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STATE OF CALIFORNIA 6990124006801

EDMUND G. BROWN JR., Governor

CALIFORNIA STATE PERSONNEL BOARD
801 CAPITOL MALL • SACRAMENTO 95814

Dep.

February 1, 1979

Mr. Remo Ray Garufi
Director
U.S. Agency for International
Development/Liberia
Monrovia, Liberia
West Africa

Dear Sir:

This report summarizes the efforts of the advisory staff from the California State Personnel Board and those of our colleagues from the Civil Service Agency of the Government of Liberia engaged in the Civil Service Development Project. We believe that our joint efforts have moved a long way in the direction of creating a modern, efficient civil service system for the Government of Liberia. A selection system based on merit has been established and is operating successfully; classification plans and salary schedules have been created; an annual salary recommendation process has been developed and is in operation; a personnel transactions system and record-keeping system are operating; and, most importantly, a group of personnel specialists are now working at the Civil Service Agency forming a body that can administer the personnel program in a way that will make the Civil Service Agency a force in the development of Liberia.

While we feel that a good beginning has been made, much remains to be done. Our report includes recommendations that are intended to help ensure the continued success of the civil service system and the Civil Service Agency. The recommendations deal with exceptions to civil service procedures; "blanketing in" of long-term civil servants; the Civil Service Agency's role in relation to other Ministries; continued support from USAID; and needed improvements in the classification, selection and compensation elements of the civil service system, as well as in the internal administration of the Civil Service Agency.

It is appropriate at this point to express our deep appreciation for the unflagging support and inspiration we have received from the President of Liberia, Dr. William R. Tolbert, Jr. His clear vision of our goals, his frequent articulation of support for civil service reform and his steadfast commitment to achieving these goals were the solid foundation from which our progress sprang.

Neither should the enormous contribution be overlooked of the Director-General of the Civil Service Agency, Dr. John Payne Mitchell. His leadership, dedication and energetic administration of the Agency have had an impact throughout the Government of Liberia. We also wish to express our appreciation to Mr. Fred Hagel of the USAID/L staff who has been consistently helpful throughout the life of the Project and to the many USAID/L staff who have given us assistance on a variety of problems.

As you will note in the letter from Governor Jerry Brown to Dr. Tolbert (Appendix A), the State of California was very pleased with the success of this Project. We appreciate the opportunity provided us to contribute to this important undertaking and extend our good wishes for its future success. If, in the future, you desire additional assistance on this or other similar projects, do not hesitate to contact me.

Very truly yours,

Ronald M. Kurtz

RONALD M. KURTZ
Executive Officer
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CIVIL SERVICE DEVELOPMENT PROJECT
GOVERNMENT OF LIBERIA
FINAL REPORT

A Cooperative Effort Between the
Civil Service Agency of
The Republic of Liberia
and the
California State Personnel Board

Submitted February 1, 1979

TABLE OF CONTENTS

	Page
TRANSMITTAL LETTER	
INTRODUCTION	1
SUMMARY	2
I. OBJECTIVES AND ACCOMPLISHMENTS	2
A. General	2
B. Classification Plan	2
C. Selection System	3
D. Salary Plan	4
E. Salary Recommending Process	5
F. Roster and Transactions System	6
G. Manuals of Procedures	6
H. Training	7
I. Appeals Board	8
II. RECOMMENDATIONS	9
A. General	9
B. Classification	12
C. Selection	12
D. Compensation	13
E. Administration	13
NARRATIVE ANALYSIS OF THE PROJECT	15
I. BACKGROUND	15
Aims of the Project	
II. POSITION CLASSIFICATION	16
A. Classification Survey	17
B. Class Specifications	20
C. Implementation	21
D. Civil Service Rules and Procedures	21
E. Personnel Transactions System	22
III. COMPENSATION	24
A. Integrated Salary Schedule	24
B. Placement of Classes into Salary Ranges	26
C. Salary Recommendation Process	28
D. Salary Administration	30

		Page
IV.	SELECTION	31
	A. Training	31
	B. Examination Development	32
	C. Special Factors Affecting Selection	32
	D. Test Development Unit	33
	E. Special Test Development Efforts	33
	F. Certification	34
	G. Out-of-Town Testing	35
	H. Exemption of College Graduates from Civil Service Testing	35
	I. Conclusion	37
V.	TRAINING	37
	A. Participants at CSU-Sacramento	37
	B. Training in California	39
	C. On-the-Job Training	39
	D. Policy and Procedure Manuals	40
VI.	APPEALS BOARD	42
	A. Establishment	42
	B. Grievance Procedure	42
VII.	REORGANIZATION OF THE CIVIL SERVICE AGENCY	43
VIII.	INFORMATION ACTIVITIES	43
IX.	RETIREMENT PLAN	44
X.	SOME PROBLEMS	44
XI.	CONCLUSION	47
APPENDIX		
	A. Letter from Governor Brown to Dr. William R. Tolbert, Jr.	i
	B. Civil Service Agency Technical Staff	ii
	C. Participants who completed Master's Degree Training at the California State University at Sacramento	iv
	D. Civil Service Development Project Advisors	v
	E. The Organizational Structure of the Civil Service Agency, R.L., as of July 1, 1978	vi
	F. Outline of the Training Program for Liberian Participants at the State Personnel Board - July 1977	vii
	G. Utilization of Minorities and Women in the Project	xii
	H. Proposed revisions to the Civil Service Act	xiii

INTRODUCTION

In September 1974, the California State Personnel Board entered into a contract with the United States Agency for International Development to provide technical assistance and training to the Civil Service Agency of the Government of Liberia. As an integral part of the contract, a final report was to be prepared at the conclusion of the contract summarizing the results of this cooperative effort to create an effective government personnel management system. This report therefore is intended to fulfill this requirement. It covers the activity occurring during the contract period from September 1974 to February 1979.

Although there had been a civil service system in Liberia for many years, not much attention had been given to it during the early phases of the country's development. In 1971, when Dr. William R. Tolbert, Jr., was elected President, he began to accelerate technological, economic and social changes in an effort to speed his country's development. Almost immediately, he recognized that if his policies were going to be implemented, it would be necessary to have a competent and dedicated civil service workforce. Civil service reform became a cornerstone in his development program.

In 1973, a new civil service law was enacted. This law laid the foundation for the present civil service development efforts and established in principle the concepts of equal pay for equal work, merit selection and employee appeal rights. Implementation of these goals and concepts became the next major task.

Early in 1974, Mr. Ronald Kurtz, the Executive Officer of the California State Personnel Board, was contacted by the Agency for International Development to ascertain Board interest in providing technical assistance to Liberia. The Personnel Board had provided similar technical assistance in a successful project with the Government of Thailand during the 1960s.

In mid-1974, Mr. Kurtz visited Liberia to evaluate the potential value of assistance and the feasibility of the California State Personnel Board supporting this effort. At that point, the Personnel Board agreed to provide technical assistance for a trial period of 18 months.

As the project proceeded it became clear that substantial progress could be made toward improving the Liberian civil service system, but additional time and technical assistance would be necessary. The initial contract was extended to a project length of four years, and then later to four and one-half years - ending in February 1979.

SUMMARY

I. OBJECTIVES AND ACCOMPLISHMENTS

A. GENERAL

The overreaching goal of the Civil Service Development Project as stated in the Project Proposal was "...to assist the Government of Liberia in bringing about more effective performance in the Public sector in support of national economic and social development plans through civil service reform." This was amplified in the contract to provide for assistance to the Civil Service Agency of the Government of Liberia to create a basic system of personnel management including classification standards, testing methodology and recruitment procedures.

The specific objectives as originally stated and further developed during the course of the Project are grouped below together with a statement of accomplishments. Added detail on each item is contained in the Narrative Analysis of the Project.

B. CLASSIFICATION PLAN

1. Objectives

   a. To develop and implement a standardized classification and pay plan covering all positions subject to the Civil Service Act of 1973 (approximately 20,000 positions).

2. Accomplishments

   a. Using the Civil Service Act of 1973 as a basis, the Civil Service was divided into four groupings, the Clerical, the Administrative, the Fiscal and Professional and the General Occupational Categories. Immediately upon commencement of the Project, work was begun on developing a classification and pay plan for the Clerical Category of employees. After a series of meetings with high level officials and a seminar on the principles of position classification and survey procedures, a circular letter was distributed to all Ministries and Agencies asking them to have incumbents in clerical positions complete a questionnaire describing their duties and responsibilities and their personal qualifications. When this information was received it was followed by interviews with selected respondents to clarify and elaborate the information. From this data,

a series of fifteen clerical classifications was proposed. These proposed classifications were submitted to the President who referred them to a Cabinet Committee for review and recommendation. The Committee recommended some modifications which were incorporated in a report to the President who then approved the classification plan. The Civil Service Agency then implemented the plan working with each Ministry and Agency to make a complete identification of all positions that might be subject to the plan and preparing a Personnel Action Notice to implement the necessary change. This basic pattern was also followed in the development of the classification plan for the Administrative, the Fiscal and Professional and the General Occupational Categories.

As a result of the Project efforts, classification plans were created for the Clerical Category (15 classes, later expanded to 19 classes covering approximately 5,000 employees); the Administrative Category (20 classes covering 2,600 employees); the Fiscal and Professional Category (67 classes covering 8,600 employees); and the General Category (32 classes covering about 3,800 employees).

Implementation of the Clerical and Administrative Classification and Pay Plans has been completed. Presidential approval of the Fiscal and Professional and the General Category Classification and Pay Plans has been secured and implementation is underway.

C. SELECTION SYSTEM

1. Objectives

a. To develop and implement an examination system for the Liberian Civil Service based on merit selection principles and the specific needs of the Liberian Government.

b. To develop multiple-choice objective tests for civil service classes with emphasis given to entry-level and subprofessional classes.

c. To establish within the Civil Service Agency a capability to administer, evaluate and revise an ongoing merit selection program.

2. Accomplishments

a. Objective examinations for appointment to civil service positions have been developed and are being administered. The principle that a person must pass an appropriate civil service examination before being appointed to a civil service post for most positions is well accepted by Ministries/Agencies and applicants. An employment referral process and a recruitment process have been established and are being used. Essentially, all appointments for civil service positions are from lists of those passing civil service tests.

b. Fifty-seven objective, multiple-choice tests have been constructed and are in use. During the past four and one-half years, over 12,000 persons have been tested for civil service classes. A Test Development Unit has been established to construct new tests and evaluate and revise existing tests.

c. Separate organizational units have been established to provide the full range of selection activities. Staff has been trained; procedures, manuals and forms developed and put into use, and all necessary equipment purchased and placed in operation.

D. SALARY PLAN

1. Objectives

a. To develop and implement an integrated salary schedule.

b. To construct and implement a salary plan based on equity, duties and responsibilities and individual performance.

2. Accomplishments

a. An integrated salary schedule was constructed, approved by the President and placed into operation.

b. In the creation of Classification and Pay Plans for the various categories of employees, each classification was assigned to a specific salary range after taking into account the duties and responsibilities assigned to the positions in the classification, the level of those duties and responsibilities in relation to those of other classes, current rates of pay for that type of work within the civil service and prevailing rates of pay for similar work outside the civil service.

c. A process was established by which employees move through the salary range based on tenure and performance.

E. SALARY RECOMMENDATIONS PROCESS

1. Objectives

a. To develop and implement a system to make recommendations to the President regarding appropriate salary levels for civil service classifications.

