



**PUBLIC SERVICE REFORM
UNIT**

**GOVERNANCE REFORM
SECRETARIAT**

**REPORT ON THE PUBLIC SERVICE
REFORM
PROGRAMME PHASE 1 FOR THE PERIOD
MAY 2003 TO OCTOBER 2003**

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REPORT ON THE PUBLIC SERVICE REFORM PROGRAMME PHASE 1 FOR THE PERIOD MAY TO OCTOBER 2003

1.0 BACKGROUND

Under the Terms of Reference of the Coordinator of Public Service Reform, it is stipulated that in the second year of his appointment, he will report to DFID (West and North Africa Division (WNAD) and its Senior Governance Adviser) on a six-monthly basis in writing covering a forward plan of work activities, progress and problems. This is the fifth report covering the period May to October 2003.

2.0 WORK PROGRAMME

The work programme for the period November 2003 to April 2004 is attached as Annex 1 of this report.

2.1 MANAGEMENT AND FUNCTIONAL REVIEWS

The fourth DFID-funded management and functional review commenced on 22 September 2003 at the Ministry of Defence (MOD). Prior to commencement, some preparatory work was done involving information gathering by the two local consultants and the circulation of a questionnaire to key postholders by the Coordinator. A briefing session attended by the MOD/Defence Advisory Team, the DFID international consultant, the two local consultants and the Coordinator provided an opportunity for Colonel Andrew Johnstone to do a power-point presentation on the structure and functions of the MOD. In the discussion which followed, the following problems were identified:-

- Serious undermanning even with International Military Advisory and Training Team (IMATT) occupation of line positions
- Lack of logistic or personnel planning capability.
- The anomalous situation in which Administrative Officers at the level of Senior Assistant Secretaries were designated as Directors through an internal arrangement, while their military counterparts were of sufficient seniority and rank.
- No effective management plan.

The work is expected to last for six weeks and a final report will be presented within two weeks of the end of the review.

A review of the Ministry of Trade Industry and State Enterprises was undertaken in December 2002 by John Hagestadt who was commissioned by the Commonwealth Fund for Technical Cooperation. As mentioned in an earlier report, the terms of reference of the DFID-funded management and functional reviews were shared with Mr Hagestadt with a view to having the Ministry of Trade review done on similar lines and geared towards achieving the same objectives. Following consultations with the Ministry, it was agreed that the report should be submitted to the Steering Committee on Good Governance for it to receive the same treatment as the initial four review reports. The Steering Committee considered the report on 4 September 2003 and recommendations were taken to Cabinet by the Minister for Presidential Affairs. It is pertinent to mention that the recommendations were confined to the overall structure of the Ministry only, as the need was identified for the DFID team to revisit the Ministry and examine areas in which the Hagestadt report was deficient. Such areas include procurement, records management, internal audit, material resources, staff rationalisation, staff training and reporting lines. At the meeting of the Steering Committee, Mr Keith Bastin, DFID consultant used the opportunity to elicit the views of members about the Ministries to be covered in the next wave of management and functional reviews

As in the case of the Ministry of Trade and Industry there was a similar situation in the Ministry of Development and Economic Planning (MODEP) which secured assistance from UNDP to undertake a management and functional review of that Ministry. Professor Rolf Luders who was commissioned by UNDP for the assignment held consultations with the Coordinator with a view to sharing experiences gained during the initial DFID-funded reviews. The exercise seems to have been inconclusive and a report is yet to be submitted.

2.1.1 IMPLEMENTATION ARRANGEMENTS

Attention is drawn to Annex 2 which gives in tabular form the status of actions taken so far on the initial four reviews. It will be observed in the case of the Ministry of Local Government and Community Development that action has still not been taken to submit the Implementation Plan and Implementation Control Sheet. This is due to the fact that on-going work on the proposed local government legislation and policy paper on decentralisation would make it necessary for the Ministry to be revisited to reflect the new situation. Annex 3 is the report submitted by the local consultants on the monitoring of implementation in the three Ministries. Some of the previous monitoring reports in tabular form were submitted to Cabinet through the Ministry of Presidential Affairs.

