summary	Details/Description
1	Country	Sierra Leone
2	Location	West Africa
3	Surface Area	Area: 71,740 sq. km. (29,925 sq. mi.)
4	Population	4.9m (Est) (2004)
5	Diversity	<p>Temne 30%, Mende 30%, Krio 1%, balance spread over 15 other tribal groups, and a small Lebanese community.</p> <p>Religions: (est.) Muslim 60%, Christian 30%, Atheist 10%.</p> <p>Languages: English, Krio, Temne, Mende, and 15 other indigenous languages.</p>
6	Nature of Economy	Mainly Agriculture
7	Human Development Indices	175 (2008) Human Development Report
8	Income/Wealth Distribution	-
9	Literacy	Approx 35%
10	Life Expectancy	40.8 years
11	Infant Mortality	182/1000
12	Work force	Agriculture - 67%; Industry - 15%; Services - 18%.
13	Political Parties	There are now 22 registered political parties. Major parties include the All People's Congress (APC), People's Movement for Democratic Change (PMDC) and the Sierra Leone People's Party (SLPP).
14	GDP	6.5% (2007)
15	Trade (2005 est.)	<p>Exports - US\$214 million mainly diamonds, bauxite, coffee, cocoa.</p> <p>Imports - \$350 million: foodstuffs, machinery and equipment, fuel and lubricants, chemicals, pharmaceuticals, building materials, light consumer goods, used clothing, textiles.</p>
16	Inflation Rate	11.4%
17	Unemployment Rate	N/A
18	Government Budgetary Position (2007)	<p>Revenues - Le 1,060bn</p> <p>Expenditure - Le 1,262bn</p> <p>Overall deficit - Le 202bn</p> <p>Budget Support - Le 172bn</p>
19	External Debt	US\$1.5bn
20	Doing Business Survey 2009	Ease of Doing Business 156 (Out of 178 Countries)

Sources: Bank of Sierra Leone Monthly Bulletin 2006-2008, IMF Financial Statistics Yearbook 2006
World Bank/IFC Doing Business Survey (DBI) 2007

1. Introduction

1.1. Historical Background

In the aftermath of the post 1999 war period, level of poverty driven by poor governance was identified as one of the key underlying causes of the war. To that end, the government, since that time and supported by donor partners, have supported reform programmes whose underlying theme has been the improvement of the governance structures of Sierra Leone. Some of the reforms have been aimed at the Security Sector, the Civil Service, Chiefdom Governance, Law, the Justice Sector, the Financial Sector, Good Governance including Anti-Corruption, Procurement, Privatisation, Public Sector Financial Management, Social Security, Media Development and Decentralisation.

These reforms have yielded significant gains in addressing some of the key deficiencies in the governance structures and processes. Often, however, these reforms were uncoordinated and to a large extent, reflect a donor driven agenda rather than as part of a coordinated, comprehensive and holistic approach to improving governance in Sierra Leone. These reforms will also help in further reducing the fragility of the state which is reflected in higher unemployment, weak public services and weak capacity.

Since the assumption of power in October 2007, the new government has committed itself to a more coordinated and comprehensive programme of public sector reform. To that end, the Governance Reform Secretariat was restructured to become the Public Sector Reform Unit (PSRU) located in the Office of the President. The PSRU is now charged with the responsibility of deepening the reform process including the formulation of an over-arching public sector reform programme.

1.2. The Objectives

The main objectives of developing a public sector reform programme are:

- ✓ To present a framework for the Government of Sierra Leone (GoSL) to implement and manage public sector reform in a holistic manner
- ✓ To provide a focal point / framework in which all development partners will respond to with respect to their programmes for public sector reforms.
- ✓ To provide guidelines for the preparation of reform programmes in the public sector

1.3. Methodology

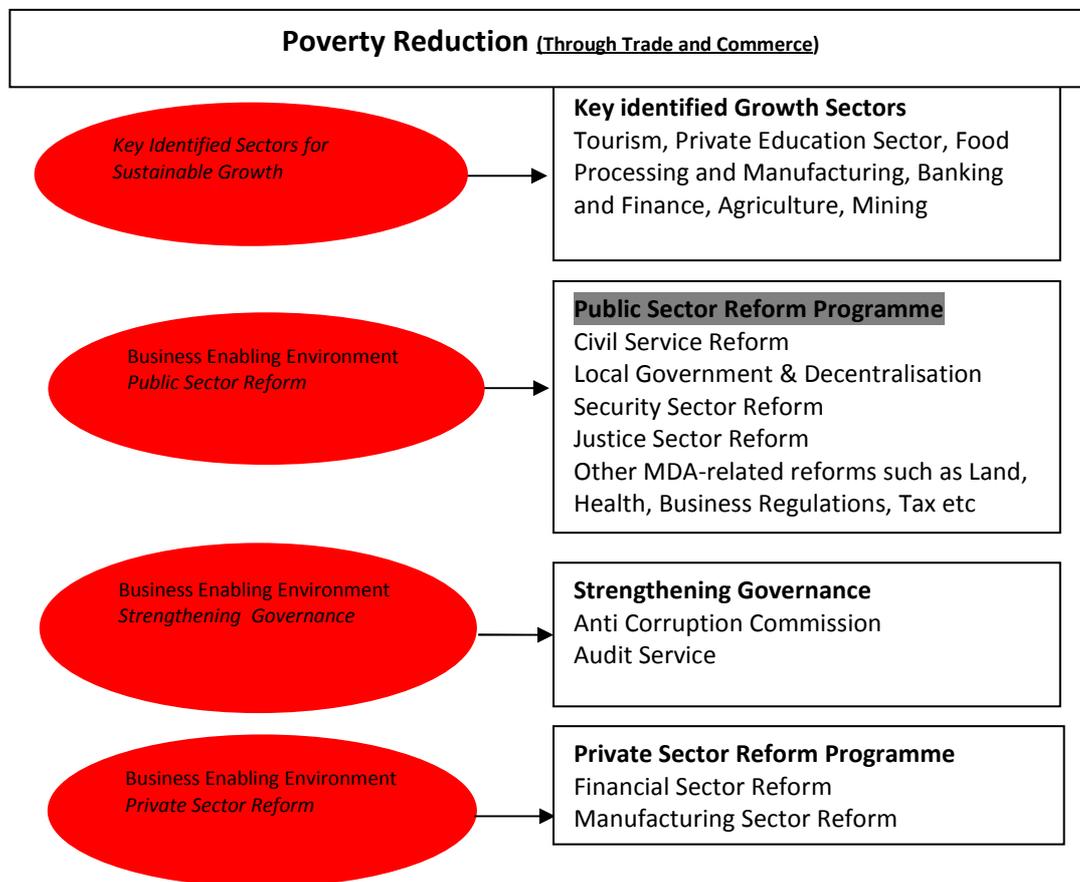
The methodology adopted for the development of this Public Sector Reform Framework and its sequel, the Civil Service Reform Programme included: field visits, focus meetings, information gathering, report writing and presentations.

2. Contextual Framework

2.1 Overarching Framework

The over-arching framework for the public sector reform programme is the Poverty Reduction Strategy Paper (Mark II) 2008-2012 which seeks to reduce the level of poverty through « Generating a sustainable rate of economic growth through encouraging the private sector to play a greater role in the economy ». To generate higher levels of growth (i) requires growth sectors as per figure 1.1 of the public service formulating / implementing policies and programmes in agriculture, tourism, mining, forestry etc (ii) requires public sector institutions promoting the growth of the private sector and (iii) public sector institutions promoting stable macro environment, consolidating peace and good governance. It is clear therefore that an efficient and effective public sector has a fundamental role to play in this achieving the government’s overall economic objectives. It is for this reason that that a holistic public sector reform programme framework becomes necessary.

Figure 1.1 Economic Development



2.2 Operating Context

The public sector’s operating environment, to which it must respond in formulating its reform programme, are (i) public perception of the public sector, (ii) the political landscape, ((iii) economic and financial environment, (iv) legal and (v) socio-cultural context.

2.2.1. Perception of the Public Sector

Over the years, the public sector has been perceived as not being responsiveness to the needs of the wider population. Furthermore, it is perceived as not only corrupt, in that sums must be paid to gain access to services, but also that it exists to frustrate through the enforcement of outdated rules and regulations. During our work, this was a recurring

theme. This results in a 'disconnection' between citizen and state which has been identified by many, including Robinson (2008) as one of the core causes of the recent civil war.

Table 1.1 Public Perception of the Public Sector

	Corruption Perception Index¹	World Bank Doing Business Survey (DBS)
		Out of 175 countries
2009	-	156
2008	1.9	160
2007	2.2	168
2006	2.4	162
2005	2.3	Not Ranked

Source: Transparency International CPI 2008, WB Doing Business Survey 2008

Table 1.1 provides evidence of administrative inertia and corruption which has undermined public confidence in the performance of the public sector.

Further evidence of the relative lack of confidence in the public sector is provided by the Service Delivery and Perception Survey (Final Report) March 2006 conducted by CESPA which reviewed service delivery and public perception across a range of sectors including education, health and agriculture.

2.2.2 Political Landscape

The new GoSL which assumed power on 8th October 2008 committed itself to strengthening and building on the foundations laid by the previous government. Given that public sector reform has been established as one of the key priorities, it is clear that there needs to be the political will to execute the reform agenda. This recognises that there is substantial resistance to change in the public sector which must be overcome. The public reform agenda is itself fundamental in helping the government to achieve the objectives it has set itself in response to the public mood expressed during the 2007 elections.

The government has itself promised measures to ensure that bureaucratic and other impediments are removed to enable government and other agency programmes to achieve the objectives set for them. This will involve a review of systems and processes which not only reduce the opportunity for inertia but also increase the level of efficiency in service delivery by these agencies.

The civil service forms part of the public sector often associated with inertia and the process of civil service reform is therefore very important in ensuring that new structures which are less likely to foster inertia are put in place. These structures should lend themselves to accountability and transparency. There are opportunities therefore to engage partner agencies such as the Anti Corruption Commission and the Auditor General's Department in establishing such mechanisms.

The public sector reform programme must also be viewed in the light of other recent public sector-related reforms including the Decentralisation (establishing local government) programme, the Justice Sector Development Programme and Security Sector reform. This is important for example, because the establishment of local councils for example has fundamentally changed the nature of the role of the central MDA. The central MDA is likely

¹ The scale ranges from 1 indicating a very high level of perceived corruption to 10 which indicates that a very low level of corruption is perceived.

to move towards a more policy and strategy orientated role with local councils undertaking the implementation of programmes at the local level. This means that the local council, which delivers service directly to the people, must be strengthened. This establishes the linkage between the various areas of public sector reform. The same applies to other reform environments.