2. Accomplishments

a. A proposed system was developed by the Civil Service Agency and approved by the President to make recommendations annually to the President regarding salary levels for civil servants. Recommendations were made for Fiscal Year 78-79 that resulted in salary increases for a significant number of positions identified in the report as warranting higher pay. Recommendations for Fiscal Year 79-80 were submitted to the President in February 1979.

b. A salary and benefits survey procedure was established and put in operation; a process for securing input from operating Ministries and Agencies regarding salary problems was established and a system for securing economic, fiscal and budgetary information to be used in developing recommendations on civil service salaries was established and put into effect.

c. The Director-General of the Civil Service Agency was made a member of the Government of Liberia Budget Committee to monitor salary change proposals submitted in the budget process for individual positions and groups of positions.

F. ROSTER AND TRANSACTIONS SYSTEM

1. Objectives

a. To establish and maintain a servicewide roster.

b. To develop and implement a personnel transactions system.

c. To develop and implement a comprehensive body of rules for the operation of the personnel system.

2. Accomplishments

a. A servicewide roster containing over 18,000 individual records has been established and a system for updating the information is in place and operating.

b. A personnel transactions system designed to accommodate all types of actions affecting civil servants is in operation. This system includes coordinated linkages with the Bureau of the Budget and the Ministry of Finance Payroll Section.

c. A body of rules expanding upon the framework established in the Civil Service Act of 1973 and touching upon all aspects of the personnel system was developed, approved by the President and is in effect.

G. MANUALS OF PROCEDURES

1. Objectives

a. To create and disseminate comprehensive manuals of policy and procedures both for internal Civil Service Agency use and for the guidance of Ministries and Agencies.

2. Accomplishments

a. Detailed policy and procedure manuals have been created describing all aspects of the personnel management system including selection, classification and pay, personnel transactions, discipline, performance evaluation and performance appraisal.

b. A large body of circular letters describing policy and procedures in personnel management have been prepared and distributed to Ministries and Agencies. The distribution of these circular letters has been followed up by a personal visit to each Ministry and Agency to reinforce the message. In addition, seminars covering virtually all aspects of personnel management have been held periodically throughout the Project for administrative officials of Ministries and Agencies.

H. TRAINING

1. Objectives

a. To provide professional training for 19 staff members of the Civil Service Agency.

b. To provide on-the-job and classroom training in personnel management principles and practices to Civil Service Agency staff members.

c. To provide training in personnel transactions procedures and personnel management practices to personnel officers and clerks of Ministries and Agencies.

2. Accomplishments

a. Nineteen persons successfully completed the graduate program in Public Administration at California State University at Sacramento and received MPA Degrees. They all returned to work at the Civil Service Agency. Two participants are still in the MPA program and expect to complete the program and receive their degrees in January 1980. One person has left the Agency. Upon completion of the training program, the Civil Service Agency will have 20 master's degree trained staff.

b. All participants while in Sacramento participated in on-the-job training at the California State Personnel Board and in practical internships in personnel in various city, county, State and Federal governmental agencies. In addition, upon their return to Liberia all participants received intensive on-the-job and classroom training in all aspects of the new personnel system. Nonparticipant technical staff and clerical supervisors and employees also received on-the-job and classroom training. A special on-the-job training program for newly appointed middle managers was also provided.

c. Seminars covering a wide variety of personnel management practices were held for personnel officers and other administrative officials of Ministries and Agencies. A special two-week seminar for personnel officers and a one-week seminar for personnel clerks were held to cover the personnel transactions system and practice. These seminars were supplemented by personal visits to Ministries and Agencies to provide additional clarification and assistance.

d. The Civil Service Agency participated on a regular basis in the Institute of Public Administration Middle Management Training Programs by teaching a section on personnel management thereby reaching a large number of line supervisors and managers in all Ministries and Agencies of Government.

e. Civil Service Agency staff taught a special course in Practical Personnel Management at the University of Liberia designed for persons to be recruited into positions in the personnel departments of Ministries and Agencies.

I. BOARD OF APPEAL

1. Objectives

a. To establish and put into operation the Civil Service Board of Appeal.

b. To establish and implement a grievance procedure and appeal process for the civil servants.

2. Accomplishments

a. A Civil Service Board of Appeal was appointed by the President, its duties and procedures were defined and the Board is in operation and appeals have been and are being considered.

b. A grievance procedure and appeal process have been developed and put into effect. A special seminar on this subject was held for Ministry and Agency officials.

II. RECOMMENDATIONS

The recommendations which follow reflect the observations of the advisory staff and are intended to provide some thoughts and directions aimed at further improvements in the new personnel system.

The Civil Service Agency has made an excellent beginning. A position classification plan articulated with a salary plan has been developed and is being implemented. A merit-based, objective testing system is in place and operating. The personnel transactions system is well accepted and operating smoothly. The Board of Appeal is in operation and, most important, a staff has been developed with a capacity to operate the new personnel system.

However, much remains to be done to bring to full fruition the promising seedling that has been planted. The test of success is whether the operation of the system on a continuing basis will contribute to the more effective and efficient administration of personnel resources in the Liberian Government. The recommendations which follow are intended to help achieve that goal.

A. GENERAL

1. The extent to which exceptions are made to the rules, regulations and qualifications standards should be reduced to an absolute minimum. Exceptions to a rule, without modifying the rule to make the exception apply to all persons similarly situated, weakens the respect for the Agency, promotes the seeking of other exceptions and makes the staff efforts to apply the rules lack credibility in the eyes of Ministry officials and the public. A major objective in creating a modernized personnel system was the desire to replace personalized administration by systematic, objective and consistent administration. Frequent exceptions can only blunt the thrust toward that objective. If more flexibility is required than provided for in current rules, they should be modified to accommodate reasonable amounts of flexibility so that the rules can be rigorously applied.

2. One form of exception that has persisted over the years has been the use of Presidential commissions to appoint persons to positions subject to the Civil Service Law. The Civil Service Agency should continue to resist the use of Presidential commissions and should continue to bring to the President's attention the deleterious effects of that practice. If Presidential Commissions cannot be discontinued, the Civil Service Agency should define the circumstances where they are appropriate and

recommend their use be limited to such situations. Where Presidential Commissions are used, the Civil Service Agency should recommend that such appointments be made in accordance with civil service requirements and procedures.

3. The civil service should propose to the President that all contract employment proposals be reviewed by the Civil Service Agency prior to the approval of the contract. Since the Civil Service Agency has responsibility for the positions subject to the civil service, the Agency should determine, when a contract is proposed, whether the position can be filled by a Liberian citizen, whether the proposed compensation is reasonable, whether alternatives to the proposed contract should be explored and, in terms of those criteria, whether the contract is appropriate.

4. It is recommended that the Civil Service Agency review the Civil Service Act to identify ambiguities and inconsistencies with policies and practices that have evolved since the Act was passed and propose clarifying amendments. Appendix H contains the specific areas of proposed change.

5. The question of granting civil service status to current incumbents in the civil service ("blanketing in") should be reconsidered. The argument against blanketing in is that it will lock into the service a number of persons currently employed who do not possess the requisite qualifications or abilities. Although there is merit to that argument, there are serious practical disadvantages that outweigh it. First, it has never been intended that long-term employees be separated from the service solely because they have not passed the appropriate civil service examination. Thus, for a long time into the future there will be a large group of employees who do not have civil service status. This period of time could conceivably last for thirty years or more. Second, the policy has been that persons who have not passed the appropriate examination shall not be allocated to a civil service classification. The effect of this will be to perpetuate the use of nonuniform job titles and seriously hamper the standardization of salaries and the administrative facility created by uniform terminology. Third, the failure to blanket in long-term employees, who, according to Ministry personnel, have performed their work satisfactorily is the point of greatest resistance to the acceptance of the new personnel system. It creates a sense of insecurity and threat

to the employees affected and it seems arbitrary and unfair to other employees observing the policy in action. For these reasons, reconsideration of the decision not to blanket in current civil service employees is recommended.

6. The Civil Service Agency should expand its personnel management role by providing assistance through training and consultation to management of Ministries and Agencies in areas of classification, selection, discipline, performance evaluation, training, manpower planning and other personnel management fields. Consideration should be given to implementation of the recommended training in cooperation with the Institute of Public Administration.

7. The Civil Service Agency should seek early involvement in the personnel-related aspects of development planning and implementation, particularly in the rural development area.

8. The Civil Service Agency should continue to work cooperatively with the Bureau of the Budget and the Ministry of Finance to identify and define respective responsibilities, mutual relationships and collaborative opportunities in an effort to improve overall administrative coordination and control. For example, the Civil Service Agency should have an expanded role, with earlier and more extensive participation, in the GOL Budget process to ensure the budget completely reflects use of civil service approved classifications, titles, salary ranges and salary policies. In addition, the Civil Service Agency should scrutinize more closely personnel lists submitted by Ministries and Agencies to ensure they contain only approved classifications and salaries.

9. USAID/Liberia should provide additional assistance to the Civil Service Agency to contribute to its further institutionalization and to the continued modernization of the personnel system of the Government of Liberia. A periodic evaluation by an outside consultant of the Agency's policies, operations and problems, perhaps annually, would help refocus efforts, increase concentration on critical issues and keep the Agency on track toward the goal of modernization.

10. USAID/Liberia should recommend to the President that the Director-General of the Civil Service Agency be included in the President's Cabinet. This will help to ensure that personnel issues are given adequate consideration when policy and program decisions are made.

B. CLASSIFICATION

11. Upon completion of the implementation phase of the General Category Classification and Pay Plan, a process should be developed whereby all currently unallocated positions will be assigned to existing classes or to new classes created to classify them. During the initial survey of each occupational group and during the subsequent implementation phase, only a portion of all governmental positions were classified. The portion varied from Ministry to Ministry and occupation to occupation. In order to complete the process of classifying all governmental positions, unclassified positions need to be identified, information on their duties secured and action taken to assign them to existing classes or create new classes to classify them.

12. A postaudit program should be developed providing that, upon completion of implementation and a period of operation, each Ministry's and Agency's classification plan be reviewed to ensure the plan is being maintained accurately and on a timely basis.

C. SELECTION

13. At an appropriate time, the Civil Service Agency, with the support of USAID, should propose to the President that the exemption from entry-level testing for graduates of Cuttington University College and the University of Liberia be rescinded or modified. This exemption seriously weakens the merit principle in the civil service system and severely hampers efforts to raise the level of competency in the civil service.

14. The Civil Service Agency should establish a closer working relationship with clerical training centers. Skills training centers need to know what government job requirements are. A retraining program in clerical and secretarial skills also needs to be established for people presently employed by government.

15. Better testing facilities should be obtained for the Civil Service Agency - better tables, more space, ample supplies, etc. (The Civil Service Agency should be able to test more than 40 people at one time.)

16. A better selection system should be established for positions that are outside Monrovia. Some suggestions include:

    a. More frequent testing up-country;

    b. Delegation of the employment referral process to the County Superintendent's Office; and

    c. Different qualification standards for some positions in line with the education and experience qualifications of potential applicants in the rural areas.

17. Funds should be budgeted for paying test consultants to prepare new examination material.

18. Selection processes in promotional testing should be revised to include consideration of performance in addition to written test scores and seniority.

D. COMPENSATION

19. Upon completion of implementation, the salary administration plan (i.e., the plan for moving employees through the salary ranges and for determining rates of pay upon movement from one class to another) should be implemented in conjunction with the Budget Bureau.

20. The process of converting to uniform titles and salaries in the budget, which is currently underway, should be continued as further implementation takes place, new classes are created and new positions allocated.

E. ADMINISTRATION

21. In order to strengthen the internal administration of the Civil Service Agency, to make it a more effective instrument for promulgating and administering personnel management policy in Liberia and to make full use of the capabilities of the professionally trained staff, it is recommended that the Civil Service Agency develop an organization plan delegating decision-making authority for specific programs and processes to specified positions in the Agency. The plan should define requirements for reporting to the Director-General actions taken under the delegated authority.