On 29 July 2003, the Coordinator convened a meeting of Permanent Secretaries and other key officials of the Ministries of Education, Health and Agriculture, the Cabinet Secretariat, the Coordinator of the Oversight and Monitoring Unit and the two local consultants to discuss the status of implementation in the three Ministries. The following problems were highlighted:-

- Delays between Ministries and the Establishment Secretary's Office in getting schemes of service approved;
- The tendency to vary Cabinet directives;
- Partial implementation of some directives, thereby making them less effective and not achieving the desired effects. The area of procurement is a typical example in which half measures are taken in order to maintain the status quo and circumvent new procedures approved in the reform package;
- Delays in identifying officials due for retirement and liaising with the Establishment Secretary's Office to have them retired;
- Lack of regular meetings of the Implementation Committees;
- The need for information on the review findings and recommendations to trickle down to the rest of the staff rather than confined to the top executive.

Clarifications were sought and obtained on a variety of issues relating to implementation and officials pledged their firm commitment and support for progress to be achieved. The meeting agreed that there was need to impose sanctions on defaulting officers who blatantly refuse to implement Cabinet directives relating to the review reports.

It will be recalled that the review reports had recommended job inspection in the initial four Ministries. To that end, an Induction Training for Job Inspectors was conducted from 16 to 20 June 2003 in the Conference Hall of the Ministry of Development and Economic Planning at Youyi Building. The training was conducted by Mr Hugh Marshall, DFID Consultant and the two local consultants Messrs Williams and Kandeh. The Coordinator gave an overview of the current reform agenda on the first day. In all, 14 participants from the four key Ministries attended the training which aimed at tackling the major problem of bloated staffing levels and disparities in the organisation and grading structures. Mr Marshall has already given a detailed report on the training in his mission report covering the period 9 to 20 June 2003. The selection criteria for the trainee inspectors included the following attributes:

- Knowledge of the Civil Service organisation and grading systems.
- Confidence to conduct successful fact-finding interviews;
- Skills to objectively analyse data collected during the interviews;
- Writing ability to produce concise reports on their interviews;
- Determination to pursue the facts during their inspections;

- A positive work ethic.

Mr Marshall produced a practical handbook on job inspection customised for the public service in Sierra Leone which was used by participants during the training session. After the training, the Establishment Secretary gave instructions to the Permanent Secretaries of the four Ministries concerned emphasising the importance and urgency in organising and implementing the pilot job inspection exercise.

Another important activity in the implementation process was the training of District Agriculture Directors in the formulation of Agricultural Plans. The training was conducted by the two local consultants at the Governance Reform Secretariat with funding provided from Government of Sierra Leone counterpart funds and lasted from 23 to 25 September 2003. A report on the said training workshop is attached as Annex 4.

2.1.2 **CONSULTANCIES**

Contracts were signed on 10 October 2003 with Messrs L. O. Williams and A.H. Kandeh on the same terms and conditions contained in their previous contracts, for a period of six months (October 2003 to April 2004). Mr Hugh Marshall made another visit to Sierra Leone from 9 to 20 June 2003. During his visit he worked with the two local consultants in the areas already mentioned in this report.

2.1.3 **ISSUES AND PROBLEMS**

The draft Project Memorandum and Framework for GRSP Phase 2 makes mention of the next wave of management and functional reviews that should commence in 2004 and spread over three years. The main reviews in 2004 would be in the Ministries of Finance (in conjunction with MODEP) Internal Affairs, Mineral Resources and Justice. A supplementary review is also needed in MODEP where another donor UNDP has been involved. In addition, preliminary follow-up visits would be made to the Ministries of Education, Health and Agriculture to assess the effects of decentralisation. It is anticipated that this programme of Management and Functional Reviews would be put out to competitive tender.

Although the Ministries of Trade and Development secured assistance from other donors to undertake reviews, it is advisable for the remaining reviews to be continued by DFID in order to ensure consistency in the methodology and implementation mechanisms.