2.2.3. Economic and Financial Environment

The economy continues to enjoy positive rates of economic growth and this is most welcome. It is however unlikely that the current positive rate of economic growth will generate the revenues required which would allow for significant expenditure (including remuneration) increases across the board. Table 1.2 provides an indication of this. The projected level of the budget deficit, of around 10% of GDP means that the government will find it increasingly difficult to make available significant additional resources to the public sector either in terms of recurrent (including remuneration) or development expenditure in view of the other demands and constraints already placed on it. This is despite the economy growing by over 8% a year as this level of growth remains inadequate to generate significant revenue increases. This is partly the result of structural impediments in the revenue collection system which remains too antiquated, centralised and bureaucratic. The failure to automate the revenue collection system remains a major impediment to full and efficient collection of tax revenues. In addition to revenue leakages, the relatively poor revenue performance is also the result of a failure of the private sector to generate adequate wealth. This is in part attributable to the failure of the public sector to adequately support private sector activities which can, in some way, be traced to levels of inertia which negate private sector activity.

Table 1.2 Economic Performance (Estimates)

	2011	2010	2009	2008	2007
Economic Growth (%)	6.4	6.1	7.7	6.4	6.5
Inflation Rate (%)	10.1	9.9	9.5	11.5	12.4
Budget Surplus/(Deficit) % of GDP exc grants	(9.9)	(10.7)	(14.6)	(15.6)	(16.5)
Total Donor Support of Total Expenditure (%)	18.5	19.5	26.3	26.2	23.6

Source: Government of Sierra Leone Budget 2009-2011

Of note also, from Table 1.2, is the relatively high level of total donor support (budget and project) which accounts for about a quarter of government expenditure. This further underscores the point that the government budgetary constraint is already, quite significant. Public sector reforms in the medium to longer term should contribute to the relaxation of these resource constraints through efficiency improvements, increased domestic resources available to government etc.

2.2.4 Legal Environment

The legal environment relating to the public sector has benefitted from some legislative attention in recent years. Recent legislative actions include The Decentralisation Act 2004 which created 19 local councils. This Act necessitates a review of the role of central government, especially in relation to the delivery of basic services, but this has not been done. In relation the civil service, much of the recent literature has articulated the need for the Civil Service Act but this remains to be concluded.

The broader legal environment now includes laws which impact directly on the work of the public sector and not least of which is the new Anti Corruption Act 2008 which, to a large extent, is intended to increase the level of transparency and accountability in the discharge of public sector functions.

2.2.5 Social-Cultural Context

The broad socio-cultural context is that the general public continues to view the public sector with mixture of irrelevance and suspicion even though the public sector has such a vital role in alleviating poverty. Furthermore, it is a reflection of this important role that has caused increased governance, media and civil society focus on the public sector. This has created a new forum of accountability and transparency.

2.3 Aims of the Public Sector Reform Programme

The overall goal of this public sector reform is to achieve a public service that works to benefit the poor in the state. The achievement of the overall goal demands the following actions.

2.3.1 Align Systems to the Government's Development Agenda

The public sector must align its structures, systems and processes with the government's development agenda. For example, the government's focus on private sector-led development implies that the company formation process, for example, must be streamlined to support the development of private sector institutions.

2.3.2. Enhanced Efficiency and Effectiveness in Service Delivery

In order to deliver an efficient and effective public service, the public service must be right-sized, must possess the key skill sets and must have satisfactory management systems including good record keeping and information technology systems.

2.3.3 Enhanced Transparency & Accountability

Transparency implies that open and verifiable systems and processes must be in place whilst accountability demands that a results-based system must be put in place to evaluate progress in meeting stated objectives.

2.3.4 Enhanced Public-Private Partnership

The public sector must seek to support and work with the private sector in attaining the broad objectives of the government. This partnership acknowledges that there is a mutually beneficial relationship as neither party has a monopoly of tools, resources and capacity. The success of the private sector determines the level of revenue collection by the public sector to fund many of its activities.

3. The Public Sector Landscape

The public sector landscape comprises the environments and the central agencies.

3.1 The Environments

Seven distinctive environments of the public service have been identified within the context of the reform framework and these are:

- **The Civil Service** whose Manager is the Cabinet Office but with delegated operation, supervision and backstopping to the HRMO. Within the context of the assignment, we see the civil service as the Ministries and their associated departments and agencies.
- **The Local Government Service** whose Manager is the Ministry of the Internal Affairs, Local Government and Rural Development but with delegation of the management of the human resources aspects to the Local Government Service Commission
- **The Judicial Service** whose manager is the Judicial and Legal Services Commission
- **Parliamentary Service** comprising the staffing and administrative / operational structures of the Legislature. Its manager is the Parliamentary Services Commission
- **The Security Sector** is defined to include the Office for National Security (ONS) and Central Intelligence and Security Unit (CISU), The Ministry of Defence which is responsible for the Army and Navy as well as the MIALGRD which is responsible for the Police and the Immigration Service. The manager of the police service is the Police Council while the manager of the armed forces is the Defence Council
- **Governance Institutions** these are constitutionally / Legally Enacted Bodies which are supposed to be independent which include amongst others : The National Electoral Commission, The Ombudsman, The Anti Corruption Commission, Office of the Auditor General, Human Rights Commission, The Public Services Commission, The Judicial and Legal Services Commission etc. They are independent and do not have an environmental manager. It is normally not optimal to have an environment manager where each of the entities are independent as it is difficult to conceive of how this might work. However, they aim to comply with the planning, financial and human resources management policies and regulations of the public sector.
- **Subvented agencies** are those who receive part of funding from central government funds but who also collect fees and dues. These agencies operate independently but do not have environmental manager as defined above. However, they aim to comply with the Planning, financial and human resources management policies and regulations of the public sector.

3.2 Central Agencies: Policy Agencies and Management Agencies

Within the context of the reform formulation, a distinction is made between two sets of Central Agencies relating to the internal arrangements of the public sector - Policy Agencies and Management Agencies.

A Policy agency provides guidance in major functional areas to all the constituent units of the public sector. In the case of Sierra Leone, an example of the former is the Ministry of Finance and Economic Development. It provides the financial policy / regulations which all the constituents units of the public sector have to conform. In addition, the Ministry provides the planning framework which every public sector entity is supposed to respond to through the MTEF. To a lesser extent, the Public Service Commission can be seen as a Policy Agency - they are supposed to provide guidance to non security units of the public sector in the areas of appointments, promotions and discipline. The Office of the President clearly also performs such a cross cutting function at the highest level. Section 7 provides clear guidance on the future role of the Public Service Commission.

A Management Agency oversees an environment. Its core functions with respect to the environment it manages are (i) adapting the policy / regulations of the Policy / Regulatory Agency to suit its environment (ii) setting performance standards for the constituent units within the environment (iii) providing technical backstopping and management services to the constituent units within the environment and (iv) monitoring and evaluating the performance of the constituent units within its environment. An example of a Management Agency is the HRMO.

4. Review of Public Sector Reform Programmes

This review of the public sector reform arena is intended to cover the broad definition of the public sector to include the civil service, local government, justice sector, security sector, parliamentary service and the governance institutions. In reviewing the sectors, particular attention is paid to the strategic (mandate, missions, vision), human resource (recruitment, qualifications, training, staffing levels as well as pay and incentives), systems (performance management, records management etc) and tools (assets including equipments), and financial management (accounting, budgeting and procurement).

4.1 Summary of Progress of Public Sector Reforms by Environment

4.1.1 Civil Service Environment

Despite a fairly extensive programme from 2002-2007 including the preparation of Management and Functional Reviews (MFRs), the most significant outcome was the transformation of the Establishment Secretary's Office into the Human Resource Management Office (HRMO). Beside this, there is very limited evidence of reform based on the MFRS to the extent that much of the civil service lacks clear direction about its role and functions and more importantly, its contribution to the overall development goals. There is also some evidence of confused mandates which could have been resolved with the adoption and implementation of the MFRs.

The human resource based remains lopsided, with 85% of staff in the junior grades and very few technical staff in the middle level grades. Whilst policies exist, these are for the most part, outdated and require substantial revision. Work has been ongoing by the then Governance Reform Secretariat but implementation has been rather weak. Pay and incentives remain relatively low and there is no performance management system in place. This should be remedied.

There is also a shortage of suitable equipment, space and network facilities with the consequence that communications is poor and not conducive for an effective working environment. Whilst some entities have been supported in the past, there is some evidence of underemployment or misdirected use of these equipments.

Whilst there is compliance with financial and procurement regulations, these systems need to be further strengthened to ensure that resources are efficiently allocated.

Overall, the civil service continues to need substantial restructuring the refocusing to ensure that it plays a full and proper role in the development of Sierra Leone.

4.1.2 Local Government Environment

Whilst the local and chiefdom councils have been established, there remains some confusion over the various mandates of the environment actors to the extent that there is now a review of the Local Government Act 2004.

The human resource base continues to need further strengthening despite the efforts so far including the development of various guidance policy documents. The development of schemes of service should also help in managing the human resources but attention also needs to be paid to putting in place a performance system as well as policies on staff retention.

Financial management remains rudimentary and the roll out of the IFMIS system to the local councils will help greatly in improving the financial management environment. The present spreadsheet-based system represents a first step in this process.

The councils possess the basic equipment with which to function but there are no systems to manage these assets. There is also the need to establish systems to manage budgets linked to outputs.

4.1.3. Justice Sector Environment

The establishment of the Justice Sector Development Programmes has seen the development of strategic plans of which a review of vision and mission statements, mandates and functions have been a part. The justice sector institutions are therefore reasonably advanced in this regard. As part of this process, human resource, financial and technical issues have been considered although substantial gaps remain in the funding of the activities set out in those plans. Institutional strategic plans respond to a broader sector plan which is reviewed and monitored. The sector continues to suffer from the general problems encountered in the civil service which has tended to hamper progress in meeting the stated objectives. Through programme support however, many of the sector institutions have been capacitated in terms of equipments and this has contributed positively to the work flow.

4.1.4 Security Sector Environment

The Security sector does not have same formal structure as the Justice Sector but the coordination of sector activities is within the remit and mandate of the Office of National Security and the Central Intelligence and Security Unit created under the 2002 Act. The ONS continues to lead the sector strategy which includes establishing regional and district presence in the main headquarter towns. There is much variety in the state of the various sector institutions with the ONS at one end and the MOD at the other. This means that the ONS has often had to fill the void. The ONS continues to employ recognizable human resources and financial policies which continues to contribute to the growth and development of that organization and from which the sector institutions can benefit.