22. To promote better communication and increased staff participation in policy and procedure development, the Civil Service Agency should establish a regular schedule of staff meetings which should include management and all technical and supervisory staff. To help ensure that the staff meetings are meaningful and productive, rather than perfunctory, the Assistant Director-General should be assigned responsibility for developing a specific agenda for each meeting. To facilitate discussion of agenda items, a staff member should be assigned to make a presentation on each item, identifying the issue, suggesting alternatives and their pros and cons and recommending an approach. A summary of policy decisions should be prepared and disseminated to all staff as these decisions are made.

23. The Civil Service Agency should designate one person in the organization, e.g., the Assistant Director-General, to have responsibility for evaluating on a regular basis all aspects of the Agency's performance and making recommendations to the Director-General for improvements.

NARRATIVE ANALYSIS OF THE PROJECT

I. BACKGROUND

As noted earlier, there had been a civil service system in Liberia for many years, however, not much attention had been given to it during the early phases of development. In the days when the country's economy was more limited, government could operate on a relatively personalized basis without many formalized records, rules or regulations. The number of government employees was less than it is today and most of those employed by government considered this employment to be a welfare benefit rather than an essential service they had to provide to the people and to the country. Often those applying for positions listed the number of children they have to support as the principle reason why they should be hired. There was an absence of job descriptions and official job qualification requirements; an absence of uniform salary scales applicable to all government personnel; and the selection system was based more on who you knew than what you knew. Recruitment of outstanding people was difficult as was retention.

The President of Liberia, Dr. William R. Tolbert, Jr., upon taking office in 1971, became very concerned that there be a competent civil service workforce to implement his policies. He felt that the absence of such a workforce would greatly hamper his programs. With rapid technological, economic and social development, a more effective personnel system had to be developed. The goals he decided upon for improvement were not new, but they did require tremendous energy and dedication. Specifically, the goals identified were:

1. To train the staff of the Civil Service Agency to operate a modern and effective civil service system;

2. To develop and implement an effective and accurate central personnel record-keeping system;

3. To treat public employees fairly in matters of pay, employee benefits and discipline; and

4. To fill positions on the basis of merit - as a result of requiring applicants for government jobs to possess suitable qualifications and demonstrate their potential against that of others on a competitive basis.

The President's first step toward reaching these goals was taken with the enactment of a new Civil Service Law on July 19, 1973. This Law laid the groundwork for future development. However, a law does not create change. Implementation of these

goals and concepts had to occur and this became the next major task. In September 1974, the California State Personnel Board began its cooperative effort to provide the necessary assistance to achieve the goals laid out by the President.

II. POSITION CLASSIFICATION

As the problems of personnel administration in Liberia were considered, it was decided that the installation of a position classification plan was a fundamental precondition to the solution of these problems. Position classification does not solve the problems per se, but it is an indispensable tool for their solution. Position classification makes the following objectives accessible:

1. Better Compensation Practices

   Position classification permits the systematic comparison of jobs based on the kind of work performed and the level of responsibility so that salaries can be set that will be equitable and competitive.

2. Better Management of the Work Force

   The classification of positions with similar requirements and responsibilities into classes with descriptive titles will provide information not previously available. With this kind of categorization, efforts at manpower planning and work measurement can be meaningful and successful.

3. Improved Budgeting and Position Control

   Staffing requirements can be related directly to program objectives and budgetary considerations. The focus of attention and the basis for planning and control becomes the work that needs to be performed and this can be measured objectively.

4. More Effective Selection and Training

   Position classification describes the duties and responsibilities of a class and also the basic education and experience needed to perform such duties. This permits the design of examination material which relates directly to the duties of the position and encourages recruitment aimed directly to those people who are most likely to

possess the desired skills. It also identifies the skills needed for successful performance of the work which is the basic knowledge needed for the development of effective training programs.

5. Equality of Treatment in Personnel Matters

Position classification provides a basic framework from which to devise policy, guidelines and standards for personnel management to ensure more equal treatment for civil servants, regardless of where they work.

6. Better Understanding of the Personnel System

Position classification provides uniformity and internal consistency which results in a simpler and more readily understood system. Officials, supervisors and managers should all benefit from increased knowledge of how the system works and what is expected of each. Career ladders are clarified and promotional opportunities for qualified officials should be increased which, in turn, should lead to greater employee satisfaction.

A. CLASSIFICATION SURVEY

Work directed toward the establishment of a position classification system began immediately upon arrival of the project team in September 1974. It was decided to concentrate on an occupational approach in developing a classification plan, that is, by subdividing government employment into various categories of employment, e.g., Clerical, Administrative, etc., and working on each group serially. We also made provision for working on developing Ministrywide classification plans for those Ministries that wished to proceed immediately with the development of a classification plan for all their positions. Only the Ministry of Finance elected to take that option so our major effort was concentrated on the occupational approach.

Our work began with the Clerical Category of employees. We chose to begin with this group because it is numerous, it exists in all Ministries and Agencies, it is viewed as being the most cohesive group and positions are readily identifiable by employees and administrators.

The objective in developing this classification plan was to describe systematically the kinds of work currently performed by all civil service employees in the Clerical Category. In order to do this, it was necessary to conduct

a survey to find out what kinds of clerical work were being done. On June 18 and 19, 1975, the Civil Service Agency distributed to each agency of government a circular letter explaining how the survey of positions in the Clerical Category was to be conducted. Accompanying each letter was a list of the positions to be surveyed, a position classification questionnaire for each position listed and a supply of booklets designed to explain position classification to employees. On June 24 and 26 the Civil Service Agency conducted a seminar for all personnel administrators and their staff to orient them to position classification and to inform them about the procedures to be followed in the survey and the development of the classification plan. Only eight Ministries and two Agencies attended, although all were invited to send representatives.

Every Ministry was requested to have each of its clerical employees complete a position classification questionnaire and to return the completed questionnaires to the Civil Service Agency. All but two government Agencies cooperated, and the Civil Service Agency staff thoroughly reviewed each form received. Based on this review, a sample of positions was selected for audit. Audits were conducted through personal interview of employees in 14 government Ministries and Agencies. Interviews were not held in those organizations which did not return the questionnaires and in seven organizations which returned the questionnaires late.

A sufficient number of employees was interviewed to provide a representative cross section of all clerical work in the government service. In addition, if the information on a questionnaire was incomplete or unclear, the employee who filled out the questionnaire was interviewed. Various administrators and supervisors also were interviewed to obtain an overview of the clerical work carried out in their organizations.

Based upon the information obtained through the questionnaires and interviews, the Civil Service Agency staff grouped positions with similar duties and responsibilities into classifications. Fifteen classifications were necessary to describe all the different kinds of clerical work being done. Written specifications were developed for each of these classifications. These 15 classifications, along with four others developed at a later date, comprise the clerical classification plan.

The classification survey and the development of class specifications took longer to accomplish than expected and the difficulty in staying within elapsed time estimates was a problem throughout the duration of the Project. In addition to probably overly sanguine initial time estimates, there were several factors that contributed to this problem. First, during the greater part of the Project there was a very small and untrained technical staff at the Civil Service Agency. Consequently, the members of the Project team were frequently called upon to perform tasks for the Civil Service Agency, that, while constructive and useful, were not directly related to Project activities. At the beginning of the Project the Director-General made it clear that he wanted Project staff to act as the line, technical staff of the Civil Service Agency and not as advisors. Because of the lack of trained Liberian staff and the need to meet day-to-day operating demands, the Project staff did assume line functions at the Agency. Second, the level of cooperation and responsiveness of the Ministries and Agencies was disappointing. Representatives of Ministries and Agencies failed to attend seminars explaining Project activities, failed to follow-up on the distribution and collection of questionnaires and often did not feel they had authority to take action without clearance from the highest level in their organizations. Of course, they were faced with competing priorities for their time and in many cases the personnel and budget units of the Ministries and Agencies were understaffed and poorly trained and thus unable to respond effectively to our requests. A third factor contributing to delay was physical: the inadequate telephone system hindering communications; frequent breakdown of vehicles and other equipment, such as duplicating machines; and the difficulty in getting satisfactory maintenance and repair services.

In other phases of the Project, delays occurred as a result of two other factors, the lack of coordination among Ministries and Agencies and the slow pace of the Cabinet Committee Review Process. The administrative activities of the Government of Liberia are characterized by a low level of inter-Ministry cooperation and coordination. It was difficult, and at times impossible, to secure joint or simultaneous action by Ministries and Agencies on a common problem. Attendance at meetings was sporadic and meeting commitments necessary for coordinated action was inconsistent. At times, Ministries and Agencies failed to perceive the relevance to their operations of

other Ministries activities or were unconcerned until it became a serious problem to themselves. These difficulties took time to work out that was not fully planned for.

The Cabinet Committee Review Process took an inordinate length of time to complete. On issues of great significance, such as the Classification and Pay Plans, and rules and salary policy recommendations, the President would appoint a committee of Ministers and Agency Heads to review the proposal and submit recommendations to him. Because of the time demands on persons occupying such positions, it was difficult to arrange for Committee meetings. Nevertheless, the average length of time for Cabinet Committee Review was over six months and in one case was almost one year. Most of this time was spent in waiting for committee meetings to be scheduled. Because we could not implement until we had received Presidential approval and the President would not act until his Cabinet Committee had reported its recommendations to him, much time was lost and the Project timetable was seriously disrupted.

B. CLASS SPECIFICATIONS

Following completion of the survey, the questionnaires and duty statements were sorted and grouped together based on the type of work performed and the level of responsibility exercised. From this initial grouping, tentative classifications were proposed with the objective of ensuring their suitability for selection and compensation purposes. That is, we wished to group together positions that are sufficiently alike in knowledges, abilities and qualifications required that the same test could be fairly used for selection for all positions and sufficiently alike in level of responsibilities that the same pay range could be applied with equity. When we had satisfied ourselves on those points, a class specification describing each classification was prepared. Each specification contained a title, a definition of the class, examples of duties and qualification standards that enumerated the knowledges and abilities required to do the work and the minimum level education and experience required. These class specifications were then discussed with Ministry and Agency personnel to ensure their accuracy and utility. Following that step, the proposed classifications were assigned to salary ranges and a report to the President was prepared requesting his approval of the establishment of the proposed classes. After the Cabinet Committee had reviewed the proposal and made its recommendations to the President and the President gave his approval, the process moved to the implementation stage.

C. IMPLEMENTATION

During the survey preliminary to preparing class specifications, the rate of response in returning questionnaires was about 50%. This was adequate to develop a classification plan but more complete coverage was needed for implementation. Thus, we undertook another data collection effort aimed at getting job information from those positions that had not responded on the original survey. When this information had been collected and analyzed, each position was assigned to one of the new classes. This process of allocating positions to classes culminated in the preparation of an allocation listing for each Ministry and Agency that contained every position in that occupational group working in that organization for which we had received job information. That listing showed the old position title, the current salary, the new class title and salary range, the incumbent's name, whether or not the person had passed a civil service examination appropriate to his position and whether the position was underpaid, overpaid or paid within the salary range for the new class. Each Ministry and Agency was then asked to prepare a Personnel Action Notice covering those positions occupied by incumbents who had passed an appropriate civil service examination. When approved by the Civil Service Agency, the Budget Bureau and the Ministry of Finance, this notice had the effect of giving the incumbents civil service status, changing the title of the positions, flagging overpaid positions and granting a pay increase for underpaid positions. (The latter action was a result of the recommendation to the President that persons paid below the minimum step of the salary range for their new classification should have their salaries raised to the minimum step, if they had passed an appropriate civil service test.)

