



PART OF THE LEADERSHIP FOR RESULTS PROGRAM

Reforming Civil Service in Sierra Leone Through Collective Leadership

OVERVIEW

Improved capacity of the civil service in Sierra Leone is critical to deliver services for citizens. The government is tackling challenges of poor performance through a flagship Public Sector Reform Program (Improving Productivity through Management and Pay Reforms), a part of which involves reform of the civil service. The World Bank is supporting the government on this civil service reform through a lending project on Pay and Performance. The project targets changes in three areas: (1) competitiveness in the pay of civil servants; (2) performance management and accountability of civil servants; and (3) recruiting and staffing to fill key positions.

Championing the project is a Leadership Team of senior officials from key implementing agencies with a commitment to foster a new culture of performance and results. The World Bank Leadership Practice is supporting a collaborative leadership process to advance the Pay and Performance project results. They provided Rapid Results Approach (RRA) coaching to approximately five inter-agency implementation teams to achieve the indicators set by the project, and facili-

tated discussions with these teams and the Leadership Team for the civil service reform agenda, in order to review progress and conduct problem-solving that will address implementation challenges.

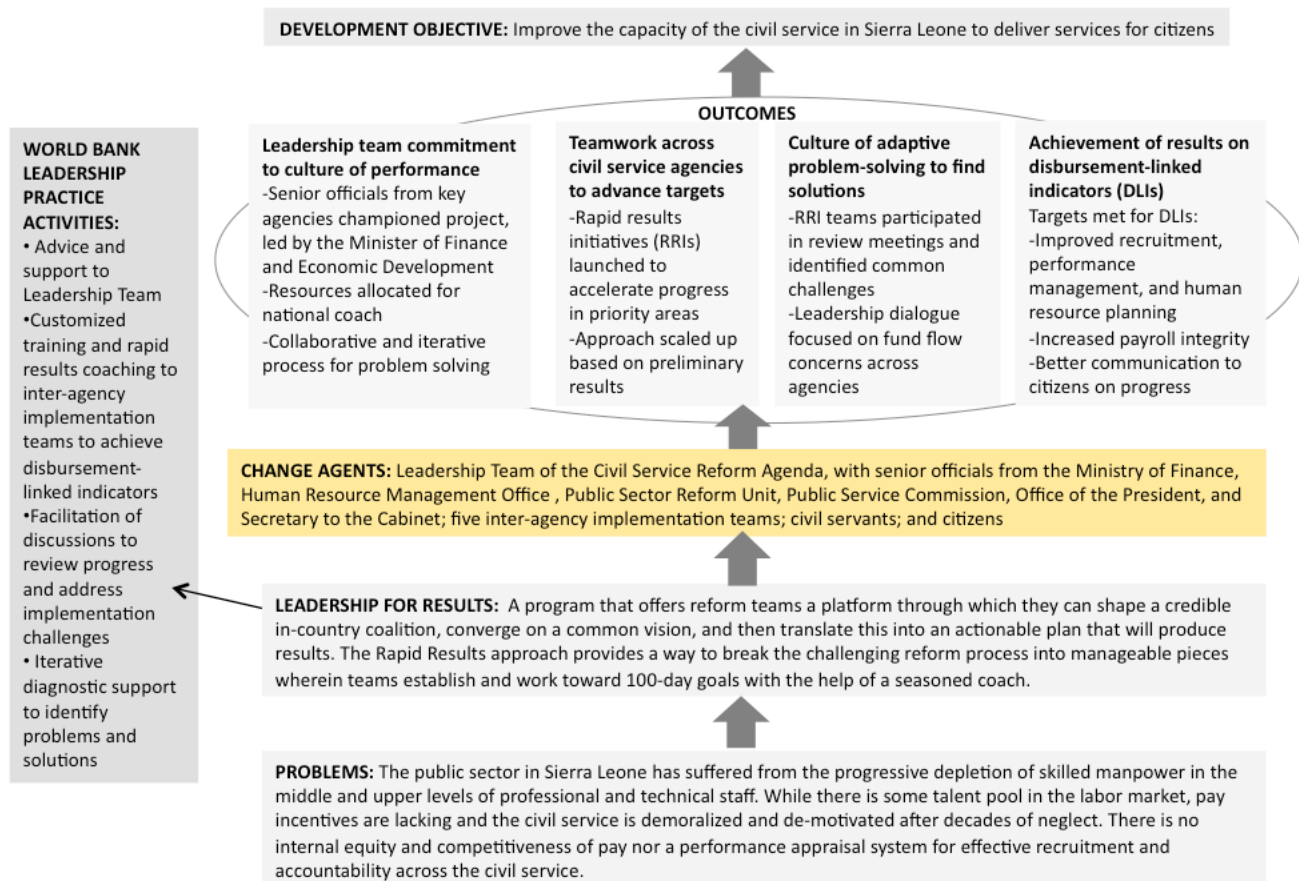
Due to these efforts, progress has been made in several areas: introduction of performance management with new guidelines and appraisal forms; recruitment and human resource planning to better deliver services to citizens; payroll integrity to improve financial efficiency of the government wage bill; and improved communications to citizens on civil service improvements, including a website to show progress, local forums and radio discussions.