2.2 **ESTABLISHMENT OF A MANAGEMENT SERVICES UNIT IN THE ESTABLISHMENT SECRETARY'S OFFICE**

In the Coordinator's last report he advised that one possible option for setting up a Management Services Unit (MSU) within the Establishment Secretary's Office was to form the nucleus of the MSU by identifying suitable candidates with the appropriate background and experience from within the service and then utilise the services of the

two local consultants (who worked on the four pilot management and functional reviews) to develop the capacity for such a task. The task involves continuous job inspections and job evaluations, reviewing schemes of service, conducting management reviews and generally promoting efficiency in Ministries and Departments. We have already started building capacity by training a team of 14 Job Inspectors drawn from four key Ministries. Under the draft Project Memorandum and Framework for GRSP Phase 2, provision is made for the bigger task of creating a new Personnel Management Office out of the existing Establishment Secretary's Office. In 2004, an individual consultancy would be offered to carry out a scoping study and prepare Terms of Reference accordingly. The capacity available within the MSU could then be further developed within the framework of the PMO when it is actually created.

2.3 WEEKEND SEMINARS FOR MIDDLE AND SENIOR LEVEL CIVIL SERVANTS

The eighth seminar was held on Saturday 20 September 2003 at the British Council Hall as follows:

Morning Session: The significance of the Public Expenditure Tracking Surveys (PETS) in budgetary management and service delivery

Resource Person: Mr Alimamy Bangura, Senior Economist/PETS Task Team Leader, Ministry of Finance

Afternoon Session: The role of the new National Revenue Authority and its expected impact on revenue collection.

Resource Person: Mr N.J.O. Cole, Deputy Commissioner-General, National Revenue Authority

The ninth seminar was held on Saturday 11 October 2003 at the British Council Hall as follows:

Morning Session: Key issues on Decentralisation in Sierra Leone

Resource Person: Dr Ramadan Dumbuya, Member, National Policy Advisory Committee, State House

Afternoon Session: The Medium Term Expenditure Framework (MTEF) Process in Sierra Leone

Resource Person: Mr Cyprian Kamaray, Director of Budget Ministry of Finance

There was a noticeable upsurge of interest in the training seminars as reflected in the encouraging turnout of participants. This may be due to the imminent implementation of the new Regulations and Rules of the Civil Service with its emphasis on performance improvement and training and the realisation that it is incumbent on civil servants to improve their capacity.

Discussions with participants have revealed that their preference is for one-week dedicated training courses on selected topics at the end of which certificates would be presented. It is for this reason that the Coordinator is suggesting that in 2004 we shift away from one-day weekend seminars to more intensive one-week training courses. Hopefully, work on the Civil Service Training College would be completed in 2004, thus paving the way for more structured training programmes.

2.4 STRENGTHENING THE CAPACITY OF THE CABINET SECRETARIAT

The Terms of Reference prepared by the Coordinator which are attached as Annex 5 have been approved by the Senior Governance Adviser Dr Garth Glentworth and a search is being made locally from among suitable candidates to undertake the new consultancy input i.e. “Improving the effectiveness of the Cabinet Secretariat”.

2.5 RESUSCITATION OF THE CIVIL SERVICE TRAINING COLLEGE

As stated in the last report, the amount of Le120 million has been provided under the Development Budget for FY 2003 to complete the rehabilitation of the building that will house the Civil Service Training College. In accordance with the GoSL procurement procedures the proposed work had to be put on tender again because of the quantum of money involved, notwithstanding the fact that it was a continuation of the work that was started with the initial Le150 million disbursed under FY 2002 Development Budget. After going through the time-consuming process, the contract has now been awarded for the completion of the building including the construction of a generator house. The Contractor is presently mobilising resources and actual work is expected to commence shortly. Necessary provision has been made in the FY 2004 Budget Estimates to cover staffing of the College, basic furniture and equipment, stationery and other office items. In a positive move to secure additional space to house a library, more classrooms and a store, the Establishment Secretary has applied to the Professional Head, Ministry of Works, Housing and Technical Maintenance for the release of one of the disused buildings standing next to the CSTC which could be rehabilitated for that purpose. He has also initiated discussions with the Development Secretary for the provision of funds to rehabilitate the disused building if the request is approved. The prospects are indeed bright for the re-opening of the CSTC in 2004.