4.1.5 Parliamentary Environment

The mandate of parliament is as set out in the 1991 Constitution of Sierra Leone but systems and processes have remained unchanged in recent years. This means that the structure of parliament has not responded to the changed governance environment. The only recent change of note is the Parliamentary Service Act 2007 which amongst other things, created a Parliamentary Service Commission but which is yet to be implemented. With this creation, it is hoped that parliament will now focus its attention on other structural issues which is fundamental to its work. In the past and to a large extent, human resource management continues to be guided by civil service practices which have themselves not had the benefit of change in more recent times. Staff capacity remains weak with no evidence of a training culture.

4.1.6 Governance Environment

The governance institutions have benefitted from substantial external support and this can be seen in the organizational structures, systems and procedures. These institutions have benefitted from a significant all encompassing strategic review process which has resulted in legislative and other changes which are being implemented.

Table 4.1 The Reform Progress Review Matrix

Reform Area	Civil Service Reform	Local Government (Decentralisation)	Justice Sector Reform Programme	Security Sector Reform	Parliamentary Service Reform	Governance Institutions
4.2. Strategic Management						
Organisational/Sector Structure	<p>Management and Functional reviews have resulted in re-organisation proposals for many MDAs but most are awaiting implementation.</p> <p>Newly restructured HRMO provides focus for human resource management activities and related HR reforms.</p> <p>Sector restructuring / reform to be influenced by decentralisation and privatisation, PRSP II progress - will reduce size and change the roles of central ministries</p>	The organisational structure of local councils is defined by Act of 2004. Structure does not include the decentralised departments.	Review was part of strategic planning process which is now being implemented.	There is an over-arching structure for the security sector led by the ONS but not much evidence of wider sector buy-in.	Currently being reviewed but not as part of an overall strategy review.	The ACC and ASSL are well advanced in implementing organisational and structural changes as part of strategy implementation. ACC : 2008 – 2010 ASSL : 2008 – 2010
Mission & Vision Statements	Some developed at MDA level as part of MFR reviews but need revisiting in the context of policy developments - especially decentralisation and PRSP II. Overall vision for the new civil service needed as a reference point for the reform process.	Vision / mission alluded to in planning process. It is not the practice for local councils to have vision and mission statements as a guide to action.	There are clear articulated mission and vision statements for the justice sector institutions	No overarching sectoral mission or vision statement but that of the ONS has tended to become the sectoral view.	These are currently being formulated.	Both the ACC and ASSL have clear mission and vision statements as per of their strategic plans
Mandates and Functions	MDA mandates generally established in law although some need adjustment to be consistent with policy developments (Ministry of Local Government in context of decentralisation).	These are specified in Act 2004. There is considerable conflict of the mandates with other legal enactments These conflicts in the law are being identified and rectified		<p>ARMY: Sierra Leone Military Forces Act 1961 (as amended)</p> <p>ONS : National Security and Central Intelligence Act 2002</p> <p>SLP: 1991 Constitution of Sierra Leone</p>	As determined by the 1991 constitution of Sierra Leone.	<p>The ACCs mandate was originally set out in the Anti Corruption Act 2000 which has since been superseded by the Anti Corruption Act 2008 which was a requirement to implement the new strategy.</p> <p>ASSL: Constitution of Sierra Leone 1991.</p>

4.3. Human Resource Management Issues	Civil Service Reform	Local Government (Decentralisation)	Justice Sector Reform Programme	Security Sector Reform	Parliamentary Service Reform	Governance Institutions
a. Pay and Incentives	The Cabinet has been presented with a set of principles for Civil Service pay and grading which has been translated into a draft revised structure - awaiting approval. Across the board increments proposed with greatest focus on middle, graduate recruitment grades. A 20% increment agreed for 2009 budget.	There is no pay and incentive policy for the local government service. There will be the need to develop one within the framework of GoSL pay and incentive policy.	Pay and related incentive issues were considered but agreed that this would be considered as part of the civil service/public sector pay reform.	With the exception of the ONS, pay is in accordance with civil service scales. The ONS pays scales are about 4 times civil service scales.	Parliamentary service Act was passed in 2007, but only now are implementation arrangements being made.	Both the ACC and ASSL have their own remuneration scales; separate the civil service and w are substantially higher.
b. Recruitment & Verification Exercise	Verification exercise for core civil service completed resulting in substantial savings due to elimination of ghost workers and retirement of over age employees. Team recruited and trained to conduct verification in danger of dispersal unless funding is re-established.	Recruitment of grades 1-5 delegated to the councils. But above is being handled by LGSC. Core staff has been recruited and posted to all councils. Staff verification exercises are yet to be done.	This is being done as part of the general civil service verification exercise. Recruitment is conducted through the Public Service Commission.	ONS undertakes a rigorous interview and selection process at its assessment centre. Other entities are in accordance with civil service procedures.	There is a need to undertake a verification exercise as well as employ more effective recruitment methods.	
c. Qualifications, Training and Staff Capacity Building	Prior proposals for re-establishment of civil service training college pending final agreement and implementation. Civil service training policy developed and approved. Significant capacity building proposals developed for PFM. Most civil servants report little of no systematic training but ad hoc access to short term training and	Training in planning, budgeting and local council regulations and procedures have been provided to core council staff. Specialised training has been provided for Finance / Accounting and Procurement Officers. No systematized training programme exists for grades 1-5. Councils do not have training plans. Training is planned by Decentralisation.	Training forms a very significant part of the strategic/programme direction of the sector. This continues however to suffer from lack of resources.	MOD: Military training is ongoing though administrative training has been less supported. ONS & Police: Ongoing training programmes especially at the induction stage. Programmes for senior staff have been more structured but there are plans to offer more structured programmes at lower levels. Other sector participants have less structured training programmes or none at all.	Staff capacity remains limited with very limited training in recent years. Minimum qualifications criteria does not appear to have been applied in all cases.	Both organisations have qualified staff which is perhaps not unrelated to the level of pay and remuneration. Training and capacity building initiatives are ongoing and significant relative to others.

	workshops via project interventions.	Secretariat for the councils				
d. Staffing Levels	Current core civil service staffing reported as 15,272 (Oct 2008 Payroll) - RMIP will lead to reductions	Staffing levels for core council staff is estimated to be 152 for all the 19 local councils. For the non-core staff (grades 1-5) reliable figures are not available. For staff of decentralized departments there are no figures available. Optimal staffing levels are yet to be determined in all councils	There is a need to conduct a broader verification exercise especially for those areas such as the Police and Judiciary which are not part of the core civil service	ARMY: MOD is currently 9,600 (2008) but will be reduced to 8,500 in 2009. ONS: About 132 staff with 12 senior officers and about 60 middle level staff. Junior staff make up the rest. SLP: 9,482 with 91% dedicated to operational policing.	There are about 100 administrative staff in addition to the 109 members of parliament.	Staffing levels in both organisations remain inadequate given the workload but requires some redefinition of the role of these institutions to match workload to resources.
e. Performance Management	Annual confidential review system variously reported as defunct or still existing. Various proposals developed for a revised system but not yet implemented. Ministerial performance contract system in operation with suggestions for extension to senior civil service	No Performance Management system exists other than a staff appraisal system which is yet to be implemented as per guidelines from the LGSC.	The Justice Sector plan envisages the introduction of a performance management system but this is not yet implemented.	The ONS is the only institution in the sector that has a performance management system linked to incentives.	There is currently no performance management system in place.	There is no discernable performance management system although both organisations acknowledge the need for one.

4.4. Systems and Tools	Civil Service Reform	Local Government (Decentralisation)	Justice Sector Reform Programme	Security Sector Reform	Parliamentary Service Reform	Governance Institutions
a. Buildings, Computer hardware and other peripherals, vehicles	MDAs report hardware provision mainly ad hoc via project interventions. DFID essential equipment fund being implemented with PSRU coordination. MDAs report severe lack of vehicular transport, ICT equipment and consumables (e.g. fuel, stationary) as a major constraint on	All 19 Councils have been provided with basic electronic equipment / vehicles under the IRCBP. As of now ---- councils have been provided / are being provided with office accommodation by the IRCBP	The justice sector anticipates a substantially increased provision of computers and related equipment. Progress has already made in providing some equipment to justice sector institutions including the Ministry of Justice, Judiciary, Anti Corruption Commission. Support to Judiciary has included Court Buildings	MOD: Very limited supply and use of modern equipments but which remains fundamental to the work of a modern security structure. Overall, a very weak technology infrastructure. ONS: better technology infrastructure with a reasonable number of vehicles. Police: continue to need equipment	The building remains in reasonable condition but there is a very limited provision of computers.	Both organisations currently use rented premises and have expressed a view to acquire freehold property. Both organisations are reasonably equipped with computers and related equipment

Sierra Leone Public Sector Reform Programme (2009-2012)

	performance					
b. Electronic Networking	Little progress reported except some isolated internet connectivity (principally via project support)	None of the councils has internal electronic networking system	This has been done for part of the of the sector	MOD: Spasmodic and uncoordinated ONS: Full electronic networking of the office SLP: Limited provision	There is no electronic networking in place	Both organisations are electronically networked
c. Communication Systems	Isolated and usually PIU-led communications installed.	Intercom systems do not exist. External calls are managed through mobile phones of staff		ONS: Excellent systems Other agencies enjoy very limited communications capability.	Rudimentary systems are in place but these are not adequate to execute its mandate and functions	Communication systems are good although the ACC will need for specific equipment for interviewing etc.
d. Records Management	RMIP s undertaken but not translated into a sustainable improvement in records management. Various MDAs (and central agencies) report significant weaknesses filing/records management leading to significant operational delays and lack of transparency.	Admin & HR record keeping is manual and rudimentary Financial management records are computerized but not complete in some councils.	Implemented a records management programme for the Judiciary. This is an ongoing programme	Records management remains antiquated and disorganised in all but the ONS which is more organised and systematic.	Very rudimentary	There are still gaps in the records management of the organisations but there are discernable systems in place.