The same implementation sequence was followed for all four employee categories, Clerical, Administrative, Fiscal and Professional and General. One significant variation took place in the development of the classification plan for the General Category. Since many of the employees in this category are semiliterate or illiterate, data collection was done primarily by means of interviews, both group and individual, at work locations. This technique was very successful and had the added advantage of giving an opportunity to explain the Project purposes, clarify misunderstandings and answer questions from a group of employees otherwise inaccessible to us.

D. CIVIL SERVICE RULES AND PROCEDURES

Simultaneously, with the development of the Clerical Classification and Pay Plan, the Project worked on the

creation of a body of rules implementing the Civil Service Act and formalizing the major features of the operating procedures of the Civil Service Agency.

The Civil Service Rules include definitions of terms; a description of the classification plan, its features and authority to interpret and modify it; methods for filling vacancies; certification of eligibles for appointment; status rights of civil servants; requirements governing discipline and absences; and the outline of a grievance procedure and appeals system. In short, it is a comprehensive summary of the new personnel system. The Rules were submitted to the President for approval in February 1976, and approved in August. In November 1976, a two-week seminar for personnel officers and administrative officials and a one-week seminar for personnel clerks were held to familiarize Ministry and Agency personnel with the new Rules and with the new Personnel Transactions System.

E. PERSONNEL TRANSACTIONS SYSTEM

While working on the Civil Service Rules, the Project also began the development of detailed operating procedures for the system that would document personnel changes (appointments, promotions, transfers, terminations, etc.), and provide the information necessary for creation of an employee roster, a record of the civil service employment of all civil servants. The basic document in this system is the Personnel Action Notice, the vehicle by which Ministries and Agencies inform the Civil Service Agency and the Bureau of the Budget of proposed actions and request their approval. A requirement was established that no person could be appointed to a civil service position until a Personnel Action Notice approved by both the Civil Service Agency and the Bureau of the Budget had been received by the Ministry of Finance Payroll Section. The Ministry of Finance agreed no longer to honor requests from Ministries and Agencies to put persons on the payroll directly without Civil Service Agency and Bureau of the Budget clearance.

A series of circular letters were prepared and distributed to all governmental agencies describing the new system. This was supplemented by personal visits and training seminars. In addition, procedures for the processing of the documents within the Civil Service Agency were established. New forms were devised (with the cooperation of the Bureau of the Budget), printed and distributed to all agencies along with detailed instructions for their use.

At the Civil Service Agency, Personnel Action Notices are scrutinized to determine the proper classification of the position, whether or not the salary proposed is appropriate and whether the individual proposed for appointment has eligibility for appointment. Once these steps have taken place and the Director-General has approved the Personnel Action Notice, it is sent to the Roster Unit which prepares a Roster Card for the individual affected, enters the pertinent employment history information on the card and adds the card to its file. Then the Personnel Action Notice is sent to the Bureau of the Budget for their review and approval. From there it goes to the Ministry of Finance Payroll Section where the indicated change to the payroll is made.

In an effort to promote the maximum coordination and cooperation between the Civil Service Agency, the Bureau of the Budget and the Ministry of Finance, a special short-term consultant was added to the Project staff in 1977. He was asked to review the current personnel-budget-payroll interface, examine the proposed process and recommend modifications to meet the needs of the three organizations providing control over total dollars spent, classification and salary. He was also asked to help clarify and define the roles of each agency in the context of Liberian administrative mores. Both Bureau of the Budget and Ministry of Finance welcomed this assistance and it proved particularly useful in generating greater awareness of each others' points of view and problems, and in encouraging mutually beneficial dialogue among the three agencies. As a result, changes were made in the proposed Civil Service Agency procedures that facilitated activities at the Budget Bureau and Ministry of Finance while still enabling the Civil Service Agency to carry out its responsibilities.

The major contribution of this consulting project, however, was in creating a well-accepted delineation of responsibilities between the three agencies. Hitherto, each agency acted independently of the others and had no confidence in the reliability of the others' actions. Consequently, there were frequent jurisdictional disputes and duplication of effort (which often conflicted). The work of the consultant helped to resolve these problems, to engender a greater sense of confidence in the capabilities of each of the agencies, to create a freer flow of communication and cooperation and to develop a mutual respect that is critical to the success of a coordinated effort.

The Personnel Transaction System has been very well accepted throughout the government service. Instances of Ministries and Agencies attempting to circumvent the clearance process have become rare and the Ministry of Finance Payroll Section will not accept them. The President still receives proposals from Ministries and Agencies to appoint persons to civil service positions by means of Presidential commissions (which require no testing to determine whether the persons have the necessary qualifications) but the number has diminished over the years and the Civil Service Agency raises questions with the President when a commission is proposed to fill civil service positions.

III. COMPENSATION

At the time the Civil Service Development Project began, each position in government was paid a specific salary rate. In many cases these rates did not reflect the level of duties and responsibilities assigned to the position, the tenure of the incumbent or performance achievements. There was wide variation in salary rates for similar types of work and there was no systematic, objective method by which salary increases for any purpose could be assessed. A major component of the Project was designed to bring order to this aspect of personnel administration.

A. INTEGRATED SALARY SCHEDULE

The first step in bringing order to salary administration was the construction of an integrated salary plan.

A salary plan is a logical, systematic way of compensating employees. Ideally, rates of pay are related to the duties and responsibilities of each employee so that employees with greater responsibilities and more difficult duties receive more pay than those with less responsibility and easier duties. Salaries also should be reasonably competitive with salaries offered by other employers for similar jobs. In addition, the plan should provide for recognition of meritorious performance so that employees with longer satisfactory service receive more pay than those who have been less than satifactory or who have worked a shorter period of time in the same type of job.

An integral part of the salary plan is the salary schedule - the list of approved salary rates which may be used. The salary schedule also should be logical and systematic. Ideally, the difference between the various

rates and ranges in the schedule should be consistent, and overlapping rates and ranges should be arranged or "integrated" so that movement of an individual from one range to another can be accomplished easily. Adoption of a salary schedule does not mean that all pay rates and ranges listed in the schedule will be used. In fact, many rates of pay and some ranges will not be used, whether the rates of pay and some ranges will not be used depend upon the salary plan itself. The salary schedule merely provides the framework for the plan; it is the salary plan that governs which rates of pay in the schedule actually will be used.

A second integral part of the salary plan is a systematic, logical way of deciding what salary rate to pay each employee. When an organization utilizes a system of position classification, employees are paid in accordance with their duties and responsibilities, and the classification plan is the means by which duties and responsibilities are evaluated and pay ranges determined.

The official civil service salary schedule for the Republic of Liberia has the following characteristics:

1.	Minimum salary step of the lowest salary range	$ 661 p.a.
2.	Maximum salary step of the highest salary range	17,387 p.a.
3.	Number of salary ranges	31
4.	Percentage difference between each salary range	10%
5.	Number of salary steps in each salary range	8
6.	Percentage difference between salary steps	5%
7.	Percentage difference between the minimum and maximum salary steps of each salary range	41%

The salary schedule was submitted to the President for approval at the same time the Civil Service Rules were presented and was approved in August 1976. It was decided that in the interests of employee equity the step increments in each salary range should not be used until

the entire classification plan had been created and implemented. In the interim, only the minimum and maximum steps of each range were used as guidelines in judging the appropriateness of a proposed salary.

B. PLACEMENT OF CLASSES INTO SALARY RANGES

In developing a salary plan for any occupational group, several "key" classifications are selected first. These form the base or foundation upon which the rest of the plan is built. After salary ranges are established for the "key" classifications, all other classifications in the occupational group are valued in relation to them.

We selected three "key" classifications for the clerical salary plan: Clerk II, Clerk Typist and Secretary. These jobs are well defined and easily understood, and a limited amount of information is available regarding salaries paid for these kinds of jobs by private employers. We computed the average salary currently being paid by the Republic of Liberia for these jobs, and we compared this average salary with the limited data available to us on salaries paid by private employers. A salary range then was selected for each "key" classification that reasonably reflected current salary rates, both within and outside government. For example, in 1976, the average salary paid by the Republic of Liberia for Clerk II was $1,928 per year. Out data indicated that private employers paid approximately $2,339 for this type of work. Therefore, for Clerk II we selected range 11, which has a minimum salary step of $1,755 and a maximum of $2,470.

Salary ranges then were selected for the remaining clerical classifications. In doing this, the typical duties and responsibilities of positions in each classification were compared to those of positions in the "key" classifications to determine whether their salary ranges should be higher, lower or equivalent to the ranges for "key" classifications.

Based on this analysis, the fully qualified journeyman File Clerk and Survey Interviewer were placed on the same range as the Clerk II, which is the fully qualified journeyman level general clerical worker. Account Clerk was placed one range higher than Clerk II and on the same range as Clerk Typist because of the special knowledge required by those positions and the generally higher rates of pay prevailing for Account Clerk.

Salary differentials of three ranges were established between classifications in the same series to recognize differences in the level of difficulty of the duties and responsibilities assigned to typical positions in the classifications. For example, in the general clerical series, the entry classification, Clerk I, describes entry-level positions in which incumbents are learning, as well as performing, routine clerical duties. It is placed 3 ranges below Clerk II, the fully qualified, experienced worker level. Senior Clerk, which describes positions that supervise other employees in addition to personally performing the most difficult work, is 3 ranges above Clerk II. In this way, each clerical classification was assigned to a salary range. The same process was followed in assigning classes to salary ranges in the Administrative, Fiscal and Professional and General Categories.

The following policies were adopted to govern the initial administration of the salary plan.

1. Any incumbent already earning more than the maximum salary step of the salary range for the class to which his position was allocated was "frozen" at his current rate of pay and will not receive a salary increase until such time as the salary range for his classification is increased above his current rate of pay.

2. No appointing authority may hire anyone at a salary rate above the maximum salary step of the salary range for the classification to which the position is allocated, nor can he increase any employee's pay to cause it to go above the maximum salary step of the salary range for his classification.

3. All new hires normally will be hired at the minimum step of the salary range for the classification to which the position is allocated. No appointing authority can hire anyone at a salary rate below the minimum salary step. Under standards published by the Civil Service Agency, a new employee may be hired at a rate above the minimum of the range if he possesses extraordinary qualifications or years of experience which make the knowledges and skills of that person clearly of more value than others who could be hired for the position. Hiring above the minimum also may be allowed, with the Civil Service Agency approval, in cases where recruitment of qualified persons is extremely difficult.

4. Because the proper classification of a position is the very justification for its salary level and the classification of a position is based upon its assigned duties, all Personnel Action Notices must have attached a job description for every position listed on the Personnel Action Notice. The Civil Service Agency will review the job description and either approve both the class title and salary or return the Personnel Action Notice to the organization from which it originated with a statement that a different class title and/or salary is appropriate.

5. All satisfactory employees will be paid a salary rate at least equivalent to the minimum salary step of the appropriate salary range. A salary below the minimum salary step of the appropriate salary range can be retained for an employee only if the appointing authority certifies that the employee's performance is below standard and a plan for improvement with a time limit for achieving the improvement is prepared. Such certification and the plan for improvement must be in writing and a copy given to both the employee and the Civil Service Agency.

The salary of all other employees whose current pay rate is more than 5% below the minimum salary step of the appropriate salary range must be increased to the minimum salary step of the range. (This policy is necessary to ensure that salary increases are not granted to incompetent or inefficient employees and to ensure that an attempt is made to improve the performance of those who are below standard.)