Under the World Bank Japanese Trust Fund PHRD Grant, funding is available for a consultancy study on the Design of Capacity Building Plans for IPAM and the CSTC and to that end the Coordinator has drawn up Terms of Reference for Prof. Stephen Adei, Director-General of the Ghana Institute of Public Administration and Management to

undertake the study. The said Terms of Reference are attached as Annex 6. The main objective of the study is to assist the CSTC and IPAM to better formulate, implement and oversee programmes that are responsive to the current and emerging training needs of the public and private sectors, and which are geared towards improving governance both in terms of state-society interactions and government efficiency.

Possible DFID assistance to the College under GRSP Phase 2 would be by way of equipment support and technical assistance support in terms of curriculum development.

2.6 COMPUTERISATION OF CIVIL SERVICE PERSONNEL RECORDS

Although the World Bank's proposed Institutional Reform and Capacity Building (IRCB) Project has a component on improving public sector human resource management, the Bank intends to focus on a small set of critical interventions within this component. Unfortunately, this does not include the resuscitation of the 1997 project for computerisation of Civil Service personnel records. However, it is envisaged that within GRSP Phase 2, a Records Management Improvement Programme will be introduced under the component that deals with the creation of the Personnel Management Office. Meanwhile, as a follow-up to the former European Union – funded Payroll Verification Project, the Establishment Secretary is setting up a Records Management Unit to harmonise personnel records and the payroll. Already the initial five positions to man the unit have been advertised by the Public Service Commission. Some further work is required on incorporating the input of relevant personnel details into the existing computerised database, and later consolidating the harmonised database.

3.0 OTHER DFID-FUNDED ACTIVITIES SUPERVISED BY THE COORDINATOR

The Coordinator's involvement with the under-mentioned DFID-funded activities continued and progress made is recorded below under separate headings.

3.1 GOVERNANCE AND CORRUPTION SURVEY

With technical back-stopping from Ms Francesca Recanatini and her team of the World Bank Institute, a lot of ground was covered with the consultancy firm Conflict Management and Development Associates (CMDA) to get the report finalised. The Steering Committee chaired by the Coordinator met on many occasions to review and provide guidance to CMDA, bearing in mind that it was imperative for a creditable report to be produced. Eventually, after a delay of a little over nine months, CMDA submitted the final report in October 2003. The end product turned out to be a good document with solid information and reliable data that could be used among other things to develop a National Anti-Corruption Strategy. Under the Chairmanship of the Coordinator the

official launching of the report together with a national workshop on developing an anti-corruption action plan was held at the British Council Hall from 28 -29 October 2003. The official launching was done by the Honourable Vice-President who took the opportunity to reiterate Government's avowed commitment to fighting the cancer of corruption and the maintenance of a democratic system that will foster the integrity, accountability and transparency of government. The national workshop attracted wide participation from the Districts, the Western Area, civil society the private sector and other stakeholders. A total of twenty students, five each from the three Provinces and the Western Area also actively participated in the workshop. The draft Action Plan which was prepared at the national workshop will be further discussed at three regional workshops before it is finalised. Also, the in-depth analysis and findings contained in the report provide the basis for the drafting of a National Anti-Corruption Strategy to fight corruption, improve governance, accountability and transparency. Copies of the report are being circulated. It is anticipated that a local consultant will work on consolidating the Action Plan for further discussion at the regional workshops which will be held early next year.