To generate evidence of the early and evolving outcomes—and milestones and outputs—achieved, their significance and how the local stakeholders contributed, a customized outcome harvesting tool was used to identify and formulate outcomes. Visual maps present the sequence of outcomes achieved by the actors involved—how the outcomes built on each other over time to form multi-actor, institutional processes for change to address the development goal. Outcome stories highlight key areas for results.



Figure 1. Theory of Change

The change strategy map shows how change is happening to advance progress toward the goal—the development problems addressed, change agents producing the changes, outcome areas, and supporting activities by the Leadership Team and key implementers.



BACKGROUND

During the civil war from 1991 until 2001, and in the years after, the public sector in Sierra Leone suffered progressive depletion of skilled manpower in the middle- and upper-level cadre of professional and technical staff. Initial attempts at staffing the “missing middle” suggest that while the talent pool in Sierra Leone’s labor market is limited, it is possible to find suitably qualified candidates with the right pay incentives. However, the pay incentives are lacking—low remuneration appears to be one of the major reasons why Sierra Leone’s civil service has not been able to attract technical staff back from the private sector, and back to the country that were lost during the civil war when many left Sierra Leone. Pay levels have deteriorated so far that the lack of extrinsic rewards overwhelms any intrinsic factors derived from the work itself. Sierra Leone’s civil servants are thus often de-motivated after decades of government

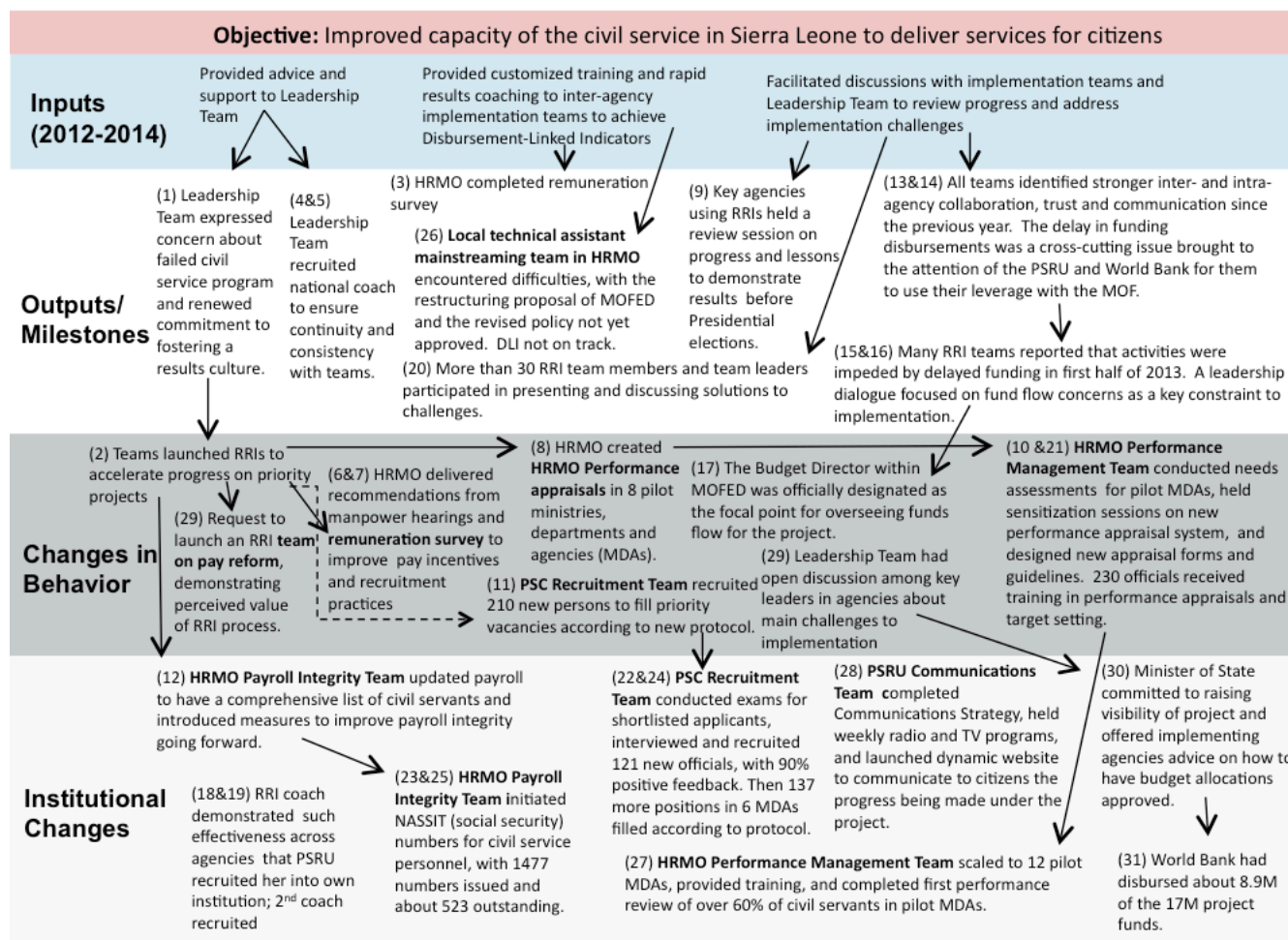
neglect. Incentives to perform and to reform are, therefore, also low.