C. SALARY RECOMMENDATION PROCESS

In order to ensure that there would be a systematic process for considering the need for salary changes for civil servants, the Civil Service Agency prepared a proposal to the President discussing the issue and recommending a procedure. The proposal recognized that the Government of Liberia is by far the largest single employer in the nation and that salary increases for civil servants could have significant financial and economic impact throughout the nation. We recommended that in considering salary increase proposals, a variety of factors should be assessed. Principal among these were revenue estimates, preliminary budgetary estimates, changes in the cost of living, relative change in compensation paid by private sector employers for similar work, recruiting and retention problems, and inequities and inconsistencies in the existing governmental salary

plan. Primary weight was assigned to the first two factors. We recommended that an interagency committee composed of the Ministers of Finance and Planning and Economic Affairs and the Heads of the Civil Service Agency and the Bureau of the Budget be established to consider annually the question of salaries for civil servants by examining the factors enumerated above and to make a recommendation to the President. The proposal was accepted by the President upon the recommendation of a cabinet committee with one change: that the Civil Service Agency make the recommendation to the President each year rather than a special committee.

Accordingly, in 1977, the Civil Service Agency inaugurated the process of gathering and analyzing the information necessary for the development of a recommendation. Data on revenue estimates, budget projections and cost-of-living changes were secured from the Ministry of Finance, the Bureau of the Budget and the Ministry of Planning and Economic Affairs, respectively. The Civil Service Agency designed a salary and benefits survey to ascertain private sector rates of compensation for certain bench mark classifications in government service. Private sector employers were contacted, compensation data was collected, arrayed and analyzed. In this stage of the process we encountered significant difficulties. Some employers were not responsive to our requests despite repeated efforts and entreaties, many employers did not have the relevant information readily accessible or did not have complete, consistent records, and making reliable job matches was not possible. Despite these problems, we persisted and completed the survey although it was not as extensive as we had hoped. It did provide information on prevailing compensation for some positions and gave us a base for charting the trend of changes in compensation by private employers from year to year.

We also circularized governmental Ministries and Agencies to get their views on salary needs and problems, to give us information on recruiting and retention problems they may have been experiencing and to advise us of serious internal salary inequities that might exist within their organizations. We also asked for their recommendations as to the need for salary changes for civil servants and their priorities in this area - if salary changes were believed to be needed.

After considering the information from all sources, the Civil Service Agency prepared its first annual report to the President on Civil Service Salaries in February 1978. The second annual report will be submitted to the President in February 1979.

In addition to the annual salary recommendation responsibility, the Civil Service Agency was directed by the President to prepare salary guidelines for budget preparation and the Director-General of the Civil Service Agency was added to the President's Budget Committee to insure that salaries proposed in Ministry and Agency budgets were in conformity with approved salary ranges for different types of work and within the salary guidelines. Thus, the Civil Service Agency had become the central agency in governmental salary setting and a major institution in the system of administrative control for the Government of Liberia.

D. SALARY ADMINISTRATION

The original conception of movement of an individual from one step to the next in the salary range for his class called for an annual increment of 5% upon completion of each year of meritorious service until he reached the maximum of the salary range. Because of the width of the salary ranges (approximately 41%) and the potential escalatory effects of a largely automatic salary advancement policy, a new approach was devised. In this approach, an individual could move to the fifth step of the salary range by receiving an annual increment of 5% for each year of meritorious service. However, movement beyond the fifth step would be limited to those individuals who demonstrated outstanding performance. Accelerated movement through the first five steps would also be possible for those persons who were outstanding performers. This increased emphasis on compensation related to performance should serve as an incentive to improve performance and as a reward for outstanding contributions.

A salary administration policy was devised to govern the movement of persons from class to class within the Civil Service. It was designed to provide for consistent and equitable treatment of employees throughout their careers. Training in this policy was given for Personnel Officers and Personnel Clerks and a circular letter describing the policy and how it should operate was distributed to all Ministries and Agencies.

It was decided not to put the salary administration policy into effect until all components of the classification plan had been implemented. We concluded it would be unfair and unwise to permit annual increments to some employees and not to others solely on the grounds that the classification plan affecting one had been developed and implemented before the other. Once implementation has been completed for all groups, the salary administative plan should be put into effect by the Civil Service Agency working in conjunction with the Bureau of the Budget.

IV. SELECTION

The Civil Service Agency had been giving multiple-choice tests for a few selected positions for many years, but these tests were general in nature and did not really measure job-related skills, knowledges and abilities essential to success in a given job. A Test Administration Section existed, but no work was performed by the Agency in the areas of test development, recruitment, or certification to Ministries of qualified persons.

"Minimum Qualifications" for positions in government did not exist. When a vacancy occurred, a Minister or a high level government official established what he felt were reasonable requirements for the job and then he personally recruited someone for the job. Concepts of competition or of comparing people with similar qualifications against one another to select the one with the highest potential for success in a given position was absent from the selection system. In essence, anyone could be hired to work in government in any job - and selection was based more upon who you knew than what you knew.

Our project goals, therefore, were aimed initially at introducing merit selection concepts into the civil service system. Our strategy centered on the training of staff already employed at the Agency, developing job "classes", establishing "Minimum Requirements", and developing and using objective, multiple-choice tests for selection for the most common government positions.

A. TRAINING

Civil Service Agency staff employed at the time the Project began were given specialized training in both administrative and technical aspects of examining. Special seminars were held with Ministry, Agency and Bureau Personnel Officers and selection "manuals" and memorandums were prepared that outlined selection changes, policies and procedures.

All training was tailored to meet the needs of Liberia's developing program and to assure that Agency staff would be able to administer the selection program on their own as soon as possible. Day-to-day advice and guidance were given by the advisors to help resolve problems as they arose and to provide overall program direction.

In conjunction with these efforts, several public information efforts were also initiated to inform government employees and the general public of our changing

selection program. These included radio and television discussions of the Civil Service Program, and articles for magazines and the newspaper.

B. EXAMINATION DEVELOPMENT

At the beginning of the project, we reviewed the tests being given by the Civil Service Agency. After careful study, we concluded that these tests were too general in character to be reliable instruments for selection purposes. An immediate dilemma occurred - there was an urgent need to assure that those entering into government positions were at least minimally qualified, yet we had no specific job "classes" or "Minimum Requirements" for government positions.

As a result, we decided to develop and administer several "GENERAL CLERICAL" and "GENERAL ADMINISTRATIVE" aptitude type tests to meet the need for more relevant tests in these areas until specific classes and specific tests could be created.

Between March 1975 and December 1977, 46 tests were developed. Tests were developed as classes were created - first, clerical tests, then administrative, fiscal and subprofessional tests. Emphasis was given to developing relevant, job-related tests. Job audits were conducted to ascertain the critical elements of positions in the various classes, and discussions were held with managers and supervisors to confirm proper test coverage.

Procedures for application review, test administration, test scoring and test security were also prepared and equipment necessary for reproduction, storing and the destruction of test material purchased.

C. SPECIAL FACTORS AFFECTING SELECTION

Because Liberia was (and is) a developing country, there were environmental factors that had an impact on the nature and character of the selection program eventually established. Specifically, test equipment was difficult to obtain and difficult to maintain. Often when a machine or a testing item broke down, spare parts or replacements were unavailable. Supplies (including paper, staplers, stencils, ink) were also often difficult to obtain.

In addition to these problems, many businesses or homes did not have telephones, or if they did, they did not work all the time. There was no formal street address system and thus mail service, in addition to being slow, was often unreliable. Finally, there were frequent power

failures which meant that there was no electricity to run machines, etc. All these factors made it difficult and very time consuming to develop and administer a selection program.

Consideration was given to introducing relatively sophisticated machines for test assembly and test scoring, but because of these environmental factors, simple forms, procedures and machines were utilized. Hand scoring of tests and manual preparation of tests proved to be the most practical approach for selection in Liberia.

D. TEST DEVELOPMENT UNIT

In January 1978, several participants returned from studies in the United States and were assigned to test development. These new persons were given training in technical selection development and by May 1978 they were running the Agency test development program.

A testing reference file was established which contained multiple-choice test items that could be used for new tests being developed. This file covered traditional subjects of merit testing like spelling, arithmetic, reading comprehension, and reasoning tests as well as subject-matter material on management, supervision, law enforcement, engineering, and other specialties.

During the period this Unit was in existence, a substantial number of new subject matter and aptitude type multiple-choice items were prepared. In addition, the Unit was able to devote some time to item analysis and test research activity to determine and improve upon the effectiveness of selected tests.

E. SPECIAL TEST DEVELOPMENT EFFORTS

It was most gratifying to note that the selection program began to gain recognition and acceptance by some of the more important Ministries of government. In late 1977 and again in the early part of 1978, the Civil Service Agency was asked to prepare tests for government positions that were not covered by the Civil Service Act. The National Police Force asked that tests for Patrolmen, Sergeant, Corporal, Captain and Lieutenant be developed. The Ministry of Justice asked that a test for Correctional Officer be developed and the Special Security Forces at the Executive Mansion asked that tests be developed for its personnel. All these tests were developed and the Civil Service Agency administered them for the respective organizations. They proved to be quite

successful and we believe they will materially aid these organizations in upgrading the quality of their personnel.

F. CERTIFICATION

The certification process is an extremely important aspect of the merit selection process, for it is through this technique that the best qualified people get referred to Ministries for job opportunities. Historically, people had gone directly to Ministries or Managers and sought jobs. The Civil Service Agency merely heard of appointments after the fact. So our goal was to establish a system whereby the Civil Service Agency would become responsible for referring qualified persons to Ministries for consideration for job opportunities. In addition, the concept of competition and selection from among those who had the highest test scores would also be sought.

Civil Service rules to this effect were established. All persons passing a test were to be placed into 1 of 5 standings, depending on their test score:

Standing	Test Score
1	95 - 100%
2	90 - 94
3	85 - 89
4	80 - 84
5	75 - 79

When a vacancy occurred, the Civil Service was to be informed and they were to refer from the eligible list persons from standing 1. If there were not sufficient people available in category 1, then those in category 2 were to be referred and then category 3, and so forth.

A special Certification Unit was established in January 1977. Their first task was to develop an applicant exam history and eligibility system. A simple card system was designed and established which would permit the continuous merging of the test applicants and eligibles. However, due to inaccuracies in the original data base and staff turnover, it took approximately 14 months to get the card system fully operational.

In addition, because of the difficulties associated with communicating with applicants and Ministries (due to the mail and telephone system), the certification system originally envisioned proved to be too slow and cumbersome for the needs of government service. There was resistance

to requesting Civil Service Agency assistance before hiring commitments were made. The old procedure of people going directly to Ministries, Agencies and Bureaus and obtaining employment before informing the Civil Service Agency continued to prevail. This led us to conclude that we should try to achieve some middle position - to gain acceptance of the concept that Ministries should submit requests to the Civil Service Agency before they made hiring commitments and that persons hired at least have to pass a civil service test. Our goal of a certification system with referral of those with the highest test scores was deferred to a later stage in the evaluationary process of the Liberian personnel system.

G. OUT-OF-TOWN TESTING

Once each year we held civil service tests in the major cities of each county - Buchanan, Gbarnga, Greensville, Harper, Robertsport, Sanniquellie, Voinjama and Zwedru. These tests were given to enable those already employed by government in those locations, high school graduates and others qualified for government positions to take our exams without having to make a special trip to Monrovia.

At first, we found that arrangements for tests and publicity were not adequately made and that few people actually showed up for testing. We wrote to the Superintendents outlining the importance of our testing program and made special efforts to improve our testing results. During 1978 we began to send a staff person to the out-of-town testing locations in advance of the testing date to assure that the test was adequately publicized and to assure that all arrangements were made.