The handling of the Governance and Corruption Survey by CMDA revealed that there is a desperate need for local consultancy firms to develop leadership, team building and organisational skills if they want to undertake such assignments. It was discovered that even though the professionals in the team had individual expertise they were unable to function as a cohesive team without external guidance and back-stopping. It is hoped that this particular assignment has provided a good platform on which CMDA could build up its capacity for future consultancy interventions.

3.2 PUBLIC EXPENDITURE TRACKING SURVEYS (PETS)

DFID provided the amount of \$82,980.00 to fund part of the budget for the FY 2002 Public Expenditure Survey (PETS). DFID funding was used by the PETS Team to meet the cost of training of Enumerators and Supervisors, internal field transportation and allowances for Field Coordinators, Observers and Drivers. The PETS process continues to be a useful tool for providing detailed information on the effectiveness of public expenditure and assessing constraints in the flow of funds from central government to service delivery units. Its outcomes are complementary to public service reform as they identify critical areas requiring positive change. The issue has however been raised about PETS being conducted by a team that is based at the Ministry of Finance which manages public expenditure. It is hoped that future PETS would be conducted in partnership with local research institutions as that would yield an additional benefit of local capacity building for policy analysis.

4.0 OTHER DONOR SUPPORT FOR PUBLIC SERVICE REFORM PROGRAMME

4.1 WORLD BANK

The World Bank jointly with DFID, European Union and UNDP carried out a preparation mission for the Institutional Reform and Capacity Building (IRCB) Project from 23 May to 6 June 2003. A significant and noteworthy aspect of the preparation mission was its cohesive character having been jointly carried out with other actors even though the IRCB project will be funded by the World Bank. This augurs well for aid coordination in Sierra Leone as it provides ample evidence of consensus being built among donors themselves on how to coordinate the substantial donor support given to the country. Extensive discussions were held on the scope and sequencing of the reform programme as well as expected support from the donors. Concerning the project implementation arrangements, the need was identified to strengthen the capacity of the Governance Reform Secretariat in coordinating and monitoring the overall reform process. DFID and the World Bank have agreed to jointly finance the expansion of the Secretariat. A one-day workshop was held at the Bintumani Hotel on 4 June 2003 to consolidate all the discussions during the mission.

Following the preparation mission, a draft Project Concept Note was prepared by the Bank. Furthermore, the Bank gave the green light for the preparation of a project appraisal document for Board presentation in May 2004. Another remarkable development was the increase of the project volume from US\$15 million to US\$20 million. The project will focus on the following components:-

Decentralisation and Local Government Capacity Building

- (i) Building a strong centre to lead and support decentralisation;
- (ii) Start-up investment in local government administrative infrastructure;
- (iii) Development Grant Facility to finance the initial inter-governmental transfer system;
- (iv) Local government capacity building;
- (v) Promoting downward accountability of local governments to their populations.

Public Expenditure Management Reform – which will among other things help government to review the existing statutory and regulatory framework for public financial management and implement a new framework which will promote transparency, clarify responsibility among actors and among levels of government and provide balances in the system.

- **Improving Public Sector Human Resource Management**

This component is to help government address the following areas:

- (i) To revise the current grading and pay structure so as to achieve internal equity, and external competitiveness for a select number of

critical public sector job families that have consistently experienced difficulties attracting qualified people;

- (ii) To design a strategy for encouraging competent professionals to work for local governments;
- (iii) To design a civil service training policy.

Promoting Knowledge Transfer and Networking

- (i) Supporting a Local Government Association;
- (ii) Establishing a Global Development Learning Network site in Sierra Leone;
- (iii) Capacity Building for the Institute of Public Administration and Management (IPAM).