While the responsibility for public service reform is fragmented in many countries, in Sierra Leone the fragmentation is immense. This exacerbates the challenge for “collective action” in a government characterized by weak coordination and poor information sharing.

The government acknowledged that it must rebuild its civil service if it is to achieve its objectives for service delivery and development of infrastructure from its agenda for the next Poverty Reduction Strategy, the Agenda for Prosperity. The Pay and Performance project will benefit civil servants by improving internal equity and competitiveness of pay through an improved recruitment selection and performance appraisal system. This, in turn, will benefit the people of Sierra Leone by providing them with a more productive and better performing government and, over time, better services.

Figure 2. Results Chain for Impact Toward Goal

Outcomes were analyzed and classified according to their type of change, then placed along a results chain to identify how the progression from inputs to impact is contributing to higher-level results over time.



During the stages of project formulation with the World Bank, the operating environment in the country was considered, including Public Financial Management initiatives, decentralization work, and public sector reform initiatives more broadly. The Project was assessed as being risky by the World Bank and so diagnostic work was undertaken to determine the potential binding constraints to the public sector reform in the country, and outline potential solutions to them. Critical challenges identified were the insufficient capacity amongst those responsible for implementation and supervision, and the lack of coordination amongst key agencies.

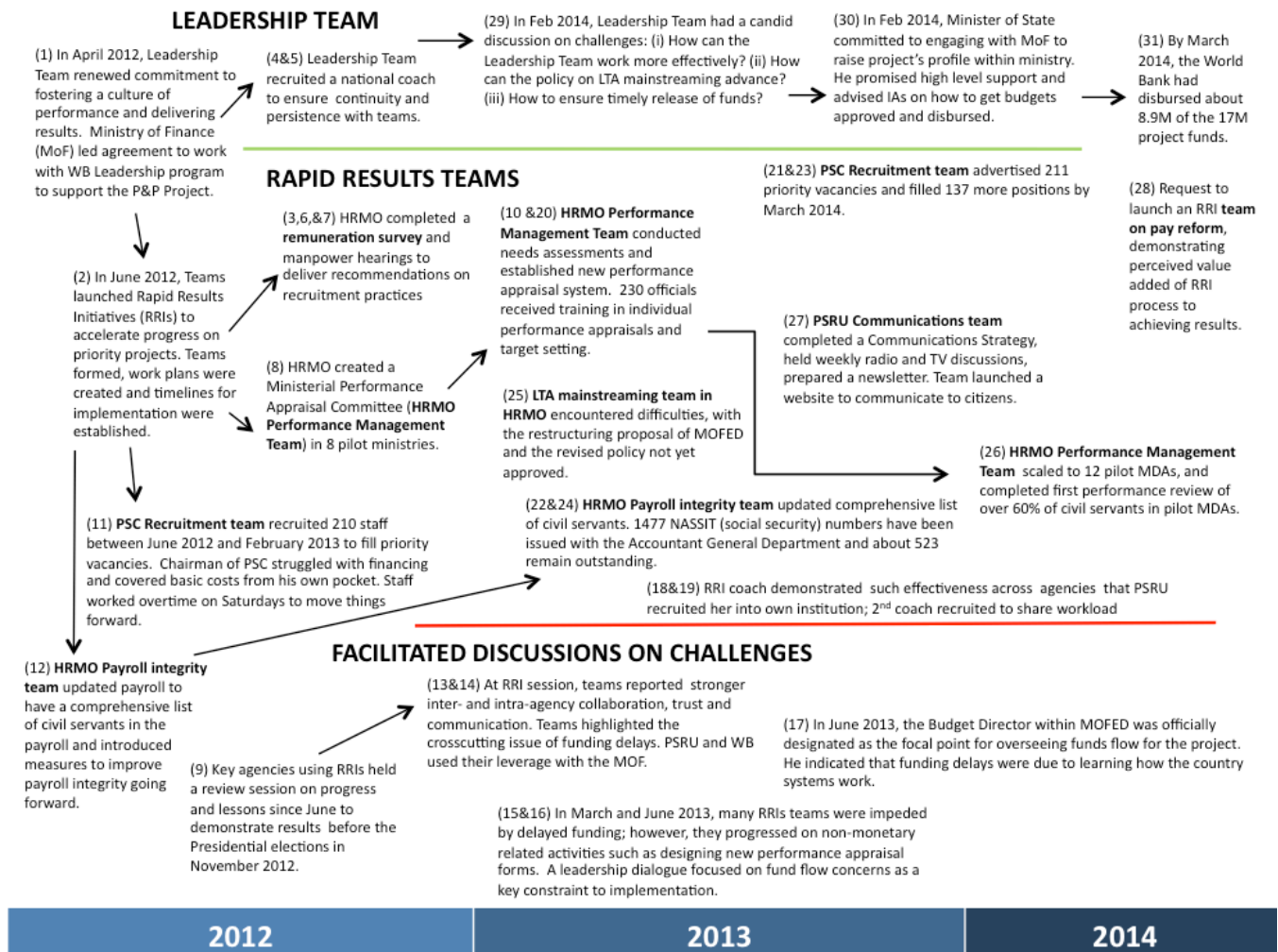
The World Bank's Leadership program was introduced as a support tool to help "joined-up working" of actors for greater chance of successful implementation across agencies of project objectives. It was designed to involve:

- Convening support for key actors through periodically facilitating leadership level platforms for collaboration, problem-solving, reinforcing alignment with priorities, and learning iteratively from implementation; and
- Coaching and training for capacity development amongst implementation teams using the Rapid Results Approach which would provide a vehicle for jumpstarting action, help keep teams on track to project milestones, and provide monitoring/tracking support on progress.

In June 2012, the World Bank Leadership Practice launched support by delivering an orientation and training on the Leadership for Results program approach to create awareness of the potential value added for the Pay and Performance Project. The output of these sessions was to generate work plans for Rapid Results Initiatives (RRIs, which are 100-

Figure 3. Map of Initial and Evolving Outcomes

An outcome map illustrates how key outcomes along a timeline have connected and built on each other to form multi-actor, institutional processes for change.



day mini-projects) to assist in the achievement of its disbursement-linked indicators (DLIs). The Leadership Practice has also facilitated leadership-level dialogues to assist in problem-solving and maintaining the supporting authorizing environment to continue progress.

By June 2014, over the course of two years, the World Bank Leadership Practice's ongoing support has helped advance key results by the government, even in challenging budget environment.

OUTCOME STORIES

I. Leadership team commitment to culture of performance

Senior officials from key agencies who comprised the Leadership Team championed the results-based

financing operation from the start by lending high levels of support and visibility to the initiative. This provided an authorizing environment to problem-solve implementation challenges and overcome concerns of past failure to achieve targets in priority areas.

Outcomes

Key outcomes in this area and their significance include:

- In April 2012, the Leadership Team of the Pay & Performance Project, including all key agencies involved in civil service reform, expressed concern about the failed civil service program in previous attempts and a renewed commitment to do what it takes to succeed this time. They identified the need to foster a culture of performance and delivering results. They also needed to encourage

the development a sense of ownership over project goals amongst the main implementers of the project.

- The Minister of Finance and Economic Development (MOFED) led agreement among Leadership Team members to use the Leadership for Results approach to assist implementing agencies in the Pay and Performance project implementation. Before this, for years, civil service reform had not been receiving high-level attention and programs were not being delivered successfully. The main function of the Leadership Team created this time around is to regularly monitor that the progress toward achieving Disbursement-Linked Indicators (DLIs) is on track. The oversight of the Leadership Team from the start has facilitated top-level support to problem solve during implementation, take preventive action to remove any anticipated impediments to the achievement of DLIs, and ensure smooth implementation of project activities. Since the project was designated as a flagship project and is a pillar in the Government of Sierra Leone's Agenda for Prosperity (PRSP 3), the President is also supposed to review its progress on a regular basis.

Program Contribution

The World Bank Leadership Practice provided an orientation workshop on the L4R approach and helped the government Leadership Team members refine work plans for priority areas. Ongoing dialogue was facilitated with the Leadership Team throughout the project to support an iterative, diagnostic approach to solving problems. This included an onboarding Leadership session in June 2013 for new leaders of the PSRU and HRMO who were transitioned in after the presidential elections in November 2012. It was critical for them to get up to speed quickly on understanding the project – the progress made thus far, and the challenges needing to be resolved. Providing this continuity was important to continue making progress and to update the new administration more broadly. This session also helped to discuss and strategize on how to unblock the major challenge of funds flow to allow teams the resources to move forward with implementing their work goals. The Leadership Practice facilitated a second leadership level dialogue in February 2014 to review and determine progress on DLIs and consider what may be achievable and what may need time extension to the Project to allow for time to reach achievement. Guidance was provided as needed to

KEY LESSON FOR OUTCOME STORY I

The exercise of mapping outcomes helped the team to understand the critical role of the Leadership Team for guiding and facilitating the change process. The Leadership Team, comprised of senior officials from key implementing agencies, provided high-level support for the L4R approach to move forward and a strategic oversight function to collectively guide the priority changes for civil service reform.

- Civil service reform had not been getting high-level attention. High-risk projects and failure in meeting targets meant that the public perceived no value in further investments in civil service reform.
- The Leadership Team is led by the MOFED. Key high-level members include the Chief of Staff (Office of the President), the Secretary to the President, and the Secretary to the Cabinet (Head of Civil Service).

