

**MOA**

**MANAGEMENT**

**IMPROVEMENT PROGRAM**

**FOR**

**1988-2000**

**END OF TOUR REPORT**

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## INTRODUCTION

A basic premise of any country's Agriculture program is that there must be strong, well organized management behavior and systems to support and maintain the agriculture staff and the agriculture operations in the Headquarter and the districts. The absence of effective *management staff, procedures and systems* is a major deterrent to the achievements of the agricultural goals of the country. Conversely, the presence of effective and efficient management systems operated by well-trained and motivated staff, clearly presents a major step forward assuring the provision of an appropriate implementation of the national agricultural objectives;

- increase the value of agriculture production;
- increase rural employment;
- improve the livelihood of the rural population; and
- conserve land and water for future generations.

In developing countries, good, effective management behavior and systems are generally not yet a reality. There are many reasons for this situation, but a primary cause is that skilled managers are in short supply-- like so many other vital resources. Almost as important as the availability of skilled managers is the existence and use of a realistic *incentive program*. Noteworthy efforts, such as overseas scholarship programs and in-country-based management training, have not been sufficient to train all managers to a level of competence to effectively manage complex agricultural projects or programs. Recognizing this shortcoming, the management development process recommended in this Management Improvement Program, aims to build up a local management capability within the Ministry. This, coupled with a proper incentive program, should achieve the kinds of management behavior, systems and procedures which are both effective, efficient and suited for the management needs of MOA.

Over the last two years we have tested out the concept of a internal management consulting capability within the Ministry. Based on facts coming out of a computerized Personnel Management Information System (PMIS) and a participative organizational development process, the Management Analysis Group has identified enough relevant management issues for the next 10 years. In order to successfully accomplish this task the MAG has taken a confrontal approach<sup>1</sup> in order to get the important issues recognized.

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<sup>1</sup> Requested by the Minister the MAG interviewed almost 100 district staff to identify issues. The issues identified were rather critical of the MOA H.Q. function which in order to be taken seriously had to be discussed

The important emphasis in the years to come is to encourage the MOA management to take a ownership of some of this issues and commit themselves and their staff to do something about. The role of the Management Analysis Group (or Unit when formalized ) should therefore be more of a *facilitator* and *negotiator* than what has been the case . Emphasis should also be put on implementation of action programs rather than studies and reports.

It is encouraging that Ministry of Public Services is negotiating a government-wide improvement program with the World Bank. This program which might be funded by UNDP is more or less using the model applied in MOA, e.g.;

- establish a database about human resource situation (PMIS);
- develop an internal management consulting capability within the government ( and the larger ministries);
- conduct problem oriented, relevant, in-country management training;
- based on the functions above, start identifying and improving management issues from within; and
- develop and get top management commitment towards a management improvement program .

In order to give the next Management Manpower Adviser the benefit of my experience over the last two years, and at the same time share my views of what is needed over the coming years in the area of management and administration, I have put together this "Blue Print for Action, 1988-2000,