STATUS OF IMPLEMENTATION

- A Procurement Specialist Mr Julius Kargbo was recruited through an interview process and his selection endorsed by the Bank and the Government of Sierra Leone. He started work at the GRS on 11 September 2003 and proved to be an asset to the Secretariat. Unfortunately, he died in a tragic road accident on 25 October 2003.
- Using the Quality and Cost Based Selection process under World Bank procurement guidelines, the technical evaluation has been completed in respect of four firms shortlisted to carry out the design of a comprehensive pay and grading reform strategy for the Government of Sierra Leone. Two of the firms, CoEn Consulting, Ghana and Public Administration International, UK were able to obtain the minimum acceptable technical score of 75. Their financial proposals will be opened on 6 November 2003, after which negotiations will be conducted with the firm which has the lower evaluated bid.
- Terms of reference have been finalised for the design of capacity building plans for IPAM and CSTC and Prof. Stephen Adei of the Ghana Institute of Public Administration and Management identified for the consultancy.
- Several consultants including Bob Searle, Peter Slits, Gordon Mwesigye and Elizabeth Morris Hughes have made consultancy inputs into the on-going work on decentralisation using funds available under the World Bank PHRD Japanese Trust Fund Grant.

- A World Bank pre-identification mission comprising Mr Marc Lixi, Regional Global Distance Learning Network (GDLN) Coordinator and Mr Smile Kwawukume, Public Sector Management Specialist visited Sierra Leone from 16 – 20 September 2003 to present the GDLN programme and discuss the institutional and technical arrangements for the establishment of the Development Learning Centre (DLC). The Coordinator led the Sierra Leone team comprising the Establishment Secretary, representatives from the Office of the Secretary, Training and Recruitment and IPAM, and the Director-General of Education. The DLC will enhance the skills and performance of civil servants in the implementation of decentralisation and institutional reform policies. It will also be beneficial to NGOs and the private sector. Mr Emeka King of the Office of the Secretary, Training and Recruitment has been designated as the focal point for the coordination of DLC activities. It was also agreed that the proposal for establishment of the DLC would be submitted to Cabinet for approval. Other scheduled activities include the identification of a suitable site for the DLC, the recruitment of a Consultant to carry out a market survey, the recruitment of an Architect to design the structure and a decision by Government on the institutional arrangements and status of the DLC.

4.2 **UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)**

UNDP funded a consultancy input by Mr Brian Gleeson former Senior Executive Adviser in the Australian Civil Service and presently Senior Adviser in the Office of the UNDP Administrator who visited Sierra Leone in October 2003 to work with the Presidential Commission on the Restructuring of the Senior Civil Service which is dealt with elsewhere in this report. Mr Gleeson facilitated a one-day workshop for senior civil servants on Saturday 18 October 2003 to elicit their views and hold discussions on the proposed Senior Executive Service (SES). UNDP will also be funding the services of a Local Consultant who will work with the Commission in preparing its report.

4.3 **INTERNATIONAL MONETARY FUND (IMF)**

An IMF mission led by Mr Delphin Rwegasira held discussions with the Coordinator on 5 September 2003 on the current implementation status of the various activities in civil service reform. It should be mentioned that with the development of a performance assessment system and also the drafting of new civil service regulations and rules, two areas that are of particular interest to the IMF have been addressed. The issue of regularisation of daily wage workers needs to be pursued more vigorously as it is of concern to the IMF. These daily wage workers are unionised staff who benefit from wage increases accruing from bargaining by their trade unions. Such increases are invariably awarded after the budget has been approved thereby resulting in extra-budgetary expenditure. Another anomaly is that wage bargaining over extended periods only leads to

distortions in the wage structure, with daily wage workers in some cases receiving higher remuneration than Graded Clerks. A possible solution is to have an attractive one-off severance package for daily wage workers. Thereafter, the services which they perform could be outsourced as and when necessary.

4.4 **AFRICAN DEVELOPMENT BANK (ADB)**

The African Development Bank's \$1.2 million project aims at strengthening the Debt Management Division of the Ministry of Finance, the Auditor-General's Department, the Judiciary, Parliament and the Poverty Reduction Strategy Coordinating Office (PASCO). In collaboration with the Auditor-General's Department the Project has organised a 3-month customised course for 15 members of staff of the Department which will last from October to December 2003. The Project is also supporting two staff members of the Auditor-General's Department who are pursuing the Technical Diploma in Accounting Course at IPAM. Other support include budgetary assistance to PASCO for preparation of the PRSP and equipment support to the Auditor-General's Department, Parliament and the Office of the Attorney-General and Minister of Justice.