4.5 Financial Management	Civil Service Reform	Local Government (Decentralisation)	Justice Sector Reform Programme	Security Sector Reform	Parliamentary Service Reform	Governance Institutions
a. Budget management Improvement	Major, joint donor funded, Public Financial Management improvement programme entering a further phase - a critical issue is sustainability of the reforms given the reliance of this programme on contract staff paid at well above standard Civil Service rates. Options for transition/exit strategy being considered.	MTEF Budgeting framework is in place in all the Councils. Primary budgeting forms that relate / links plans to budgets are not available	Budget provision for the Coordinating Office is provided by the Justice Sector Development Programme with extra-budgetary support to the Judiciary, Ministry of Justice and the Police.	The Budget management process is in accordance with existing regulations which requires the submission of budgets on standardised forms. i.e. PETS forms. However, there are serious problems caused by actual cash allocated to the MOD being substantially lower than that approved by Parliament. The ONS benefits substantially from donor funds.	Budget submitted but amount received is always less than that which is allocated.	Both institutions are provided with a government subvention but both continue to work to achieve some level of financial autonomy through some form of charges and or the sharing of proceeds recovered. Both organisation are supported by DFID.
b. Procurement	Attempts being made to comply with the provisions of the Public Procurement Act 2004..	Procurement units exists in all the councils and the national procurement guidelines		ONS is excluded from aspects of the provisions of the Public Procurement Act 2004 for security reasons.	Done through the Ministry of Finance.	Both comply with the provisions of the Public Procurement Act 2004 for the most part

		are being used		Other agencies have variously complied with the provisions to some extent.		
c. Accounting & Financial Reporting		Monthly income and expenditure statements and balance sheets are being prepared Reports are sent to council, the LGFD of the MoFED and on councils notice boards	The Judiciary continues to argue for self accounting rather being an arm of the Ministry of Justice for budgetary purposes. This is a major strategic goal.	These agencies are categorised as subvented agencies meaning that funds are allocated but which must be accounted for on a quarterly basis. Accounting is done at Ministry of Finance level through the standard PETS forms. ONS have also had an external audit by KPMG as a result of the donor funds received.	Done through the Ministry of Finance	Both organisations are required to submit reports to parliament. This is being done.

4.6. Future Plans	Civil Service Reform	Local Government (Decentralisation)	Justice Sector Reform Programme	Security Sector Reform	Parliamentary Service Reform	Governance Institutions
	A holistic programme for Civil Service Reform under development building on the foundations developed through prior activities including records Management and management and Functional reviews of MDAs. Many prior reports have proposed reform models- political commitment now present for re-invigorating reform.	Strategic and structural alignments with decentralised departments, Records Management Improvement, Right sizing of staff, core staff Retention Programmes Development of user friendly primary budgeting formats Development of user friendly financial reporting formats Expanded capacity in resource mobilization	The Justice Sector has well laid plans which are being implemented but which are constrained by a lack of adequate resources.	The MOD has plans to engage in UN Operations but which, though lucrative in the long term, has considerable short term, and as yet unfunded, costs. ONS: continues to implement its chosen strategic direction with a reform focus on developing the establishment in headquarter towns as well as developing purpose built facilities. SLP: has a clear strategic plan with clear objectives and plans	There are plans to modernise the service, as per UNDP supported programme but the initial focus remains on remuneration for members of parliament.	ACC: The key plan is the greater emphasis on prevention through systems review but which requires substantial resources. ASSL is focussed on the key MDAs

4.7. Overall Summary						
	<p>While there have been some developments the process of fundamental civil service reform has yet to take place - it is due to commence over the 2009 - 2012 period subject to agreement of programme strategy, committed leadership and multi donor/GoSL resourcing.</p>	<p>Structures based on Local Government Act 2004 is place for all councils except that there is no formal structural linkage between the councils and the decentralized departments MTEF budgeting systems based on plans are being practiced by all the local councils, there however the need for the budgeting system to be manager friendly. Human resources, financial management and procurement systems are in place except that they are rudimentary and with the exception of financial management system, the rest are manually operated. Basic infrastructure / electronic equipment are in place though a formalized maintenance and replacement system is yet to be contemplated.. Core staff have been recruited and posted to all the councils and training in planning, budgeting and local council administration provided, their retention is an issue because of the uncompetitive remuneration levels.</p>	<p>This sector programme is progressing well.</p>	<p>The Security Sector is dominated by the ONS which remains a superior organisation in almost every respect. There is evidence of substantial progress in achieving its objectives (ONS) but this is not the same as with the MOD.</p>	<p>There is much reform work to be done to ensure the effectiveness of parliament.</p>	<p>Governance institutions are well advanced in establishing structures and confirming their roles. Much however depends on the leadership of these institutions.</p>

5. Thematic Areas for Public Sector Reforms

To ensure consistency and connectivity in public sector reforms across the various reform environments, thematic areas which need to be taken cognizance of by all environments in formulation of their reform programmes, are being proposed. Since progress at reforms in the various environments are uneven, differential emphasis in the thematic areas by the various environments are to be expected.

Development partners will also find these thematic areas useful as they develop their country assistance strategies for Sierra Leone.

5.1 Strategic and Structural Alignment

Environments of the public service are expected to re-align their vision, mission, mandates, functions, structures etc to changes in development policies (PRSP II) / major government policies (i.e. decentralization policy). A reform programme, where appropriate, needs to consider the incorporation of strategic / structural re-alignment as one of the components.

Key steps in addressing strategic and structural alignment include

Visioning: The MDAs in the environment must undertake a visioning process to determine/agree on the desired future aspirations of the MDA. This will help to outline what it needs to be doing to get there.

Mandate Review: The visioning outcomes and the existing functions as mandated by law need to be reconciled. This will deal with removing legal constraints and ensuring that the MDA has the necessary legal authority to carry out its functions arising out of the visioning process.

Mission Statement: The mandates provides the planks for the MDA to articulate what it exists to do and to use that as a guide to action and performance assessment

Functions: Activities that the Ministry should undertake to achieve its Mission (responsibilities).

Organization Structure: The machinery for delivering the functions, the relationship between various divisions and units and the information flow pattern that should exist to respond to the mission.

Legal Re-Alignment:- This will entail rationalization of the roles and responsibilities of key institutions to respond to major policy initiatives- decentralization and MTEF programmes.

5.2 Staff, Pay and Incentives

5.2.1 Staff

Some of the areas that could be addressed by a reform programme include

- **Staff Rationalisation / Right Sizing:** The staffing pattern needs to be adjusted to reflect the fact that core civil work is done by the middle and senior cadre and not by junior manual and clerical who we have already identified to be over-represented in the service. This staffing imbalance must be looked at. Through management and functional reviews, the optimal staff in terms of number and skill mix could be determined. This would provide input for developing a recruitment and redeployment profile. As part of this process though, the service must be right-sized though it does not automatically follow that a redundancy scheme is the most optimal route.

A new scheme of service/ job descriptions should follow an updating of the Management and Functional Reviews and which will determine staffing patterns in the longer term.

- **Redeployment Schemes:** Reform programmes where necessary should address redeployment schemes. The Reform Manager for environment should develop redeployment plans covering early retirements, transfers (i.e. to PIU of drivers / clerks; other environments); re-training for re-assignment; staff verification for elimination of 'ghost' names. The input into the redeployment plans will come from the staff rationalisation / right sizing exercise.
- **Missing Middle Level:** There is dearth of middle level technical/professional and managerial staff in all MDAs. Any reform programme in every environment, where relevant should address this issue through (i) a salary enhancement programme through a salary enhancement fund that the programme could create.
- **Diaspora Programme:** In next 2-4 years, GoSL with support of UNDP is organising a Diaspora Programme whereby qualified Sierra Leoneans could be recruited on short term performance-based contracts to fill critical positions while a long term solution for filling the position is being found. Reform programmes interested in replenishing staff capacity could contact the Diaspora Office in the Office of the President for guidance
- **Staff verification:** A systematic process for verifying the accuracy of the actual staff on the payroll should be built into reform programmes. This is necessary considering the fact that staff salaries constitute 27% of the budget. This should be seen as a tool for implementing right sizing programmes.

5.2.2 Pay and Incentives

Pay is a fundamental part of the equation but whilst it is clear that more attractive pay and incentives are required, it is also clear that there must be clear outputs and results attached to increased reward. The vision that is presented is of a civil service that is dominated by professional and technical staff, is remunerated at or at least close to market rates and is sustainably funded through the core salaries budget. Furthermore, such a civil service would be internally consistent and inclusive in terms of its human resource makeup - incorporating the many PIUs or staff on special terms and conditions that now proliferate within the service.

Areas where attention should be paid in a reform programme include:

- Adaptation of the GoSL Pay Policy to suit the environment
- Identification and providing capacity to a focal point within the environment to manage the adapted pay policy
- The creation of a Salary Enhancement Fund in support of the Missing Middle Level programme.

5.3 Improved Systems and Tools

Improved systems and tools in all the environments of the public service is seen as key to improved productivity and which should be reflected in reform programmes.

Systems:

5.3.1 Results Based Management System

As part of a broader performance management system in the public service, environmental reforms should take cognisance of the need for a results based management system. A results based management system is expected to contribute to the productivity of the public service. A framework for the system should be developed as part of the reform process. The framework, amongst other things, should cover: processes for developing the results framework, the assessment cycle, administration of incentives and sanctions.

5.3.2 Records Management Systems

An efficient records management system is the key plank for managing operations in the public service. Reforms should consciously seek improvements in areas such as: storage, filing / retrieval and archival systems.

5.3.3 Asset Management System

All MDAs have considerable assets at their disposal, from buildings to vehicles to copiers etc. These assets will have to be managed to obtain maximum yields from their utilisation and also enhance their lifespan. Reform initiatives should include development / refinement of asset management policies for adoption by entities in the environment.

5.3.4 Information Management System (IMS)

An information management system in areas of financial management, human resources management etc or an integrated version contributes to the speed at which information is analysed and shared for managerial decision making. In view of this, reforms should assess the state of entities IMS and make recommendations for improvement where feasible / appropriate.

Tools

5.3.5 Information Communication and Technology (ICT) System

The capacity of ICT in information interchange, ideas generation etc cannot be over emphasised. An ICT platform could provide internet connectivity, web site maintenance and use etc. Reforms should look at developing / refining environmental ICT policies based on a common public service ICT policy.

5.3.6 Electronic Equipment

Reform programmes should consider the relevance of various electronic equipments as computers, printers, scanners, copiers etc in the implementation of the reforms at the work place by MDAs. These tools are required to perform tasks that would be assigned to staff.

5.4 Improved Service Delivery

The very existence of the public service is to provide quality and timely services at the front line (agricultural extension services) or backroom (Ministry). Environmental reform programmes should constantly seek areas for service improvement. Some of these areas are:

5.4.1 Re-engineering for improved service delivery

MDAs, semi / autonomous parastatals and subvented agencies, front line service providers should continuously search for better and cost-effective ways of providing quality services through alignment of its mission to the expectations of its constituents, refining its structures, staffing and systems to the aligned mission.

5.4.2 Public–Private Partnership

Due to resource constraints, there is the need to leverage the resources – money, skills and experience of potential private sector providers. For example, a GoSL district hospital can collaborate with a private traditional birth attendant to provide maternal health services in a rural area. Similarly, the Ministry of Transport can enter into a Build, Operate and Transfer (BOT) arrangement with a private sector partner. Environments must develop policy guidelines, within the context of national policies, on public private cooperation as well as encourage entities to seek partnerships.