Indicators for tracking this change process could include:

- High-level representation of key agencies on leadership team (Y/N for list of identified agencies, as described in charter or other formal document)
- Frequency of dialogue meetings to review progress; % of Leadership Team members regularly attending meetings (as evidenced by meeting minutes to show level of commitment to process—with “regularly” defined)
- Agreement of Leadership Team on priority projects (minutes, media)

support the real-time review of findings and adaptive learning for addressing implementation challenges.

II. Teamwork across civil service agencies to advance targets

Inter-agency implementation teams advanced progress to meet targets set by intermediate outcomes and DLIs in priority areas of the Pay and Performance Project. This experience led to a growing number of teams forming and using the Rapid Results Approach (RRA) to support civil service reform.

Outcomes

Key outcomes in this area and their significance include:

- In June 2012, implementation teams launched Rapid Results Initiatives (RRIs) to accelerate progress on priority projects that were at high risk of not

being achieved on time. Teams were formed, work plans were created and timelines for implementation were established to help get them on track. The DLIs were already behind schedule in the Year Zero of the project. RRIs were in high-demand by the Leadership Team as a mechanism to jumpstart action to advance DLIs and these were launched in priority areas. (The Rapid Results Approach had been used previously in Sierra Leone to support its decentralization effort and some government leaders had remembrance of this approach).

- The Head of Selection and Development of the PSC and team leader of RRIs commented that: “there has been a beautiful articulation of the project, its milestones and DLIs by government leadership and World Bank, but the key is in its implementation and how we, in our teams, actually go about making these changes.” She reported that the RRI process had helped teams “contextualize their thinking” to “understand the logic between milestones, DLIs and outcomes” and “translate these concepts into action-oriented terminology for the team to begin concrete steps.”
- By July 2012, however, many teams were not on track in their RRIs, and the Leadership Team identified the need to recruit a national coach that could follow the work throughout and ensure consistency and persistence with the implementation teams. There was a need for coaching on a day-to-day basis in-country to follow up with the teams as the regional coaches initially recruited in June 2012 had left the country (based in Rwanda and Sudan) and were not available for continuous support to teams. A national Sierra Leone coach was recruited by October 2012.
- The progress of the implementation teams began to advance. Key agencies using RRIs came together to review results before the Presidential election in November 2012. The documentation of strong progress meant that new leadership in the key agencies would be empowered to continue this work. In the next review in early 2013, the teams again reported strong progress on the targets as well as increased collaboration and communication among those engaged in the RRIs from different agencies. This illustrated the value of the team approach to problem solving.
- In March 2013, during the RRI review session, teams expressed a greater understanding that challenges are cross-cutting across all teams, that their own

KEY LESSON FOR OUTCOME STORY II

The new culture of teamwork across government was critical for advancing priority results. The RRA supported this culture by building inter-agency teams to implement the DLIs. The mapped outcomes indicated that this new culture emerged through the following sequence.

- Successful advance of DLIs required coordination across various ministries, departments and agencies. (Civil service reform efforts in Sierra Leone have been plagued by intrinsic fragmentation, with various agencies holding responsibility for different key related roles in the reform process).
- Coaches played a critical role in mentoring multi-agency implementation teams to implement RRIs for priority projects.
- In the environment supported by L4R, between coaching and facilitated leadership team dialogues, teams advanced progress and improved their collaboration.
- As agencies reviewed evidence of progress, additional initiatives were launched, such as on communications and pay reform. This expansion signaled the growing perceived value and culture change in the use of the RRA across government.

Indicators for tracking this change process based on Public Sector Reform Unit records could include:

- Increased collaboration, trust and teamwork among implementation teams (survey of RRI teams)
- Problem solving skills of coach (coach assessment)

agency objectives are dependent upon the successful achievement of other agency goals, and that they all had to mutually support one another. They reported a greater level of trust and communication between teams.

- By June 2013, at the RRI review session, the Director of Strategy and Planning for HRMO reported that “this program has brought us all together under one umbrella - it’s a very big step we’ve taken... We must emphasize lessons learned from the process in the past year and more... The point is we had to bring everyone on board and everyone has now been brought on... I’m very hopeful and happy for the level of collaboration we have attained and I’m quite sure that whatever challenges we have on disbursements is just a delay – but money will come... we will re-strategize and try to achieve our aims. We’re not heading for failure – yes, delays are there,

but now let us focus on lessons learned. In payroll integrity our main lesson was that we didn't know the resources in terms of human capacity that we had in our team: our staff can think fast and make things happen where there is difficulty – we came up with answers ourselves.”

- From June to October 2013, the implementation teams had advanced progress to such an extent that the Public Service Reform Unit wanted to recruit the coach into their own institution and institutionalize this work for the government. A second national coach was recruited by the World Bank Leadership Practice to help support the RRI teams to share the workload of the other coach who transitioned into the PSRU. These outcomes show the institutionalization of the results-based process as an approach for teams to advance public service reform targets.
- In early 2014, the request to launch a new RRI team on pay reform further demonstrated the perceived value added of the RRA process for achieving results. No previous RRI had been launched in this area, so this outcome reflected the expansion of efforts to new areas. Pay reform is a major challenge to the reform process and a DLI that needs to be accomplished for the release of funds.