5.0 **OTHER DFID ACTIVITIES**

The Coordinator has maintained links with other DFID-funded activities, especially those which have bearing on the public service reform programme.

5.1 **GOVERNANCE SECTOR REVIEW FOR THE POVERTY REDUCTION STRATEGY PAPER AND THE PREPARATION OF A PUBLIC SECTOR REFORM STRATEGY**

During the joint preparation mission in June, a meeting was held with the Governance and Security Working Group that was working on the TOR for the Governance Sector Review that would feed into the Poverty Reduction Strategy Paper (PRSP). At that meeting, it was agreed as follows:

- That work on the public sector reform strategy could be part of the wider Governance Sector Reviews;
- Governance should be separated from Security and the structure and composition of the two working groups should be reflective of the key players in the sector;
- Linkages should exist between the Governance Working Group and the Governance Reform Secretariat;
- The on-going Security Review that was focussing on the army, police and the forces should be used to conclude the wider Security Sector Review required for the PRSP.

Concerning the proposed public sector reform strategy, the following issues were highlighted:-

- On-going efforts need to be coordinated and given a proper contextual thrust to serve as a key input into the PRSP.
- A strategic action plan should be drawn up that would prioritise reform activities within the overall programme.

5.2 **SAFETY, SECURITY AND ACCESS TO JUSTICE (SSAJ) PROJECT**

The Coordinator chaired the opening ceremony of the workshop on the above-mentioned project which will be launched early next year. The objective of the workshop was to get stakeholders to participate in its design. The Coordinator drew attention to the fact that many of the social injustices that occur are not necessarily due to bad laws but the inability of people to assert their rights; the difficulty in accessing the system which is lawyer-based; and the problem of the poor and vulnerable not being able to afford the costs involved. He advised participants to examine ways of building public awareness of rights, mechanisms to enforce them and avenues of complaint, the need for a functioning court and arbitration system as well as improvements in case and court management, prisons and penal reform.

5.3 **CIVIL SOCIETY STRATEGY PROJECT**

This project deals with enhancing the interaction and interface between civil society and the state to improve poor people's lives. The project preparation team including Ian Shapiro, Emma Morley, Tennyson Williams of Action Aid and Mary Straker met with the GRS Coordinators to discuss how the programmes would fit into the GRS, more so when it is planned for a Coordinator of Democratic Reform to be part of the expanded secretariat.

6.0 **OTHER PROJECT – RELATED ACTIVITIES**

Within the remit of public service reform, other events and activities are mentioned below.

6.1 **ESTABLISHMENT OF THE DEVELOPMENT ASSISTANCE COORDINATING OFFICE (DACO)**

On 18 June 2003, Mr Peter Metcalfe, Consultant on the setting up of DACO under the Vice President's Office met with the Coordinator. They discussed the role of the GRS

particularly in liaising and jointly working with donor partners and Government in public sector reform. They also discussed how the Medium Term Expenditure Framework (MTEF) process and the PETS impact on donor coordination and intervention in government programmes; how DACO will relate to PASCO and other agencies; and how gaps would be identified for donor attention. This discussion was relevant in the light of the joint DFID and World Bank support that will be made available to the GRS for implementation of GRSP Phase 2 and the IRCB Project.

6.2 BO DECLARATION

After the 25th meeting of the Cabinet held in Bo, Southern Province on 7 August 2003, His Excellency the President made “The Bo Declaration” at a meeting with Paramount Chiefs, Members of Parliament, other dignitaries in the region and the people. A significant element of the declaration is the area dealing with Civil Service Reform which is quoted hereunder:-

“CIVIL SERVICE REFORM

With regard to Civil Service Reform, work has recently commenced on the development of a framework for creating, within the shortest possible time, a competent and well-motivated corps of Civil Service leadership consistent with our declared determination to raise the level of performance and integrity of our Civil Service. Talented and committed officers with the requisite integrity will be retained in the service and their advancement in their careers may even be accelerated. This will enhance the efforts of the Government to restore the Public Service to its former dignity and respect and enable it to serve the people more effectively and efficiently. It is my intention to personally oversee this important reform process. It will ensure that we mobilise and win the full support of both the donor community and the entire public service for the reforms.”