5.4.3 Performance Management System

A necessary condition for having a performance oriented public service is the institution of a performance management system. A cascading arrangement between the political head / permanent secretary; permanent secretary / director; director/staff with respect to deliverables backed by rewards and sanctions is an idea which could be incorporated into reform programmes in the various environments. A Performance Management Policy for an environment should be developed to form the basis for the introduction of such an initiative. In this regard, reference must be made to the Strategy & Policy Unit for guidance as this unit has been responsible for the management of ministerial performance. Many of the issues under design and installation of a performance management are captured in the Terms of Reference for Technical Assistance.

5.4.4 Citizens Score Card / Citizens Complaints Units

The ultimate beneficiaries of services provided should be given the chance to assess the performance of MDAs. This is done through beneficiary surveys. MDAs would find the insights from the beneficiary surveys useful in providing services to its constituents. The Office of the Ombudsman will have a major role to play in this regard as will the SPU in the same context and mentioned in Section 5.4.3.

5.4.5 Client Services Charters

Constituents / stakeholders of an MDA are given assurances of the type, quality, timeliness etc of services they are supposed to receive. The stakeholders will hold the MDA accountable for any deviations from what is set out in the Charter.

5.5 Capacity Building

Expanding and improving capacities relates to people as well as tools (buildings, computers equipment etc)

Improving and Expanding People Capacity

5.5.1 Recruitment of Staff

The much vaunted 'missing middle' must be filled and this means the recruitment of suitably qualified graduates to undertake some of the technical work required by MDAs. The recruitment process needs to be rigorous and must be consistent with best practice. The recruitment of staff in these areas should be wide ranging. In this regard, attention should be paid to the diaspora programme in the Office of the President.

5.5.2 Identifying Leadership Potential

There must be a specific role in identifying leadership potential which is decisive in determining the direction of an organisation. Furthermore, leadership potential must be nurtured to prepare individuals for those roles where leadership is the determining factor in achieving success or otherwise.

5.5.3 Staff Training

Building capacity does require a substantial amount of training in both the technical and general management areas. Training must be offered at all levels to ensure that staff are adequately capacitated to perform the tasks allocated to them. The programme must be structured such that each training event is part of an overall training programme with clear objectives. In this way, there is the potential to link the training programme with established university training programmes to ensure sustainability amongst other things. In the longer term, there should be Civil Service Training College but its precise form need not involve establishing new structures which might not be sustainable in the longer term.

In putting together a staff training programme, it must be borne in mind that programme must be organised for new cadres being brought into the system including records management and information and communications technology professionals.

5.5.4 Improving and Expanding Tools

Equipping staff with the capacity to perform their jobs is only one part of the equation for the staff must be suitably equipped in terms of equipment, communications systems etc to be able to perform effectively.

5.6 Mainstreaming Gender and Anti Corruption

Under this thematic area, the key areas that could be considered include

- Development of gender policy
- Training in gender sensitivity for policy makers
- Gender audits
- Capacities required to implement the environments work plans as related to the implementation of the National Anti Corruption Strategy Document

6. Public Sector Reform Coordination and Management

6.1 The Conceptual Framework

The broader conceptual framework sees the leadership being provided by the Steering Committee on Good Governance (SCGG) who will report to the President and to whom the Public Sector Reform Unit (PSRU) will be accountable.

Conceptually the framework has three components, the SCGG, the PSRU and the Environmental / Policy Reform Units. Figure 6.1 captures this framework.

Figure 6.1. Proposed Management Structure for the Reforms



Furthermore, we also see a role for a relatively loose relationship with other reform environments outside the immediate public sector sphere. For example, we see reforms in the civil society and media spheres. Whilst contact may be informal, we see an opportunity for these ‘external’ reform environments to participate in an annual good governance conference organised by the PSRU.

6.1.1 Membership

The membership of the SCGG will comprise the chairpersons of the steering committees of the various reform environments, representatives from the two policy agencies, that is the Public Service Commission and the Ministry of Finance and Economic Development. Civil Society should also be represented. The Heads of the secretariat of the various reform programmes will be ex-officio members. The Secretary to the Committee will be the Director, PSRU. The Chairman of the SCGG will be the Adviser to the President on Public Sector Affairs.

6.1.2 Functions

The functions of the SCGG amongst others are:

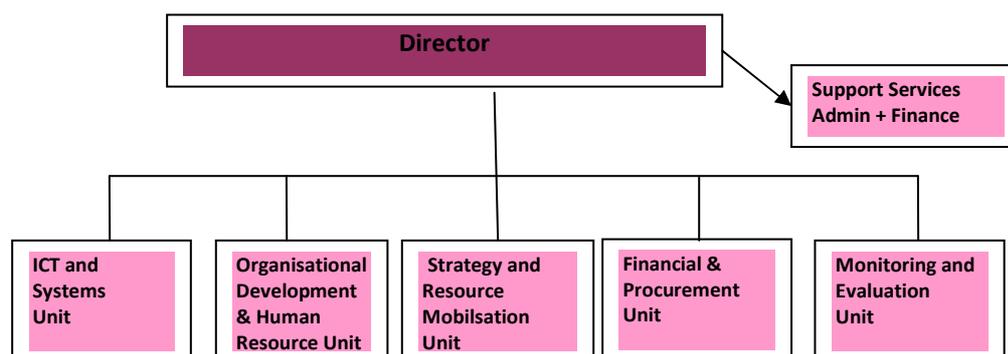
- Outlining Reform Strategy and Guidelines
- Reviewing / approving public sector reform programmes
- Reviewing / approving operational plans and budgets of the PSRU
- Reviewing the annual public sector reform progress report

6.2 The Public Sector Reform Unit (PSRU)

6.2.1 The Organisational Structure

The proposed organisational structure reflecting the strategic and technical back-stopping role of the PSRU is depicted by organisational structure 6.2. The Director is the Head and reports to the SCGG. Below the Director, there are 5 functional area units / cum reform area coordinators.. Each functional area unit will also be responsible for coordinating the reforms in an environment. This combination is required to use the staff effectively.

Figure 6.2. Proposed Organisational Structure for the PSRU



The structure represents a substantial and significant change in the capacities of the PSRU given the new functions proposed. There are obvious implications for staffing patterns as new positions are being created.

In addition, each of these technical units should be allocated oversight responsibilities for one or two of the reform environments.

Joined to the functional units / reform coordinators in a matrix form is a technical / operational committee on public sector reforms which will be made up of the Director PSRU and the functional cum reform area heads.

6.2.2 The Functions of the PSRU

The functions of the PSRU amongst others will include

- The setting and monitoring performance standards for all public sector reform units or programmes.
- Review reform proposals for the SCGG consideration
- Develop and monitor MDA – donor reform cooperation guidelines
- Identify, coordinate and resolve the implementation of all system wide capacity development and reform programmes
- Consolidate learning and share good practice and lessons across the programme
- Provide functional area technical back-stopping to the various reform areas
- Mobilise resources in support of public sector reform programmes
- Prepares annual public sector reform progress report.
- Agree guidelines on recruitment of technical assistance by the environments
- Agreeing a unified framework of compensation for reform managers

- Agreeing guidelines on recruitment of technical assistance. In broad terms, we see systemic technical assistance being dealt with at the PSRU whilst that which is required in the reform environment can be dealt with by the environmental manager.
- Organise conference on good governance at which other related reform environments could be represented e.g. media reform, civil society reform.

6.2.3 The Functions of the Operational / Technical Committee on Public Sector Reforms

Given the proposed change of the PSRU i.e. coordination of all public sector reforms, there must be a framework which allows the execution of that function. The proposed framework includes the creation of a new committee of reform managers and the PSRU (Director and technical staff).

The functions will include

- Review / manage the intra sectoral aspects of the national public sector reform programme
- Share success and problems in reforms in the functional / environmental areas
- Discuss / review strategies for formulation of reform programmes by the various environments
- Develop joint action plans in moving the reform programme forward
- Provide the platform for consideration of a unified benefits / compensation system for reform programme staff
- Coordinate donor support in the implementation of reform programmes.

6.2.4 Staffing Pattern

Given the functions outlines, the suggested staffing pattern, bearing in mind the proposed structure and responsibilities is as follows:

Staffing Level	Administration	ICT/Systems Unit	Org. Dev & Human Resources	Strategy & Resource Mobilisation	Finance and Procurement	Monitoring and Evaluation
Director	1	-	-	-	-	-
Head of Unit	1	1	1	1	1	1
Professionals	1	1	2	1	1	2
Secretaries	2	-	-	-	-	-
Driver	3	-	-	-	-	-
Messenger	1	-	-	-	-	-
TOTAL	9	2	3	2	2	3

In general terms, the staffing pattern assumes that the unit will be a broadly professional organization which will contract-out non-core functions thereby allowing the organization to focus on the specific task of supporting and monitoring the reform environments. Annex 4A provides a sample job description of the Director of the PSRU as well as that for a Unit Head (Annex 4B). The other job descriptions can be derived from that of the Unit Heads.

6.2.5 Financing Public Sector Reforms

The financing of public sector reforms will necessarily involve external support in addition to the government's budgetary provision. Table 6.2 provides an indication of the required budget provision.

	2009	2010	2011	2012	TOTAL
Total Budget	632	628	656	685	2,601

6.3 Reform Environment Management Units

6.3.1 Reform Managers

The following will be the reform managers for the various reform programmes

- Civil Service will be managed by the Human Resources Management Office.
- Local Government will be managed by the MIALGRD/Local Government Service Commission (to subsume the functions of Decentralisation Secretariat when PIUs are integrated into parent ministries.
- Judicial / Justice Sector will be managed through Justice Sector Coordination Office in the Ministry of Justice.
- Security Sector will be managed by the Office of National Security (ONS).
- Policy Reforms – financial management will be managed by the Ministry of Finance and Economic Development.
- Policy Reforms – Human Resources Management will be the Public Services Commission in the entire public service.

6.3.2 Key Functions of the Reform Management Units

- Development and implementation of reform work plans
- Coordination of implementation of technical assistance programmes associated with the reforms
- Preparation of reform programmes
- Financial management of reforms
- Preparation of progress reports

6.4 Capacity Building for Public Sector Reforms

6.4.1 Infrastructural / Equipment Needs

The PSRU will need to be further capacitated in terms of equipment and technology needs, in addition to previous support received. The operating budget has made some provision.

6.4.2 Staffing Patterns

Staffing patterns has been presented in Section 6.2.4 and which is intended to capacitate the PSRU. It is anticipated that Unit Heads and other professionals will be experienced professionals in the field.

6.4.3 Technical Assistance for Public Sector Reform Management

Technical assistance would be required to develop structure, systems and processes in both the PSRU and the PSC.