Program Contribution

The World Bank Leadership Practice mentored a rapid results coach to support the inter-agency teams to identify RRIs in key result areas, provide training to implementation teams, develop and advance implementation of their RRI team work plans to achieve the DLIs, monitor progress, and facilitate the holding of team meetings and sessions to update key stakeholders. They also helped refine the composition of teams over time to ensure an effective mix of key persons from different parts of the government.

Throughout this whole process, the RRI teams were continually supported to unpack the problems at each step along the way towards taking actions to achieve intermediate outcomes and DLIs. They were supported in developing work-plans and allocating responsibilities to individual team members along a concrete timeline of necessary steps to achieving their results. Challenges encountered were communicated to those most able to help resolve them, and leaders were kept informed. The coaches' facilitation of the team discussions to review progress and diagnose implementation challenges, as well as to maintain

focus and motivation, was critical for an adaptive management process to strengthen results in the priority areas.

III. Culture of adaptive problem-solving to find solutions

Continuous dialogue between the RRI teams implementing the priority projects and the Leadership Team was used to review (about quarterly) the likely success or failure of project components and to support the adoption of the expected results and specific problem-solving to unblock implementation challenges.

Example of problem identification by RRI teams

- In early 2013, in the RRI review meeting, the RRI Teams highlighted delays in the release of funding that slowed efforts to implement project activities. Again, in the following review meeting in June, many of the RRIs teams reported that progress suffered for those activities requiring the allocation of financial resources to advance, such as providing training to supervisors on new performance appraisal forms. However, teams had progressed on non-monetary related activities such as designing the forms. The focus by teams on completing non-finance-based activities in spite of funding delays showed strong commitment. The delay of funding was recognized as a cross-cutting challenge across agencies slowing progress and brought to the attention of the PSRU and World Bank for them to act and to use their leverage with the MOF. This collective action demonstrates value of broad inter-agency progress review for problem-solving.

Example of Leadership Team support to advance progress

- The Leadership Team discussed the key challenges slowing implementation—the biggest concern being funds flow. In response, in June 2013, the Budget Director within MOFED was officially designated in a public space in front of all key operational staff as the focal point for overseeing funds flow for this particular project. This provided a country-level solution, putting the management in the hands of the government, and avoided the creation of a separate project implementation unit (PIU), common under World Bank and other donor projects.
- The Budget Director indicated that the “issue of delays should not be a pointer on why we would

fail. It actually gives us opportunity to think on how to do things better. For the first time we are using existing country systems—we therefore have to set up a system that is capable of meeting the needs of MDAs and that facilitates flow of funds from outside donors more efficiently. But we won't get it right first time. It's only now that we know the real challenges, having tried to do this in past months, that we have been able to learn from it and what is needed. We will be faster next time and we will work with the three RRI teams so we will together achieve the DLIs."

- In March 2014, through the Leadership Team dialogue, the Minister of State committed to engaging with MOFED on the project—raising the project's profile within the ministry and bringing it to the attention of the Minister of Finance. He requested to be copied on relevant correspondence on the project to the MoF to support moving it forward. He also offered to help the process by taking it to the Presidential level if necessary. The Minister of State also offered implementing agencies advice on how to more quickly have their budget allocations approved so the funding could be received sooner by the agencies.
- The open dialogue between the Leadership Team and the World Bank created a cooperative environment that allowed space for the government to express its requests and needs, and for the Bank to be responsive and responsible in making necessary adjustments to the project lending agreement. This was done in a timely fashion, given the system for tracking progress and warning well in advance that deliverables may be off-track in terms of what was planned within the Project lending agreement. This process of 'course correction' and adaptive implementation reinforces what we already know: that civil service reform is not a linear process and does not conform to a project document designed at the beginning of the project - after which the reality of implementation sets in (a massive reduction in spending to regularize arrears) and the political economy of the country and incentives to deliver on the results may have waned (given the dramatic rise in income from extractive industries in the past couple of years). The flexibility of reviewing and adjusting of the results framework under the project—completed in April 2014, two years after its design—has allowed both the Bank and government to keep making progress to the best of the

KEY LESSON FOR OUTCOME STORY III

The retrospective examination of outcomes highlighted that the establishment of regular communication and information flow across agencies through review meetings and Leadership Team dialogue was instrumental for identifying and mitigating cross-cutting implementation challenges and leveraging practices that worked well.

- Agencies using RRIs faced the same challenges, and the opportunity to come together in review sessions to discuss results allowed them to identify key implementation challenges, such as the cross-cutting issue of funding delays that slowed progress. These were spoken about with the Leadership Team to find timely solutions.
- Having the day-to-day support of a coach was instrumental for RRI teams. The coach supplemented and facilitated the support of the Leadership Team, which was involved in cyclical progress reviews to give priority attention to help find real-time solutions to challenges faced by the teams during implementation.
- For example, when RRI teams identified funding delays and a cross-cutting challenge to achieving progress, the Leadership Team designated the Budget Director within MOFED as the focal point for overseeing the flow of funds to mitigate this problem.
- This systematic knowledge sharing led to collaborative problem-solving, with a new focal person designated in MOFED specifically for improving the management and flow of project funds.