Occasionally we also went to out-of-town locations to conduct special tests at the request of various Ministries. For example, we tested Ministry of Health personnel in Tubmanville and Bomi Hills, and we tested for Correctional Officer for the Ministry of Justice in Tchien.

In all, over 2,000 people were tested in out-of-town testing locations during the life of the project.

H. EXEMPTION OF COLLEGE GRADUATES FROM CIVIL SERVICE TESTING

In January 1978, the Civil Service Agency was informed that the President had approved the recommendation of a cabinet committee to exempt graduates of the University of Liberia and Cuttington College University from

testing for entry into the civil service. No reason was given for this decision except that University graduates had been exempted from testing under a provision of the law governing civil service prior to 1973. The current Civil Service Act contains no such exemption.

We were very concerned with the deleterious effects of that decision on our ability to achieve the project goals of improved employee selection and raising the caliber of the civil service.

The exemption presented more of a qualitative than a quantitative problem since it affected no more than 15% of new hires per year. However, the exemption applied to those positions that are the port of entry for technical and administrative personnel, those employees who will be the backbone of the civil service and the source of its future leaders. Because of the importance of this group in the civil service, it is vital that the highest standards for selection be maintained. This is true in any personnel system in order to maintain the quality of the workforce. It is doubly true in Liberia where the government has set out on a conscious, concerted effort to raise the quality of the civil service, to eradicate the deficiencies that exist, and to eliminate those practices that have resulted in a work force that is unable to meet the heavy demands put upon it. The exemption from testing meant a return to the past practice in which agency heads had unfettered discretion in hiring college graduates. Although agency heads naturally enjoyed that patronage power, the consequence of that discretion are everywhere apparent.

From the standpoint of the project, the consequences of the exemption decision were that:

1. The major aim of elevating the quality of the civil service became much more difficult to achieve.

2. The specific goal of installing a merit selection system throughout the civil service (except the General Category) could not be achieved.

3. It inhibited further refinement of merit selection practices by preventing the requirement that the best available candidates be hired.

4. It created an anomaly in the selection system that weakens the merit principle by providing a precedent for exemptions for other categories of employment.

5. The time spent on developing several tests was wasted.

For those reasons, we requested reconsideration of that decision. Unfortunately, we were unsuccessful. Because of the serious consequences of that decision, we have recommended that the Civil Service Agency seek to have the decision rescinded or modified at an appropriate time within the next two years.

I. CONCLUSION

Throughout the life of the Project, we endeavored to review and refine the Civil Service Agency's selection program. Our objective was to establish the elements of merit selection and assure that these elements would continue to evolve after the Project was concluded. We feel we have been successful in this endeavor. This is not to say that what exists is complete and need not be modified. Selection must of necessity change to meet changing needs of government service. Our work established the broad selection framework. Primary emphasis was given to creating simple, understandable, and acceptable policies and procedures. Reasonable "Minimum Qualifications" were established for all civil service classes. Test development efforts focused mainly on entry-level classes. Further developmental work should be conducted for promotional testing, for refining the certification process and for out-of-town testing.

V. TRAINING

One of the most significant aspects of the Civil Service Development Project was the development of a trained staff capable of operating the new personnel system for the Government of Liberia. There were four main features to this staff development effort: (1) professional training leading to a Master's Degree in Public Administration at California State University at Sacramento for the group to become the Civil Service Agency professional staff; (2) internships and summer work experiences for the group at the California State Personnel Board and other city, county and State agencies in the Sacramento area; (3) classroom and on-the-job training upon their return to Liberia; and (4) the development of a policy and operations manual detailing all aspects of Civil Service Agency activities.

A. PARTICIPANTS AT CALIFORNIA STATE UNIVERSITY AT SACRAMENTO

The contract originally called for long-term academic training leading to a Master's Degree for twelve persons.

This was later increased to nineteen. In 1978, two additional persons were sent for training to replace two who had not completed the academic course work. Thus, during the course of the project a total of twenty-one persons were selected for academic training in the United States. Seventeen have completed their work, received their degrees and returned to work at the Civil Service Agency. The final two participants will complete their training in January 1980.

All participants sent for graduate study in the United States were selected by means of a screening process that utilized the Administrative Aptitude Test that we developed for use in Liberia. In addition to the written test, we used an interview and curriculum vitae review. The very high success rate of the participants in graduate school attests the value of the selection process and is a tribute to the hard work, perseverance and dedication of the students. California State University at Sacramento provided substantial assistance to the participants in helping solve problems and facilitating their adjustment in a foreign university setting.

Just before the final two participants were selected for study in the United States, the University advised us that it had changed its entrance requirements by requiring that all students, not only Americans as in the past, achieve a satisfactory score on the Graduate Record Examination (GRE). This requirement had not been applied to any of the previous participants. Since we wanted these last participants to have the same training as earlier participants and since they would not have an opportunity to take the GRE before the new semester began, we asked for an exception to the entrance requirements for these two participants. We argued for the exception on the grounds of consistency, uniform treatment, the special nature of this participant training program, and the dubious validity of the GRE applied to foreign students. The University agreed to accept the students on a trial basis but still insisted they take the GRE. Neither student scored sufficiently high on the GRE to meet the new entrance requirement but they were performing so well in their classes that the University permitted them to continue. After one full semester and a summer session in which the students were highly successful, the University relented and waived the new entrance requirements for these two participants. They are expected to complete the program and receive their degrees in January 1980.

B. TRAINING IN CALIFORNIA

In addition to the academic training program, all participants took part in a training program designed to provide an intensive exposure to the operations of a central personnel agency on a day-to-day basis. The training program stressed observation of and participation in actual work processes relating to the maintenance of the position classification plan, selection, compensation, personnel transactions and personnel management. An example of one training program is shown in Appendix F.

All participants also completed internships in a variety of city, county, and State agencies in the Sacramento area. These internships provided the participants with an opportunity to observe the personnel operations of line organizations and to work on special studies and projects that gave them direct experience in operating agency personnel matters.

In the main, the participant training program largely achieved its objectives. The exposure in detail to a functioning position classification system gave the participants an insight into position classification that cannot be secured from academic instruction alone. It prepared the Liberian staff to cope with the problems of a personnel system that would be adapted to their environment and meet their needs. By exposure to the analytical techniques, systematic methods and coordinated processes of a modern personnel system, it developed a cadre of professional staff who will train and develop additional staff to operate the system effectively as it is installed and provide the leadership for an ongoing operation of the Civil Service Agency.

The participants were generally pleased and satisfied with the training they received in Sacramento. The California State Personnel Board staff were uniformly impressed with the intelligence, dedication and ability of the participants. The participants themselves should receive a major portion of the credit for the success of the training program. They have and will continue to make a significant contribution to the achievement of the objectives of the Civil Service Development Project.

C. ON-THE-JOB TRAINING

A concentrated on-the-job training effort was made to increase the knowledge and skill of the technical classification and pay and examination staff in the practical, day-to-day aspects of personnel administration.

Their understanding of these processes and their ability to convey an understanding of the personnel system to Ministry and Agency officials are crucial ingredients necessary to the success of the modernization effort. After each participant has completed master's degree training in the United States, he or she will return to a specific assignment at the Civil Service Agency. Each assignment was designed to give the person maximum exposure to the practical problems of personnel administration to gain firsthand knowledge of the administrative processes of the Government of Liberia. Very shortly after the participants return they are given an intensive training session covering the basic philosophy and practice of personnel administration, including position classification and salary determination, selection analysis and techniques, the operation of the Personnel Action Notice system, including the respective roles of the Bureau of the Budget and the Ministry of Finance and an overview of Ministry and Agency personnel management responsibilities. This orientation seminar provides the foundation on which detailed knowledge can develop and the basis on which practical answers to day-to-day problems can be devised.

An example of a typical assignment given to a returning participant is in the Position Classification and Salary Scale Division where the person is given responsibility for handling all the personnel problems for a group of Ministries and Agencies. In this role, he or she is responsible for reviewing all Personnel Action Notices to ensure their correctness, for providing consultation and advice when a Ministry or Agency has a problem, for explaining Civil Service Agency rules and procedures and for working with the Ministries and Agencies in the development and implementation of Classification and Pay Plans. This type of assignment gives the employee immediate contact with all aspects of the personnel system in the context of real, rather than artificial, situations. This "total immersion" stimulates rapid learning and develops in the person an immediate sense of achievement and responsibility. The Civil Service Agency on-the-job training programs foster these traits and, together with the academic training, develops a well-rounded, self-reliant, professionally competent staff.

D. POLICY AND PROCEDURE MANUALS

From the beginning of the Project we recognized it was vitally important to develop written records of the policies and procedures of the Civil Service Agency.

Although the Agency had been in existence for thirty years (under another law and organization title), there were essentially no written documents spelling out policies and procedures. Consequently, there was no foundation on which to build a consistent, uniform and reliable administrative structure. This lack of written documentation was both explained by and compounded by the tendency in Liberia to rely on and give weight to oral rather than written communications. We attempted to counter this tendency and create a greater awareness of the value of written communications by issuing circular letters and instructions and immediately following up with a personal visit or seminar to reinforce the written communication. Despite these efforts, it is clear that it will be many years before a written document alone will be an effective communication device. The Civil Service Agency staff will need to spend a great deal of time and energy explaining and reinforcing the messages conveyed by memoranda.

In spite of this basic problem (or perhaps because of it), the need for written documentation was of primary importance. As the Project unfolded, many circular letters, memoranda, internal operating instructions, policy statements, training aids and operational guidelines were prepared covering the gamut of administrative and program matters. These documents, some designed for internal use, some for Ministries and Agencies and some applicable generally, were drawn together into the Policy and Procedure Manual for the Civil Service Agency. This Manual, whose responsibility for maintenance and updating rests with the Records and Research Division, consists of major sections on General Administrative, Organization, Classification, Compensation, Selection, Certification, Performance Evaluation, Grievances and Appeals, and Records. Some of the material is in the form of original documents, such as circular letters and forms, while other material has been specially prepared to express the essence of a policy or the sequence of steps in an operation. The chief value of the Manual is that it contains in one place for convenient reference a statement of all the current, significant policy operational statements for the Civil Service Agency. It is a basic tool for the orientation and training of new staff, an indispensable reference for the day-to-day activities of operational staff, a valuable reference for the consideration of new policy issues and a compendium for management purposes. As the Civil Service Agency completes its internal developmental work it should give attention to the development of a manual designed for Ministry and Agency use. In this way further emphasis can be given to the documentation thrust necessary for effective long-term administration.

VI. APPEALS BOARD

A. ESTABLISHMENT

The Civil Service Act of 1973 authorizes the establishment of a Civil Service Board of Appeal and an Examining Committee subordinate to the Board. After adoption of the Civil Service Rules in 1976 which expanded upon the functions of the Board by prescribing more detailed procedures and timetables for Board operation, the Civil Service Agency requested the President to appoint the Board members. In September 1977, the President appointed the Board and designated the Minister of Education, R.L., as the ex officio chairman. The Board held its first meeting in December 1977, adopted rules and procedures, and adopted a schedule for further meetings. The Board has heard, considered and decided a wide variety of cases since that time. It has upheld management actions in some cases, arranged compromise solutions in others and has reversed management in still other cases. Most significantly, when a Ministry attempted to disregard the Board of Appeal in a dismissal case, the President, when apprised of the facts sustained the Board's decision and ordered the Ministry to comply with the Board's decision to reinstate the employee. Although the volume of appeals is still small, the Board is becoming more well known and the volume is expected to increase.