6.5 Donor Coordination & Relationship Management

6.5.1 Funding Approaches

Both Common Basket Funding or Stand Alone Funding for public sector reform programmes are encouraged. However in the area of capacity building which will provide the basic foundation for any reform programme to start successfully, a Common Basket Funding Approach is ideal. It ensures that priority capacity building needs will be funded in an integrated manner as well as making the procurement process easy and standardized.

Stand Alone Funding is ideal when the donor takes a component or sub-component of a programme which falls within their country assistance strategy and the thematic areas for public sector reforms. Fragmentation is avoided if such an approach is taken.

6.5.2 Programming Approaches

Joint programming of reform programmes by donors with the PSRU and the Environmental Reform units in the lead is encouraged. Joint programming allows for leveraging of the strengths of the various donors to the advantage of the reform programmes.

Apart from joint programming of reforms, joint supervision and monitoring with the PSRU in the lead is encouraged. The feedback from such joint supervision can be addressed immediately by all parties.

6.5.3 Reporting Systems

The reform framework recognizes the imperative for differences in formats for reporting to donors. However beyond the differences will be some commonalities. Efforts will be made to establish these commonalities and use it as a platform for designing the diverse reporting systems for the various donors.

6.6. Implementation

Annex 2 presents the log frame, including implementation horizon and costs, to support the management of the Public Sector Reform Unit in line with its new mandate.

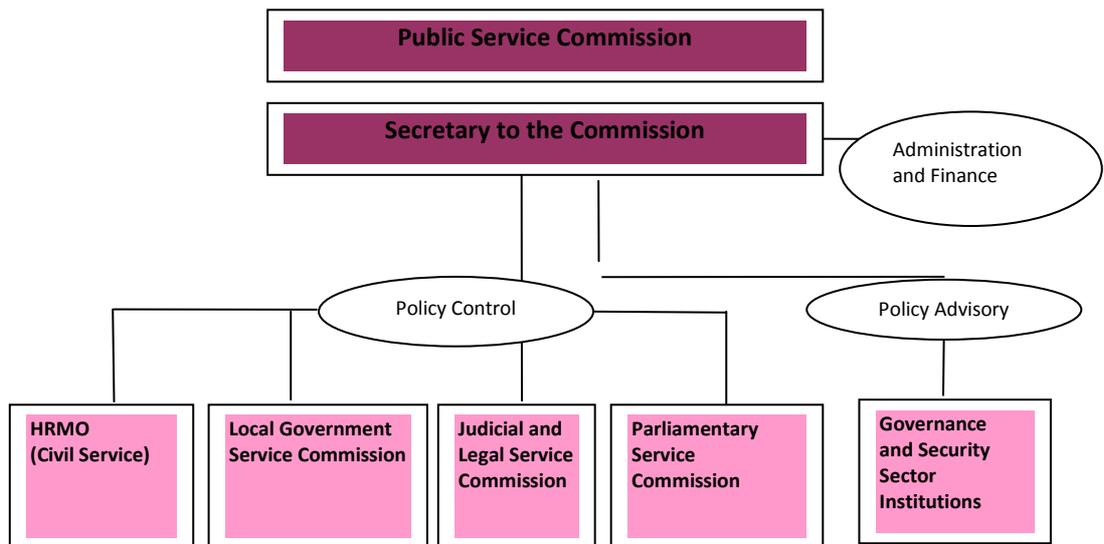
7. Reforming Policy Agencies

7.1 Public Service Commission

7.1.1 Policy Management Environment

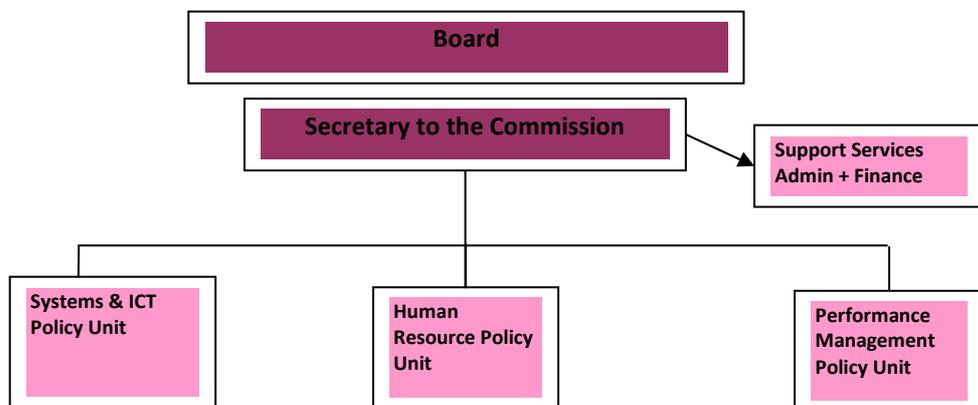
The report has identified the Public Service Commission (PSC) as a policy agency and in that light, this agency is viewed as being responsible for human resource policy as well as its monitoring and evaluation across the public sector.

Figure 7.1 Proposed Management Structure for the PSC



In terms of its policy functions, this must be applicable across the public sector sphere in terms of policy control and policy advisory. We propose a policy advisory role for the relationship between the PSC and the Governance and Security Sector institutions as these institutions already have well entrenched structures and systems but which must respond to a broader public sector view of human resource management issues. For the other institutions, the PSC will exercise a policy control role i.e. being the body which sets, monitors and reports on policy across the defined range of the public sector. These Policy Control institutions must respond to the broad policy framework as they are primarily established as implementing agencies.

Figure 7.2 Proposed Organisational Structure for the PSC



7.1.2 The Organisational Structure

The proposed organisational structure in Figure 7.1 reflects the new policy role and the areas in which policy frameworks are required.

The structure represents a substantial and significant change in the capacities of the PSC given the new functions proposed. There are obvious implications for staffing patterns as new positions are being created. This is vitally necessary if the PSC is to perform the role envisaged for it.

7.1.3 The Functions of the PSC

The broad (new) function of the PSC is the development and application of policy frameworks as well as the monitoring and evaluation of the implementation of these policies in the public sector in ICT, Recruitment and Selection, Training Policy, Public Sector Pay and Performance Appraisal.

More explicitly, the functions include

- Ensuring the application of such policy standards and frameworks in the public sector in the identified spheres;
- Identify, coordinate and resolve the implementation of all human resource and information technology issues
- The setting and monitoring performance standards relating to human resource management and ICT.
- Consolidate learning and share good practice and lessons across the different public sector environments
- Prepare annual public sector performance report in the identified areas.
- Setting a unified framework of compensation for the public sector (Human Resource Policy Unit)
- Take responsibility of managing public sector pay (Human Resources Policy Unit)

7.1.3 Staffing Pattern

Table 7.1 proposes a staffing pattern for the PSC which reflects the need to provide policy guidance across the environment as set out in Figure 7.1.

Staffing Level	Systems & ICT Policy Unit	Human Resources Policy Unit	Performance Management Policy Unit
Chairman	1	-	-
Secretary to the Commission	1	-	-
Head of Unit	1	1	1
Professionals	1	2	1
Secretaries	2	-	-
Drivers	3	-	-
Messenger	1	-	-

In addition, it is proposed that each of these units be given oversight responsibility for at least one of the policy environments. It is appropriate that these positions are filled by professionals in the field; some rightsizing will be necessary.

7.1.4 Capacity Building for Public Sector Reforms

- **Infrastructural / Equipment Needs** - The PSC will need to be further capacitated in terms of equipment and technology needs, in addition to previous support received. The operating budget has made some provision.
- **Technical Assistance for Public Sector Reform Management**
Technical assistance would be required to develop structure, systems and processes in the PSC.

7.1.5 Financing Public Sector Reforms

The financing of the Public Service Commission will necessarily involve external support in addition to the government's budgetary provision. Table 7.2 provides an indication of the required budget provision.

	2009	2010	2011	2012	TOTAL
Total Budget	241	136	130	130	637

The PSC will now need to set out a plan for how the indicated budget can be financed.

7.1.6 Implementation

Annex 3 presents the log frame, including implementation horizon and costs, to support the management of the Public Sector Reform Unit in line with its new mandate.

ANNEXES

ANNEX ONE (1) - Review of Progress of Public Sector Reforms by Environment

1 Review of Reforms - Civil Service Reforms

1.1 Strategic Management Issues

1.1.1 Management and Functional Reviews

To rationalize the mission, structure, functions, staffing of the MDAs for improved service delivery, management and functional reviews of MDAs have been undertaken in 14 ministries and seven has been approved by Cabinet. There are 8 more ministries that are yet to undertake the review. For those that have undertaken the review, the implementation needs to commence. However with the introduction of the government's decentralization programme, the emerging PRSP II and loss of institutional memory with a change in government and hence leadership of ministries together with high staff turnover at the middle level, there is the need to revisit the whole MFRs.

The next steps with respect to the MFRs of the MDAs include (i) reflection of the decentralization policy / PRSP II in the review outcome in a more participatory process (ii) provision of funds, similar to the equipment fund for the MDAs to implement the recommendations arising out of the MFRs and lastly (iii) conducting of MFRs for Departments and Agencies who have to re-align their mission etc to that of the sector ministry.

1.2 Human Resource Management Capacity

One of the achievements of the Governance and Civil Service Reform Programme (GCSRP Phase 2) has been the launch of the Human Resource Management Office (HRMO). The HRMO, based on the former Establishment Secretary's Office, was officially launched in August 2008 and has a Cabinet Approved structure based on the following 6 Directorates.

- Staff Planning and Budgeting
- Performance Management, Training and Development
- Management Services, Pay and Grading
- Employer/Employee Relations
- Senior Executive Service
- Corporate Strategy and Planning

Directors of each of these directorates have recently (Dec 2008) been appointed. The structure and functions of the new HRMO encompass the range of human resource management issues as befitting its function as the focal point of HR activity for the public service. A quick review of the action points arising from the previously conducted Management and Functional reviews of individual ministries reveals a large proportion requiring some action by the Office of the Establishment Secretary (now the HRMO) - these actions range from re-designation of posts, organisational restructuring, recruitment, pending re-gradings and training related activities.

In January 2007, Cabinet approved a pay reform policy that included the following objectives²:

- Providing Civil Servants compensation that is adequately competitive to attract and retain requisite skills
- Motivating and influencing civil service employees work habits, productivity and performance in such a way that is consistent with and supports the achievement of civil service reform objectives
- Enabling government to manage compensation in a sustainable, structured and consistent manner within its national budget

² Source: Proposed Pay and Grading Structure Brief, May 28 2008, GoSL , App 1

A pay and grading structure review was undertaken during 2008³ resulting in a proposal for radical alterations with increases in base pay at all grades with the largest increase at Grade 7, considered as the graduate entry point, taking the monthly salary at this level to around Le 500,000 (from around Le 160,000 currently). The report estimates the cost of implementing the new structure as a 44% increase in the salaries budget in the first year. This costing estimate does not take account of savings through the payroll verification process but also does NOT factor in any increase in numbers employed at the middle levels which, given that this is the strata at which the salary increases are concentrated, would significantly increase implementation costs.