Indicators for tracking this change process could include:

- # review sessions held per year to facilitate inter- and intra-agency knowledge sharing and collaboration (PSRU and Leadership Team records)
- % of surveyed RRI team members who reported they had adequate opportunities to express concerns during review sessions and participate in problem-solving (survey of RRI teams)
- % of surveyed RRI team members who view the Leadership Team as a resource for facilitating progress and addressing implementation challenges (survey of RRI teams)

government's ability for the benefit of the citizenry, while changing the DLIs and updating the intermediate result indicators.

Program Contributions

The World Bank Leadership Practice facilitated discussions with the RRI teams and dialogue with the Leadership Team to review progress and address challenges. They provided iterative diagnostic support to inform corrective action as needed. Coaching support helped to strengthen communication, and formal retreats as mentioned above helped to ensure regular and timely knowledge sharing.

IV. Achievement of results on disbursement-linked indicators

The RRI teamwork designed to accelerate progress on priority areas of civil service reform was largely successful, with notable advances in DLLs related to pay incentives and recruitment, performance management, payroll integrity, and communications.

Pay incentives and recruitment

- From July to September 2012, the Human Resources Management Office (HRMO) completed a remuneration survey. This survey and a planned job evaluation survey were to assess the labor market and guide the reforming of pay scales.
- HRMO also completed manpower hearings and planning to determine recruitment needs for the following year. This step helped to identify critical gaps in positions in the government, particular at middle and senior levels.
- The Public Service Commission (PSC) Recruitment team recruited 210 new persons (meeting their target under the project DLI for disbursement of \$1m) between June 2012 and February 2013 to fill priority vacancies. This involved a lengthy process of conducting civil service exams, long listing of candidates, and then short-listing them. PSC struggled to get financing for the work to be done, and the Chairman of PSC was funding electricity and paper to print on from his own pocket. Staff worked overtime on Saturdays to move things forward. The priority vacancies were positions of critical importance to the government, for example in information communications technology and fire service. Having such positions vacant adversely affected the functioning of government agencies in the delivery of critical services. The filling of these vacancies demonstrated the commitment of the team to advance progress, despite challenges. This is a key outcome to help advance DLLs related to recruitment and staffing.

- From October 2013 to March 2014, the PSC Recruitment team advertised priority vacancies for 211 vacancies in 6 key ministries, departments and agencies --Ministry of Social Welfare, Gender and Children's Affairs, Ministry of Agriculture, Forestry and Food Security, Ministry of Labor, Ministry of Fisheries and Marine Resources, MOFED and National Fire Services. The team prepared a long list of a total of 3,600 applicants within a week, and shortlisted and invited 1,245 for exams (1,162 took the exams); 137 new positions were concretely filled by March 2014. The team is making progress on the DLLs. The target is 280 vacancies (of 350 for the 2013 Annual Recruitment Plan).

Performance management

- HRMO created a Ministerial Performance Appraisal Committee in eight pilot ministries, departments and agencies (MDAs). There had been no formal system for monitoring progress of civil servants' performance. This is a first step to introduce the performance management component into HRMO that will, in the future, manage the performance appraisal of civil servants. The project plan was to work in phases, starting with 8 pilot MDAs before it rolled out to all 22. This work has been supported by Chief of Staff providing training to HRMO.
- From December 2012 to March 2013, the HRMO Performance Management Team conducted needs assessments of pilot MDAs for staff to support the new performance appraisal system. The team held sensitization sessions on the new appraisal system in three regional head quarter towns for senior civil servants from the districts, designed and approved new appraisal forms and guidelines for staff completion, and prepared a proposal for civil servants training on performance appraisals. Pilot steps in the 8 MDAs were to inform the design and implementation of an appropriate performance appraisal process for collecting information and functioning in individual ministries. Part of the roll-out of the new system would require communicating how it worked to senior officials/ managers in the civil service, such that they could then train their staff. HR and Performance Management units in all ministries needed to be trained.
- The HRMO Performance Management Team were delayed in delivering training due to delayed disbursements of funds but continued progress once they received funds in July 2013. Immediately on

receipt of funds 230 officials received training in individual performance target setting. The team printed appraisal guidelines and 18,000 appraisal forms, and organized meetings in the pilot 8 MDAs on introducing performance targets. These steps advanced performance management Project activities. The guidelines are designed to assist ministries in formulating performance targets. Training was to facilitate the introduction of the new process.