This is yet another re-affirmation of His Excellency the President’s unrelenting support for the reform process and his firm commitment to work with the donor community in achieving the desired objectives. At a meeting with the Secretary to the President on 13 August 2003, the Coordinator discussed possible support to the Office of the President particularly in the area of records management. The Bo Declaration and His Excellency the President’s vision for civil service reform were also discussed.

6.3 PRESIDENTIAL COMMISSION ON RESTRUCTURING OF THE SENIOR CIVIL SERVICE

It has pleased His Excellency the President to appoint the Coordinator as Member of the Presidential Commission to study and review the present structure and capacity of the leadership of the Civil Service. The Commission will make recommendations for rapidly improving and strengthening the effectiveness and competence of the management levels of the Civil Service and submit its findings on the following:-

- Restructuring of the management levels of the public service to create a “senior executive service”;
- Definition of the role and principal functions of the senior executive service;
- The level and type of posts to be included in the senior service;
- Terms of reference for an independent competency assessment centre that will assess and recommend candidates for the re-profiled posts;
- Proposals for a remuneration package for the civil servants who will make up the senior service;
- Action strategy and timeline to implement the restructuring and re-profiling programme.

The Commission which commenced its work in October 2003 meets three times a week at State House and is expected to submit its report by end of January 2004. It has been calling upon experienced and knowledgeable people both within and outside the Civil Service to contribute to the review and will also meet with senior civil servants in Freetown and the Provinces to discuss with them the setting up of the Senior Executive Service.

7.0 **THE PUBLIC SERVICE REFORM UNIT WITHIN THE GOVERNANCE REFORM SECRETARIAT**

During the May/June and September visits of Dr Garth Glentworth, Senior Governance Adviser, the Coordinator briefed him on the status of programme activities. Dr Glentworth led the DFID team in the joint preparation mission for the IRCB Project already mentioned in this report, during which the expansion of the Governance Reform Secretariat was agreed upon. The new organogram (indicating positions to be funded by DFID and the World Bank respectively) is attached as Annex 6. The new positions of Coordinator of Public Financial Management (to be based in Ministry of Finance) and Coordinator of Democratic Reform (already mentioned under the section dealing with civil society development) would be funded by DFID under other existing programmes. Provision was also made for the new position of National Coordinator (to be funded by DFID) who will head the GRS and take the lead in working with donor partners and the Government in all governance reform activities. It was agreed to recruit the Procurement Specialist as soon as possible so that he could handle the procurement of consultancy and other services which had already been provided for under the Japanese PHRD Grant. The other World Bank funded positions were to await credit effectiveness of the IRCB Project.

Mr Keith Bastin, Consultant, visited in September primarily to work with the Coordinator on the Project Memorandum and Framework (PFM) for GRSP Phase 2. The outcome of that collaborative effort has already been captured in a draft PFM which Mr Bastin has submitted to DFID.

7.1 COUNTERPART FUNDING

Under the development Budget for FY 2003, a third quarter allocation of Le50 million was made to the GRS as counterpart funds from the Government of Sierra Leone.

7.2 MEETING WITH HIS EXCELLENCY THE PRESIDENT

The Coordinator was given audience by His Excellency the President on 19 September 2003. A variety of personnel management and civil service reform issues were discussed and the Coordinator was privileged to benefit from the President's knowledge and insight on performance appraisal systems, pay and grading reform, and career development within the civil service.

8.0 CONCLUSION

The concerted efforts being made by the donors particularly in central civil service re-development, public financial management and decentralisation augur well for the government's good governance programme. A holistic picture is now emerging showing the essential linkages between good governance and transparency accountability and probity, poverty alleviation, and sustainable human development.