1.3 Financial Management

The introduction of the IFMIS system has strengthened the financial management in the civil service most notably in terms of the speed of reconciling bank accounts and improved cash management even though some problems remain. There is also clear evidence that it has improved the expenditure control environment in terms of direct expenditure control and the misuse of public funds. Most importantly, the implementation of IFMIS is predicated on the existence of the political will which is vital if such an implementation is to succeed. Even so, care must be taken to ensure that the gains of implementing the system does not hamper the speed and effectiveness with which MDAs can execute their functions. This remains an area for further consideration.

Allied to the financial management system is the procurement system for which MDAs have generally established structures even though adherence to it is sometimes limited for some MDAs. Nevertheless, the systems are in place but which need to be strengthened.

Financial reporting is done primarily through IFMIS and this has significantly improved the reporting environment.

1.4 Systems and Tools

Records Management Improvement Programme

Considerable design work has been done in this area. The accomplishment include the development of: records office procedures manual; decongestion and restructuring training manual; records office users' handbook; in-service training guide draft scheme of service for record class and draft records law.

What is left to be done is to put into action the outputs generated by the process thus far. Of particular concern is the central records staff at the HRMO who will spearhead the implementation in all the MDAs. They are not on permanent appointment in the civil service and with the completion of the staff verification exercise in which they were involved, their continued availability to HRMO is not guaranteed. A major step will be to recruit them on a permanent basis considering the considerable investments that have been made in them in the form of training etc.

Performance Management

The status quo with respect to performance management within the civil service was reported as highly variable across MDAs. While there has been no overall reform of the traditional system of annual confidential reviews (which was variously reported as being either in abeyance or still functioning) there has been some innovation at the level of individual agencies and it is expected that some project driven innovations will have leaked across to the civil service proper. Also at the most senior level, a system of Ministerial Performance based contracts has been introduced and it is anticipated that this may be extended to cover the senior civil service, a move that would be consistent with prior proposals for the introduction of a Senior Executive Service involving a greatly enhanced performance orientation. Various studies and reports have developed quite detailed frameworks for new performance appraisal systems (e.g. Crown Agents Training Manual 2006, GPRSU Manuals (not seen)) but these have yet to be introduced. It is generally accepted that

³ Pay and Grading Structure Brief, GoSL, May 28 2008

enhanced performance management is required and is a necessary corollary of significant pay rises. A major constraint identified by consultees is the difficulty of holding individuals accountable for performance if the flow of funds and other resources necessary to deliver on commitments is haphazard in the extreme. Thus it was reported that, due to disruption in the flow of budgetary support, only 1 month of cash provision has been given against the final quarter budget for 2008. In such a scenario it is difficult to hold managers responsible for performance and all too easy for them to, rightly or wrongly, ascribe failure to reach targets as being outside their control and due to absolute resource constraints. The challenge of introducing a meaningful performance management system can therefore be seen as closely interlinked to the problem, in the short to medium term, of reliability of aid flows and, over the medium to long term, of transition from over reliance on budgetary support. Significant increases in public sector pay and conditions, while addressing one of the underlying causes of poor performance, will not of itself improve issues of underlying fiscal sustainability - notwithstanding that improved performance could directly or indirectly help bolster the government revenue base.

1.5 Other Programme Outputs

Outputs produced under the auspices of the GPRSU and other programmes include a range of human resource management manuals, a draft Civil Service Law and a draft Civil Service Code and Rules and Regulations. It is notable that many of these documents remain in draft and that they have in some cases become outdated even before being enacted. A case in point is the draft Civil Service Code which has been in preparation since around 2003. Although this document is about to be approved, it does not describe a reformed Civil Service and will require further review as part of the reform process.

2 Review of Reforms – Local Government Environment

The Local Government sector comprise the 19 Councils, the Ministry of Internal Affairs, Local Government and Rural Development (MIALGRD), the environment manager with respect to policy, standards, technical backstopping and monitoring and evaluation and the Local Government Service Commission (LGSC) who has been delegated with the function in law by the MIALGRD to manage the policy / standards etc aspect of the human resources management of the sector. The key reform initiative has been piloted by the Institutional Reform and Capacity Building Project (IRCBP) which ended in March 2009. Funding for the decentralization continues under a Multi Donor Trust Fund to 2011. The components of the project ⁴ include policy / regulatory reforms for local governance, capacity building and system improvement. The review of the reforms covers strategic management, human resources management, financial management and systems / tools

2.1 Strategic Management Issues

The reform process has put in place a management framework at the Council level where functional units as Human Resources, Finance, Procurement, Planning and Monitoring and Evaluation come under the direction of the Chief Administrator who reports to the Council. All the 19 local councils have strategic development plans linked to their annual budgets. The planning process involved visioning within the context of the PRSP I. With respect to policy reform of the local government environment, national laws in conflict with the Local Government Act 2004 have been identified.

While the progress on strategic management is commendable, considerable improvements in the area will be required. Firstly, the structural link between the council and the decentralised departments need to be defined so that the units and the councils can work in harmony toward a common goal. Secondly, the visioning and its associated mission formulation that was done through the planning process must be made part of the culture of the councils. Thirdly, the operational role of the councils in relation to the decentralised departments vis a vis their parent ministries and the

⁴ Progress Report for The Period January-March 2008, IRCBP

MIALGRD need to be outlined. Lastly, the decentralisation policy document which has to inform the legal review has to be developed.

The establishment of the local and chiefdom councils represents the first step in the process of decentralisation. Whilst these structures continue to be strengthened, local councils and other decentralised structures should be able to deliver services to the local population (Health, Education) etc). This is the logical next step. The process has commenced but needs to be entrenched.

2.2 Human Resources Management

Core staff comprising Chief Administrator, Deputy Chief Administrator, Finance Officer, Procurement Officer, Monitoring and Evaluation Officer, Planning Officer and Accountant have been appointed to all the 19 Councils. The LGSC has developed a Human Resources Management Guidelines for use by the Human Resources Managers in the councils. Training in planning at the council level has been provided to councillors and the core staff. Outstanding issues in the area of human resource management include (i) development of scheme of service for the core cadre of the local council staff (ii) development and implementation of a pay and incentives policy within the GoSL pay policy framework and (iii) retention of core staff by the councils.

2.3 Financial Management

Ledgers - some electronic and some manual are being kept by all the councils to keep track of revenues and expenditures. Financial reports – the balance sheet and the income statements are prepared for the council's consideration and the public's reviewing. Procurement practices based on the national procurement guidelines are in place in all the councils. There is the need however to extract a simplified report from the financial reports which will be friendly to the councillors and the viewing public. The IFMIS is yet to be rolled out to the councils

2.4 Systems and Tools

An accounting system based on a spreadsheet platform has been set up in all the councils. The Procurement Office has been provided with the framework / formats for managing the procurement interface at the council level. An MTEF budgeting system linking budget to plans has been installed. An inter Governmental Fiscal Transfer System has been set up and it is being used to apportion grants for devolved functions as well as development grants to the councils. All councils have computers, printers, photo copiers, filing cabinets and basic furniture.

Despite these positive aspects, councils in general have poor record keeping practices, spanning administrative, financial, procurement and human resources record keeping. Though an MTEF budgeting framework exists, there is no linkage of it to set performance targets. While councils are supposed to link plans to budgets, the primary budget preparation formats do not provide a link between programmes, outputs and inputs over the budget cycle. Internet connectivity is not available in most of the councils.

3. Justice Sector Reform Programme

3.1 Strategic Management Issues

There is an overarching justice sector strategy with clear mission and vision statements as well as clearly defined mandates and functions. The Sector is managed through the Justice Sector Steering Committee chaired by the Chief Justice with the administrative arm provided by the Justice Sector Coordinating Office (JSCC) located in the Ministry of Justice. Individual institutional plans have been consolidated into a Justice Sector Reform Strategy and Investment Plan 2008-2010. Given the harmonised output and goals, the institutions continue to work together but the relationships need to be strengthened. The JSCC does not have the power to force action by the sector actors and neither is it involved in the budgeting process which is fundamental in each of the institutions being able to contribute meaningfully to the attainment of targets.

3.2 Human Resource Management Issues

The majority of staff in the Justice Sector are engaged through the civil service process involving the HRMO and the Public Service Commission (PSC). The exception relates to the most senior judicial appointments which are done through the Judicial and Legal Services Commission (JLSC) but at which the PSC is represented.

Despite best efforts, the recruitment processes remain antiquated with outdated models of staff recruitment but which has been recognised at the civil service level. The JLSC will also have to engage more appropriate methods of recruitment and selection. Given the growth of the workload, work practices have remained unchanged but these practices are no longer satisfactory to meet the demands being placed on these institutions for more effective service delivery and improved performance. At the forefront of a modernisation plan must be recruitment of appropriately skilled and competent individuals to perform the required tasks for there is evidence of inappropriately skilled individuals being placed in positions for which they are unsuitable and unqualified. The system of civil service postings also has the potential to undermine institutional memory by disrupting carefully laid plans. Action in this area must be guided by a policy framework for it may appear arbitrary otherwise.

The Justice Sector has not benefitted from systematic training primarily due to budgetary constraints but which needs to change to be able to build the capacity of the administrative and professional staff.

Whilst judges and senior legal positions enjoy a higher level of remuneration than civil servants, pay and incentives have fallen in real terms over the last 20 years and this has had a negative effect in being able to attract individuals to hold top level judicial appointments. Recent schemes to provide capacity through special schemes have had an effect on the short term workload but this has been at the cost of lower morale. The revised scheme which provides additional remuneration to all judges is welcome.

3.3 Financial Management Issues

The MDAs are funded through allocated budgets with payment requests being sent through to the Ministry of Finance under the PETS system. As with other public sector entities, financial planning is made much more difficult by the failure of the Ministry of Finance to make available all the resources provided for by Parliament.

The Judiciary continues to be funded through the Ministry of Justice; an arrangement which remains unsatisfactory. In our view and as is captured in the strategic plan of the Judiciary, the Judiciary aims to become self accounting as soon as possible. The present arrangements have theoretical implications for the independence of the Judiciary as well as making it impossible for the Judiciary to function as effectively as it could. Since the Judiciary has to pay court fines etc into the consolidated revenue fund, it does not have the resources to undertake even the most minor expenditure.