B. GRIEVANCE PROCEDURE

A grievance and appeal procedure available to all civil servants in the government service was promulgated in late 1977. The procedure specifies the grounds for a grievance and the steps an employee may take to seek redress of the grievance. It also includes a mandatory time schedule for supervisory and management response to any employee grievance. The procedure was distributed to all Ministries and Agencies by means of a circular letter reinforced by personal visits to each organization by Civil Service Agency staff to answer questions, provide assistance and see that the procedure was receiving wide distribution throughout the Ministry/Agency. In addition, a seminar was held for administrative officials of Ministries and Agencies to explain further and illustrate the use of the new procedure. Material describing the grievance procedure was incorporated into the personnel management segment of the Institute of Public Administration's Middle Management Series.

VII. REORGANIZATION OF THE CIVIL SERVICE AGENCY

In 1978, after a majority of participants had completed their studies and returned to Liberia, an examination was held to select persons to fill middle management positions at the Civil Service Agency. As was mentioned elsewhere, the Project staff was initially utilized as line operating officials at the Agency rather than as advisors. However, since professionally trained staff were now available and it was imperative that Liberian staff should gain experience in key operational assignments before the Project concluded, the time was ripe for restructuring the organization and selecting the people to fill the key assignments.

A reorganization was effected on July 1, 1978, that focused responsibility for Classification and Pay, Selection, and Leave and Pensions in three separate positions. The resulting organization is shown in Appendix E. An examination consisting of a written test and an interview was conducted and three persons appointed to Division Director positions on July 1, 1978. Since that time, the advisors have assumed an advisory role while the Liberian staff carry full operational responsibility. A major function of the advisory staff during the remaining months of the contract was to help develop these new managers to learn and carry out their responsibilities. This was accomplished by day-to-day coaching, advice, discussions and critiques of their performance. It was gratifying to see how readily they took command of their assignments and their enthusiastic response to the new challenges. Their performance during this period argues well for their continued superior performance as managers and for the growth and success of the Civil Service Agency as a whole.

VIII. INFORMATION ACTIVITIES

Early in the Project, we recognized the importance of having the widest possible dissemination of information about the Project, its aims, the changes that would be occurring and the effects on government and the general public. The three major targets for this information activity were high level government officials, civil servants and the general public.

To reach the first group, the Project team members held a series of meetings with Ministers and their Deputies to explain the Project purposes and enlist their support for the ensuing work. We also traveled to each of the county seats to meet with County Superintendents, their staffs and civil servants stationed in rural areas. During the course of the Project, circular letters were distributed to all Ministries and Agencies explaining new policies and procedures. They were followed up by personal visits by Civil Service Agency staff and Project team members.

Civil servants were exposed to the Project by means of seminars and circular letters along with day-to-day work contacts that provided an opportunity to discuss the Project and its objectives.

To reach the general public, we made extensive use of mass media. Several newspaper and magazine articles were published describing the Project. Also, the Director-General was interviewed on radio and he appeared on television twice to publicize the Civil Service Agency's modernization program. He and other staff members also made speeches and presentations to various groups explaining Project purposes.

IX. RETIREMENT PLAN

During the early stages of the Project, we were asked to assist in the development of a proposed civil service retirement plan. To provide the necessary expertise for this purpose, we secured the services of William E. Payne, former Executive Officer of the Public Employees' Retirement System in California. With his assistance, a comprehensive retirement proposal was prepared and presented to the President for his consideration.

At the same time we were working on preparation of the proposed civil service retirement system, another group was developing the national social security scheme designed to cover all employees in Liberia including civil servants. A Cabinet Committee convened to consider both proposals concluded that civil servants would receive adequate coverage under the social security scheme and therefore a separate plan for civil servants was not needed. The President accepted that point of view and the civil service retirement plan was shelved. Since that time we have been cooperating with the National Social Security and Welfare Board, the administrative agency for social security in Liberia, as it prepares its plans for operation. We made several suggestions designed to simplify administration and record keeping. We also made proposals concerning insurance coverage for civil servants and an interim retirement plan to cover those civil servants who retire prior to the start of the social security plan.

X. SOME PROBLEMS

As in any project of this nature, there are bound to be difficulties. Changing the way in which a bureaucracy functions in any society, especially an underdeveloped country, is an enormous undertaking. Acknowledging that one can't change everything, that change of the magnitude of this Project is

invariably difficult and slow and that personnel is not the most pressing issue facing a developing country, it is essential to highlight some difficulties encountered or observed.

A. THE CIVIL SERVICE AGENCY'S APPROACH TO REFORM

The Civil Service Agency, and especially the Director-General, did a great deal to elevate interest in civil service reform and to get progress toward change underway. Laws were developed and publicity given through television, radio, newspapers, magazine articles, training seminars, and personal visits to ministers and other government officials. However, some policies adopted tended to lead to resistance. Existing government employees, for example, were not given automatic civil service status but were required to take written tests to qualify for this status. Most government employees resisted the idea of taking a civil service examination for a position they already held. The reasons for taking the examinations were not clear to those already within the system and they did not see any tangible results after having taken the examination. This led to anxiety, confusion and resistance. Strategies geared toward easing transition and gaining greater employee and mangement acceptance were suggested but not agreed to. Strategies for reducing this resistance should have been more seriously and vigorously pursued. Applying new policies, procedures and regulations only to new persons entering into the system, while taking a long time, might lead to greater acceptance and a more successful program than requiring everyone already in the system to meet "minimum job requirements" before they can compete for promotions or pass written tests before they can get a salary increase.

B. CIVIL SERVICE AGENCY STAFF

In any personnel system, no matter how good the reform ideas, it is still necessary that competent people be placed in positions of leadership, that program direction, goals and objectives be clear, and that the staff be well trained. In Liberia people were not used to writing policies, procedures, memoranda, or maintaining records of prior actions. Documentation is a very important aspect of bureaucratic life, yet there was a tendency toward personalizing and verbalizing communications. This is the traditional means of dealing with situations. To overcome this tendency and the operational problems it spawned, a highly motivated,

dedicated and energetic staff is needed. Many employees at the Civil Service Agency had been sent to the United States for master's degree training in public administration. Upon returning to the Civil Service Agency, they were eager and ready to assume responsibilities they viewed as commensurate with their education and experience. While many needed more experience in detailed technical analytical work, staff frustration developed when they were not allowed to make decisions or have much responsibility. Many of their proposed decisions were changed and many exceptions were made to policies without explanation. Their desire to participate was frustrated by the Agency's inability or unwillingness to utilize their skills. These problems were compounded by a failure to communicate the Agency's goals and policies in a way that would enlist their enthusiastic support. All of these factors created a disenchantment that reduced the staff's effectiveness.

C. SUPPORT FROM THE GOVERNMENT OF LIBERIA

We were given considerable encouragement during the course of this Project. We met with the President several times, and he included a statement in several of his annual messages telling Ministers to cooperate with the Civil Service Agency. In practice, however, Ministries tended to carry out personnel activities much as they always had. For example, it was difficult to get documents prepared correctly and submitted in a timely manner. People continued to go to the Ministries and/or friends and relatives to seek jobs. Ministries frequently hired people, put them to work and then submitted documents to the Civil Service Agency. Some of these people did not meet the minimum requirements for the jobs they were placed in or did not pass our entrance examination. This in turn resulted in pressure for (and often approval of) exceptions to our regular processes. While this is just one example, there were others, and it was apparent that for civil service reform to really take effect, a greater and continuous commitment to change at the highest level of government is needed. Also, a longer period of advisory assistance during the operational stages after implementation may have been desirable to eradicate the continuing tendency to personalized administration.

D. RELATIONS WITH USAID (LIBERIA)

We received a great deal of help from USAID Liberia. Many of the staff went out of their way to be helpful, and we did appreciate this. However, there were

occasions when we had to devote substantial Project time to administrative activities or push for equitable treatment. This in turn took away from our primary task of doing the Project. It was unfortunate that we, as contractors, were not considered part of the USAID team and given the same rights and services as other USAID employees. If for example, we all had been provided housing, we would have saved many hundreds of hours over the life of the Project and much anxiety. Equally frustrating was the inconsistency in support for Project team members. On one occasion, assistance was readily provided, for example, in receiving, temporarily storing and delivering air freight to a residence. On another occasion the same service was refused to a team member. Some inconsistencies occurred with a change in USAID staff. At other times they appeared to be simply arbitrary decisions. The overall result was capricious and quixotic. Why USAID cannot adopt coherent policies for dealing with contractors on a consistent, reasonable and considerate basis after so many years of experience working with contractors remains a perplexing mystery.

XI. CONCLUSION

The California State Personnel Board considers the Civil Service Development Project to be a success. Through the joint effort of the Government of Liberia, USAID and the Personnel Board, a Civil Service Agency has been created with elements of a modern personnel system and a staff with the capacity and drive to achieve the Agency's objectives as stated in the Act of 1973: "To increase the efficiency of the Public Service and to secure for deserving employees a reasonable tenure of office and an opportunity for advancement according to merit and seniority and to place the personnel employed by Government on a competitive merit system."

Nevertheless, a Project such as this can only be considered a first step. Our recommendations point out some of the actions that need to be done to continue the thrust toward modernization. It will take great energy, perseverance, creativity, dedication and hard work to complete the task of institution building and enable the Agency to reach its full potential and make its full contribution to the development of Liberia. We are confident the staff of the Civil Service Agency can meet that challenge.

For the Personnel Board this project has been a rewarding experience. We are pleased to have made some contribution to the massive development effort of the people of Liberia.

APPENDICES

Appendix A

State of California

GOVERNOR'S OFFICE
SACRAMENTO 95814

EDMUND G. BROWN JR.
GOVERNOR

916/445-4571

January 17, 1979

TO: PRESIDENT WILLIAM R. TOLBERT

On behalf of the people of California, I am pleased to extend my greetings to you and to the people of Liberia.

International goodwill can be promoted through the sharing of ideas. I hope that the efforts of Mr. Ronald M. Kurtz, Executive Officer of the California State Personnel Board, are helpful to your nation. May this endeavor enhance relations between the peoples of Liberia and those of the United States.

Sincerely,

EDMUND G. BROWN JR.
Governor

CIVIL SERVICE AGENCY TECHNICAL STAFF

1974 - 1979

The following Liberian Civil Service Agency technical staff participated in aspects of this Project during the period 1974 - 1979.

Dr. John Payne Mitchell, Director-General of Civil Service, R.L.

Mrs. Linnie B. Kesselly, Deputy Director-General

Mr. Adanta Lymas, Assistant Director-General

Mr. Lasanah V. Kromah, Director of Classification and Pay

Ms. Hanna Travers, Director of Pension and Leave

Mr. Alfred Konuwa, Special Assistant to the Director General and Director of Selection

Mr. Timothy Wulah, Director of Records and Research

Mrs. Wilhelmina Addy

Mr. William Allen

Mr. Jonas Dennis

Mr. Marvis Duncan

Ms. Eileen Elliott

Ms. Margaret Fredericks

Mr. Isaac George

Mr. David S. Gray

Mrs. Vongee Hodges Hall

Mr. Benjamin Johnson

Ms. Rose Knuckles-Bull

Mr. Lahr Nyuma

Mrs. Philomena Page-Ebba

Mr. McDonal Reed

Ms. Laura Rhodes

Mr. Stanley Sheriff

Ms. Emaretta Priddy Vincent

Mr. Augustus Weh-Dorliae

Ms. Amelia Wreh

PARTICIPANTS WHO COMPLETED MPA TRAINING AT THE CALIFORNIA STATE UNIVERSITY AT SACRAMENTO AS PART OF THE CIVIL SERVICE DEVELOPMENT PROJECT

Mr. Adanta Lymas	MPA 1976
Mr. Timothy Wulah	MPA 1976
Mr. David S. Gray	MPA 1976
Ms. Hanna Travers	MPA 1976
Mrs. Vonyee Hodges Hall	MPA 1976
Ms. Laura Rhodes	MPA 1977
Mrs. Philomena Page-Ebba	MPA 1978
Mrs. Wilhelmina Addy	MPA 1978
Mr. James A. Dennis	MPA 1978
Mr. Alfred B. Konuwa	MPA 1978
Mr. Lasanah V. Kromah	MPA 1978
Mr. Sahr Nyuma	MPA 1978
Ms. Margaret Fredericks	MPA 1978
Mr. William C. Allen	MPA 1978
Ms. Amelia Wreh	MPA 1978
Mr. Benjamin Johnson	MPA 1978
Mr. Isaac George	MPA 1978
*Mr. Augustus Weh-Dorliae	
*Mr. McDonal Reed	

*Currently enrolled in the MPA Program. Expected to receive MPA in 1980.