- The HRMO Performance management team distributed the required performance appraisal documents in 12 pilot MDAs (Forms and Guides) for a total of 798 civil servants in grades 7-10. By March 2014, 230 senior and middle level civil servants (Deputy Secretaries, HR Managers/Officers) had received training in performance management. A draft Systems Requirements and Specifications (SRS) manual was developed, and over 60% of civil servants in the pilot MDAs completed the first performance review.
- The significance of this outcome is that previously, there had been no structured means for monitoring the performance of staff and holding them accountable to cascading performance contracts for each ministry coming down from the President.
- Even though all this intensive work was accomplished, HRMO did not meet the DLI for disbursement of World Bank funds under the project. The Project was behind target given that the financial delays had slowed down action on delivering training and issuing guidelines and appraisal forms, meaning that a full annual appraisal could not take place (it could only be done for the remaining months of the year between July and December). This DLI has then been carried over to the next year.

Payroll Integrity

The HRMO Payroll Integrity Team updated the payroll to have a comprehensive list of civil servants in the payroll and introduced measures to maintain improved payroll integrity going forward. They addressed the problem of ghost workers on the payroll that are being paid for work not done by them or not being done at all and fraud on the payroll (names and dates of birth registered with social security numbers are not accurate). These problems all carried a great financial and efficiency cost to the government. As an example, for the months of August and September 2013, 115 staff received salary arrears, 104 were recruited, 22

KEY LESSON FOR OUTCOME STORY IV

Collectively, efforts to document the progress of the rapid results initiatives showed the importance and value of using disbursement-linked indicators. These DLIs provided concrete milestones for the RRI teams to advance civil service reform in priority areas where progress was slow or unlikely.

- While the government has acknowledged that it must broadly reform its civil service policies and practices, limited progress had been achieved related to identified priorities. No or limited evidence of results has shaped the perceptions of the citizenry, who see no rationale or value of putting additional investment into a broken system.
- The establishment of a results-based financing initiative means that funding in each priority area is tied to various milestones to signal satisfactory progress. These milestones—known as DLIs—must be achieved to trigger the next disbursement in the funding stream.
- Linking the RRI teams to the DLIs provided a roadmap for teams to indicate whether the current implementation plan is working or whether adjustments are needed. Over two years many of the DLIs have been met.

Indicators for tracking this change process could include:

- % of RRIs making satisfactory progress toward DLIs
- # of adjustments to DLIs made to avoid failure; #unsatisfactory DLIs, with no corrective action
- Implementation teams formed to advance progress on DLIs, with cross agency, department or ministry components [Y/N]

promotions, 8 salary deductions, 16 names deleted, 4 resigned, 18 transferred 2 reinstated, 6 suspended, 227 retired and recorded 109 went on vacation leave. These steps advanced the action plan for payroll integrity.

The HRMO Payroll Integrity Team also initiated NASSIT (social security) numbers for civil service personnel. Since then, 1477 numbers have been issued with the Accountant General Department, and approximately 523 remain outstanding. This development shows progress on a long-standing challenge that posed a bottleneck to progress on cleaning the payroll. Without having social security numbers, the HRMO could not create personnel files for new recruits and could not therefore keep the payroll up to date. This was achieved through much closer collaboration

with the Accountant General Department and focus on this issue – explaining the importance of issuance of numbers and prioritizing action on this.

Communications

The PSRU Communications Team completed a communication strategy for the project, held weekly radio and TV discussion programs in December 2013, and prepared a newsletter Reform Spot Light. By March 2014, the team launched a dynamic website to communicate to citizens the progress being made under the project. This is a critical outcome to keep citizens and civil servants up to date on the process and explain what progress is being made given the long history of promising reform in civil service and pay reform for civil servants that has not concretely materialized.

Local Technical Assistant mainstreaming

The Local Technical Assistant mainstreaming team in HRMO encountered difficulties as the restructuring proposal for MOFED with the agreed organization, positions and grades had not yet reached the Re-grading Committee for approval and the revised policy had not been approved by the Civil Service Steering Committee. There is strong resistance within pockets of the government to approving this document, for example in the MOFED, where there are many Local Technical Assistants. The document is not aligned with the incentives of LTAs as it would likely mean large pay-cuts for those who are currently Local Technical Assistants. This DLI is not on track in this project, and had already been cancelled from a previous World Bank lending project for inclusion within the P&P project. It is a long-standing and highly political issue that requires a strong desire to make progress on, and focused attention to do so.

Program Contributions

The World Bank Leadership Practice provided day-to-day support to the rapid results coaches with strategic guidance as needed to facilitate changes in planned actions for priority areas of civil service reform. Adaptive leadership training and team-building activities were designed to help staff in key agencies overcome challenges and advance results. ■

ACKNOWLEDGMENTS

Thanks to the World Bank's Governance and Public Sector Global Practice and the World Bank Leadership Practice involved in the mapping exercise: Roberto Panzardi, Senior Public Sector Specialist and project Task Team Leader; Kay Winning, Leadership and Rapid Results Specialist. Thanks to all of the persons that provided information to document this case.

WBI's Capacity Development and Results team led the outcome mapping; Jenny Gold and Dawn Roberts coordinated the exercise. Sharon Fisher provided writing, editing and design support. Samuel Otoo provided overall guidance.