Much effort has been expended in ensuring adherence to the provisions of the Public Procurement Act 2004 but much remains to be done to ensure that this process is part of the procurement culture rather than be seen as an exercise which must be carried out for its own sake.

3.4 Systems and Tools

The preceding comments has already alluded to the fact that there is still a lack of computer and other equipment in many of the sector entities but the situation is much better than it used to be as

justice sector entities continue to receive support in the area. The Judiciary and the Ministry of Justice have benefitted from new buildings, equipments and other equipment, through the support of DFID through the Justice Sector Development Project. This has obviously made the work easier but part acquisition of the required items leave the task partly unfulfilled. For example, the Judiciary has a number of new computers but does not have the voice recognition software which is a fundamental part of its strategy to improve service delivery.

4 Security Sector Reform Programme

4.1 Strategic Management Issues

The Security sector does not have same formal structure as the Justice Sector but the coordination of sector activities is within the remit and mandate of the Office of National Security and the Central Intelligence and Security Unit created under the 2002 Act. The ONS continues to lead the sector strategy which includes establishing regional and district presence in the main headquarter towns.

The Police being part of the justice sector have a clear sense of strategic direction although their focus has now broadened from justice sector issues to include security sector related issues.

The Ministry of Defence (MOD) is currently in the process of developing a strategy which should includes its mandates, vision and mission statements as well as an organisational structure to match. Given that a security infrastructure has been put in place by the ONS, it would be realistic for the MOD to inculcate this into its structure and processes, wherever possible.

4.2 Human Resource Management Issues

Human resource management practice varies considerably in the sector with the MOD following a traditional paper application and interview process as per the PSC whilst the Police and the ONS conduct more extensive assessment process including an assessment centre. In our view, the proper application of such transparent and open systems at the ONS has inculcated a viable work culture which is reflected in the organisation, for much has been achieved by the ONS.

Furthermore, the ONS, unlike other sector actors, operates a full performance management system with incentives attached. There is evidence that this system is having the desired effect of improving performance and service delivery.

Staff training activities vary across the institutions but the ONS has a more structured and organised programme though this is not as extensive as is required or desired. Administrative staff at the MOD have not benefited from any training at all although staff at the ONS and the Police have. This means that the capacity of the various agencies is beginning to vary substantially. At present, the MOD human resource is supplemented by International Military Assistance Training Team (IMATT) but this has the potential to undermine the long term viability of the MOD if not properly managed.

There is evidence of good human resource and records management practice in the sector but there is far too much difference in the respective organisations.

4.3. Financial Management

The security sector continues to benefit substantially from donor assistance, most especially from DFID and IMATT, and this has made a significant difference to the organisations, notably the ONS and the Police.

All the sector participants are funded primarily through the government budget for which the processes associated with the public financial programme are followed. These agencies have in place functional departments with responsibility for financial management but these are differently capacitated across the sector.

Procurement procedures are adhered to for the most part but subject to security-related exemptions. Procurement is done in accordance with the Public Procurement Act 2004 but procurements rules and procedures need to become part of the culture rather than be seen as rules to be adhered to.

4.4 Systems and Tools

Sector institutions are variously endowed with computer equipment, records management systems, electronic networking systems with the ONS at one end, being far better endowed, and the MOD at the other. It is difficult to see how the work of the sector could be done without access to basic computer and related equipment given the nature of the work and where use of systems and tools is so vastly different. Systems are a fundamental part of a security environment but this is only evident in the Police and the ONS. At the police level, there needs to be wider dissemination of information, systems and responsibility to the more junior ranks.

5. Parliamentary Service Commission

5.1 Strategic Management Issues

Parliament is headed by the Speaker and the Members of Parliament and who are supported by an administrative wing headed by the Clerk of Parliament. Parliament passed an act establishing a Parliamentary Service Commission in 2007 but which has not been implemented. Whilst much of the discussions have been centred around remuneration, this has been at the cost of the consideration of the other key issues which will enhance the capacity of parliament to do its work. With support from UNDP, there have been efforts to implement the provisions of the Parliamentary Service Act 2007. This process has proposed amendments to the organisational structure of parliament as well as a re-definition of its mandate and functions. Despite the work done thus far, the timescale for implementation is unclear and neither is it clear that this process has benefitted from the wider public sector reform agenda.

5.2 Human Resource Management Issues

The administrative staff are civil servants although the 2007 Parliamentary Service Act presents the staff with an opportunity change their employment status as well as for parliament to update its human resource management policies and procedures. Recruitment is not guided by a defined policy and procedures are not entirely clear therefore with the consequence that there is a misalignment between skills available and required. There is also no proper human resource management systems in place with no documented procedures and systems. There are about 100 staff in the parliamentary service and care must be taken to ensure that the cost of administering the system does not outweigh any benefits from it.

Staff capacity remains limited with weak information technology knowledge and inadequate training over the years. In fact, there is no evidence to suggest that staff have benefitted from any substantial training over the years. Our review of the work of parliament confirms the urgent need to increase its capacity to perform its functions and that this should commence with a verification exercise to be followed by the recruitment of appropriately skilled individuals.

One area of particular weakness is the lack of research services provided to members of parliament for which there is no infrastructure. This is fundamental in ensuring that parliament works effectively.

5.3. Financial Management

Parliament is funded primarily through the GoSL budget although it continues to benefit from substantial donor support including from the UNDP and National Democratic Institute (NDI). However, this appears uncoordinated especially as there is no strategic plan which identifies the key

intervention areas as well as the optimum structure required to execute its functions in the current environment. With the establishment of the Parliamentary Service Commission, parliament will become more like a subvented agency rather than at present, where all expenditure vouchers and PETS forms are submitted to the Ministry of Finance.

5.4 Systems and Tools

Current systems and equipments are non-existent for the most part which means that parliament will need to be capacitated to be able to execute its functions especially bearing in mind the new structures proposed. There are a limited number of computers but inadequate and some of which are rather old i.e. more than 3 years old. There is no electronic networking, internet and other facilities.

The parliament building did benefit from some refurbishment in 2005/6 supported by the Chinese government and remains in use-able condition.

6 Governance Institutions

The fight against corruption and the conduct of audits continues to be a key component in promoting transparency and accountability, hence the focus on governance institutions. These institutions have been well supported by donor partners in recent years and are therefore reasonably well capacitated to execute their mandate and functions.

For the most part, the Anti Corruption Commission and the Audit Service Sierra Leone have updated strategic and implementation plans with some resources, though still inadequate, to support their work.

Both organisations have institutional remuneration systems which are quite separate from civil service scales but both are yet to introduce performance management systems to further strengthen efficiency and service delivery.

The Office of the Ombudsman is another of the governance institutions but this is now being reconstituted and re-established.

ANNEX THREE (3) PROGRAMME LOG FRAME / IMPLEMENTATION MATRIX AND COSTS
Public Service Commission (2009-2012)

Sub-component	Proposed Activities INPUT	2009				2010				2011				2012				Budget 2009-12 (USD, 000s)					Output	Means of Verification	Respons- ibility	
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	2009	2010	2011	2012	Total				
2.1 New Structure Implemented	a. Stakeholder workshop to introduce new structure																	5	-	-	-	5	Stakeholder Awareness	Workshop Report	PSC	
	b. Staff assignment																		-	-	-	-	-	Existing staff in new positions	Assignment List and Job Descriptions	PSC / Consultant
	c. Staff Recruitment and Placement																		1	1	-	-	2	Staff Adequacy	Appointment Letters	PSC
	d. Development of work plans through focus meetings																		-	5	-	-	5	Work plans	Observation	PSC / Consultant
2.2. PSC Operations Functioning	a. Staff Working																	100	100	100	100	400	Reports	Observation	PSC	
	b. Electronic equipment																	50	5	5	5	65	Enhanced Productivity	Reports	PSC	
	c. Operating Costs																	25	25	25	25	100	Various	Various	PSC	
	d. Technical assistance for the development of HR and ICT Policy for the broad public service																	60	-	-	-	60	Reports Workshops	Contracts Observation	PSC / Donor	
																		TOTAL	241	136	130	130	637			

ANNEX FOUR (4A) JOB DESCRIPTION – DIRECTOR (PUBLIC SECTOR REFORM UNIT)**Core Tasks****DIRECTOR**

- a) Facilitate and coordinate the formulation of public sector reform programmes
- b) Facilitate and coordinate resource mobilisation programmes in support of public sector reforms
- c) Develop and implement performance standards for all reform management units
- d) Evaluate monitoring reports of various reform programmes
- e) Develop reform work plans for approval by the Steering Committee on Good Governance
- f) Prepare public sector reform performance reports
- g) Set and monitor performance targets for unit heads in the PSRU

ANNEX FOUR (4B) JOB DESCRIPTION – UNIT HEADS (PUBLIC SECTOR REFORM UNIT)

1. Unit Head (Other than Monitoring & Evaluation and Strategy / Resource Mobilisation)
 - a) Develop and implement units annual work plans
 - b) Conduct special reviews within the public sector reform context
 - c) Provide technical backstopping to all reform environments in the area of the units specialism
 - d) Ensure that reform programmes in area of units specialism are consistent with the public sector reform framework
 - e) Review monitoring reports from the various reform environments
 - f) Acts a Focal Person for a reform area within the PSRU
 - g) Prepare area of specialism performance reports
2. Unit Head (Monitoring and Evaluation)
 - a) Develop and implement frameworks for monitoring progress of public sector reforms
 - b) Prepare reports required by donors in their support for of public sector reforms
 - c) Provide technical backstopping to reform environments in the area of monitoring and evaluation
 - d) Conduct annual public sector performance review workshops
 - e) Prepare annual progress report on public sector reforms
3. Unit Head (Strategy and Resource Mobilisation)
 - a) Provide period reviews of public sector reform policies / frameworks
 - b) Coordinate with the Ministry of Finance and Development / Public Service Commission in the development of reform policies / regulations in areas of financial / procurement and human resources management
 - c) Develop options / modalities for coordination of donor support in reform programmes
 - d) Develop current / best practice ideas for consideration by the various reform environments
 - e) Develops public sector reform resource mobilisation strategies / plans
 - f) Conduct annual resource mobilisation forum
 - g) Develop public sector resource mobilisation / allocation for reform rationalisation plans

ANNEX FOUR (5) JOB DESCRIPTION – UNIT HEAD (PUBLIC SERVICE COMMISSION)**Core Task**

- a) Develop and implement annual work plans for Commissioners approval
 - b) Develop and provide periodic reviews of policy / regulatory frameworks (i.e. Human resources) that govern the entire public service
 - c) Provide technical backstopping to public sector reform environments in mandate policy area
 - d) Conduct policy implementation audits in the various public sector environment
 - e) Prepare public sector performance reports
-