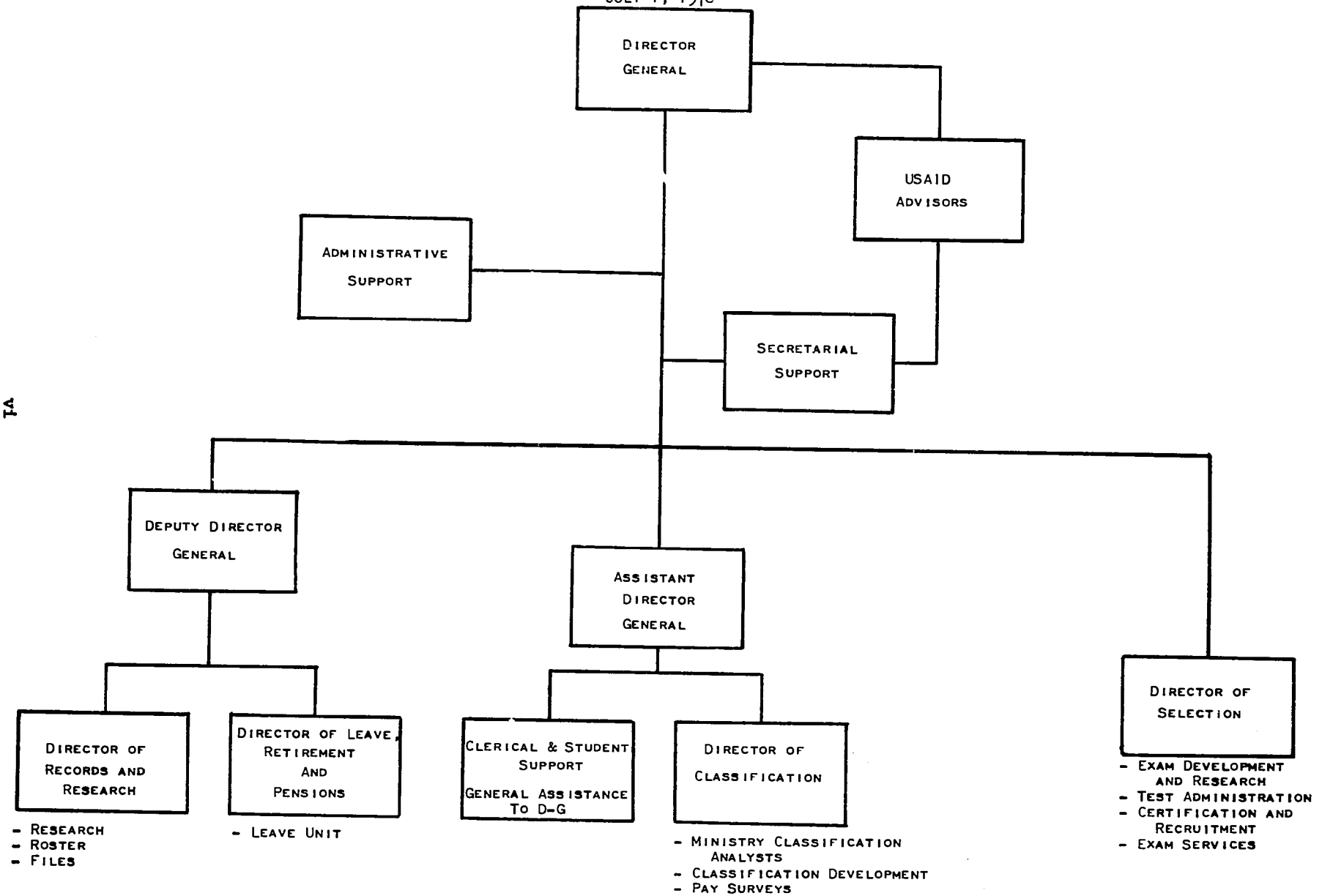
CIVIL SERVICE DEVELOPMENT PROJECT ADVISORS

1974 - 1979

1. Ronald M. Kurtz, Executive Officer, California State Personnel Board
2. Burton W. Oliver, Assistant Executive Officer, California State Personnel Board
3. John R. Hester
4. Lonnie M. Mathis
*5. Duane D. Morford
6. William E. Payne
7. Steven R. Phillips
8. Walter J. Rawlins
*9. Kelvin D. Sharp
*10. Charles W. Walter
11. Mrs. Sylvester Widemon

*Chief of Party.

THE ORGANIZATIONAL STRUCTURE OF THE CIVIL SERVICE AGENCY, R.L.
JULY 1, 1978



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Appendix E

THE LIBERIAN PARTICIPANT SUMMER TRAINING PROGRAM

I. Initial Orientation Program - July 8, 1977

9:00 - 9:30	Welcome, Introduction to Program Assistant Executive Officer Liberian Project staff	B. Oliver E. McCord A. Fusso
9:30 - 10:15	Discussion of Fall Internships	
10:15 - 10:30	BREAK	
10:30 - 11:30	Overview of SPB, Function and Structure Chief, Management Services Division	J. Todd
	. Relation to agencies	
	. Five-Member Board	
	. Executive Staff roles	
	. General organization structure	
	. Management Services Division	
11:30 - 1:00	LUNCH	
1:00 - 3:00	DIVISIONAL ORGANIZATION AND COMPOSITION	
1:00	Personnel Management Services Division Chief, Personnel Management Services Division	D. Leighton
	. Secretariat	
	. Departmental Operations Sections	
	. Program Services	
	. Pay and Benefits Center	

1:30	<u>Employment Services Division</u> Program Manager, Examination Administrative Services	R. Fowlkes
	• Department Employment Services	
	• Examination Administration Services	
	• Test Validation and Construction	
	• Functions of Field Offices	
2:00	<u>Local Government Services Division</u> Chief, Local Government Services Division	E. Boyce
	• Purpose and Scope	
	• Merit System Services	
	• Cooperative Personnel Services	
2:30	<u>Other Divisions</u>	
	Assistant Division Chief, PEAAD	J. Padley
	• Public Employment and Affirmative Action Division	
	Clients	
	Support	
	• Personnel Development Division	
	Personnel Development Center	
	Program Development	
3:00 - 3:15	BREAK	
3:15 - 4:00	<u>Questions and Answers</u>	E. McCord A. Fusso
4:00 - 4:30	<u>Tour of Building</u>	E. McCord A. Fusso

II. Special Training Sessions

July 7 and 15, 1977	Assertiveness Training M. Fredericks A. Wreh P. Ebba	Personnel Development Center
July 12, 1977 8:00 a.m. - 12:00 noon	Classification and Pay Training - All Students	Board Room
August 9, 1977 9:00 a.m. - 4:00 p.m.	Selection Training - All Students	Board Conference Room

III. On-the-Job Training

July 11 - August 19, 1977 — Students will work daily in the following sections:

Student	Section Supervisor	Room
Addy, Wilhelmina	DES 1/Ron Joseph	420
Allen, William	TCU/Ed Fong	464
Dennis, James	PMSD/Richard Leijonflycht	220
Fredericks, Margaret	CPS/Mimi Khan	909 - 12th Street
George, Issac	DES 3/Kirk Walker	420
Johnson, Benjamin	MSS/Jim Wait	909 - 12th Street
Konuwa, Alfred	DES 4/Gordon Lee and Judy Erwin	444
Kromah, Lasanah	DES 2/Joe Gonzales	420
Nyuma, Sahr	PMSD/Ted Boughton	319
Page-Ebba, Philomena	CPS/Jan Gillingham	909 - 12th Street
Wreh, Amelia	CMCP/Jay Aguas	266

A sample job description and objectives statement for one of these placements is shown on the next page.

Student: Benjamin Johnson
Supervisor: Jim Wait

MERIT SYSTEM SERVICES

The Liberian student assigned to MSS will act as an "Assistant Regional Analyst" in MSS' Interagency Merit System. The student will understudy an experienced Regional Analyst, learning the duties shown in the duty statement.

The RAs perform the technical classification work for a group of counties. In addition, due to a recent MSS policy change, the RA will be getting more involved with selection activity.

The Interagency Merit System is one of four units at MSS. This unit administers, on a centralized basis, a personnel system for 35 California counties, as well as several cities and districts. All selection classification, certification, and record-keeping activities are done in this unit of MSS for the above local jurisdictions.

The objective of the training program is to:

> By August 19, 1977, provide a Liberian student with practical, on-the-job training as a personnel analyst. The student will learn by actually participating in position allocation review, classification studies, and examination planning and administration.

DUTIES AND RESPONSIBILITIES OF REGIONAL ANALYST

The incumbent will be responsible for managing a region and providing the highest level of services consistent with merit principles and MSS goals. This responsibility will be implemented through the following duties:

1. Ensure proper classes are available and the positions are allocated correctly.

2. Plan regional needs on a proactive basis through regular local agency contacts including at least two onsite visits each year. Maintain daily awareness of local agency needs in the areas of selection, classification, and affirmative action.

3. Develop a progressive regional selection program; work closely with Test and Pay Technician; and review and approve examination plan and progress.

4. Implement changes proposed such as affirmative action and improvements in the welfare classification plan.

5. Identify delegation potential and work with managers to establish a plan for each local agency.

6. Audit delegated functions.

7. Complete projects assigned from MSS objectives.

8. Chair qualifications appraisal panel interviews.

9. Serve as technical personnel resource to local agency.

UTILIZATION OF MINORITIES AND WOMEN IN THE PROJECT

In compliance with the contract requirement that there be a summary in the final report outlining the extent to which minorities and women were used in carrying out the project activities and the extent to which they were used as team members in the field, the following information is provided.

In the United States, at the Sacramento headquarters of the California State Personnel Board, there were six persons who served as project coordinator for the Civil Service Development Project. They provided assistance to the participants at California State University at Sacramento and handled correspondence and follow-up on aspects of the contract. Of those six staff members, there were three men, one of whom is Black, and three women, two of whom are Black.

In the field, the Project staff had seven long-term assignments. Six assignments were filled by men, one of whom is Black, and one was filled by a Black woman.

PROPOSED REVISIONS TO THE CIVIL SERVICE ACT

Section 66.2	"advancement according to merit ~~and seniority~~..."
66.3	"To ~~place~~ all Civil Servants..."
66.8-13	Delete in its entirety.
66.14	"...by fixed salary." Delete all the remainder.
66.15	Add "r. Clerks of the Court"
66.16	Delete in its entirety.
66.17	Paragraph 3 "No person shall receive ~~permanent~~ promotion..."
66.19	Paragraph 2 Delete in its entirety.
	Paragraph 3 "All competitors rated at 75% ~~or more in each subject~~ shall be eligible..."
66.20	provisional not provincial appointments
66.33	Line 4 "may develop ~~and prescribe~~ training programs..."