| ACTIONS   | PHASE 1 |       |       | PHASE II |       |       |       |       | PHASE III |       |       |       |      |
|---|---------|-------|-------|----------|-------|-------|-------|-------|-----------|-------|-------|-------|------|
|   | 1988    | 1989  | 1990  | 1991     | 1992  | 1993  | 1994  | 1995  | 1996      | 1997  | 1998  | 1999  | 2000 |
| <b>PHASE 1</b>  |         |       |       |          |       |       |       |       |           |       |       |       |      |
| 1. H.Q. REVIEW  | -----   |       |       |          |       |       |       |       |           |       |       |       |      |
| 2. REFLECT REORGANISATION                                 | -----   |       |       |          |       |       |       |       |           |       |       |       |      |
| 3. REVIEW & IMPLEMENT DADP                                | -----   |       |       |          |       |       |       |       |           |       |       |       |      |
| 4. SELECT & APP. DAO, AREA                                |         | ----- |       |          |       |       |       |       |           |       |       |       |      |
| 5. STRENGTHEN MAG   | -----   |       |       |          |       |       |       |       |           |       |       |       |      |
| 6. IMPLEMENT HORSE ALLOWANCE                              | -----   |       |       |          |       |       |       |       |           |       |       |       |      |
| 7. MANAGEMENT WORKSHOP                                    |         | ----- | ----- |          |       |       |       |       |           |       |       |       |      |
| 8. STRENGTHEN MOA REGISTRY                                |         | ----- |       |          |       |       |       |       |           |       |       |       |      |
| 9. IMPLEMENT PIS.   | -----   |       |       |          |       |       |       |       |           |       |       |       |      |
| 10. TRAIN LIVESTOCK ATTENDANTS                            |         | ----- | ----- |          |       |       |       |       |           |       |       |       |      |
| 11. DFS FRONT OFF.  | -----   | ----- |       |          |       |       |       |       |           |       |       |       |      |
| 12. REDEPLOY STAFF  |         | ----- | ----- |          |       |       |       |       |           |       |       |       |      |
| 13. DESIGN DECENTRALIZATION                               |         | ----- | ----- |          |       |       |       |       |           |       |       |       |      |
| 14. INCENTIVE SYSTEM DESIGN                               |         | ----- | ----- |          |       |       |       |       |           |       |       |       |      |
| 15. DESIGN CAREER PATHS.                                  |         | ----- | ----- |          |       |       |       |       |           |       |       |       |      |
| <b>PHASE II</b>   |         |       |       |          |       |       |       |       |           |       |       |       |      |
| 16. START IMPLEMENTING INCENTIVES                         |         |       |       | -----    | ----- |       |       |       |           |       |       |       |      |
| 17. IMPLEMENT NEW FINANCIAL SYSTEMS (COMPUT)              |         |       |       | -----    | ----- |       |       |       |           |       |       |       |      |
| 18. MANAGEMENT TRAINING                                   |         |       |       | -----    | ----- | ----- | ----- | ----- |           |       |       |       |      |
| 19. IMPLEMENT CAREER PATHS                                |         |       |       | -----    | ----- |       |       |       |           |       |       |       |      |
| 20. MAU STUDIES ON REQUEST.                               |         |       |       | -----    | ----- | ----- | ----- | ----- |           |       |       |       |      |
| 21. IMPLEMENT DECENTRALISATION                            |         |       |       | -----    | ----- | ----- | ----- | ----- |           |       |       |       |      |
| 22. REDEPLOYMENT OF STAFF                                 |         |       |       | -----    | ----- | ----- | ----- | ----- |           |       |       |       |      |
| 23. GRADE REDISTRIBUTION                                  |         |       |       |          | ----- | ----- | ----- | ----- |           |       |       |       |      |
| 24. SKILLS DEVELOPMENT & REVISION IMPLMNT TRAIN. STRATEGY |         |       |       | -----    | ----- | ----- | ----- | ----- |           |       |       |       |      |
| <b>PHASE III</b>  |         |       |       |          |       |       |       |       |           |       |       |       |      |
| 25. MAU STUDIES ON REQUEST                                |         |       |       |          |       |       |       |       | -----     | ----- | ----- | ----- |      |
| 26. REDEPLOYMENT OF STAFF                                 |         |       |       |          |       |       |       |       | -----     | ----- | ----- | ----- |      |
| 27. MANAGEMENT TRAINING                                   |         |       |       |          |       |       |       |       | -----     | ----- | ----- | ----- |      |
| 28. GRADE DISTRIBUTION                                    |         |       |       |          |       |       |       |       | -----     | ----- | ----- | ----- |      |

## I. A MOA MANAGEMENT IMPROVEMENT PROGRAM

### A. Development Objective.

1.0 The development objective of the Ministry of Agriculture (MOA) is to increase the capacity of the Ministry to;

- increase the value of agriculture production;
- increase rural employment;
- improve the livelihood of the rural population;
- conserve land and water for future generations;
- absorb and utilize financial and other resources more efficiently and effectively to implement these priority objectives; and
- minimize the financial resources required to achieve it.

### B. Immediate Objectives.

2.1 Rationalize the organizational framework of MOA by identifying necessary MOA functions, design appropriate institutional structures, and linkages.

2.2 Establish appropriate planning, decision-making, financial, management, administrative, and supervisory procedures through analyses, design, and the development of corresponding operational skills. e.g.; (i) computerized financial system for the recurrent budget submission; (ii) introduced a procedure where the PS is on a monthly basis following up the budget expenditures against plan and; (iii) link the recurrent budget exercise to the MOA objectives and priorities.

2.3 Enhance staff productivity through improved human resource management and staff development, guided on-the-job experience and decision-making exercises, twinning arrangements, appropriate incentive schemes, and development of a formal local management consulting capacity. (MOA Management Analysis Unit)

2.4 Start a systematic review and implementation of already identified management improvement proposals such as;

- (1) detailed recommendations made by the districts in their ~~in the~~ District Agricultural Development Plans<sup>1</sup>;
- (2) formalize and strengthen the management consulting capacity in the Ministry

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<sup>1</sup> These District Agricultural Development Plans have been worked on by task forces over the last 6 months. The plans submitted June 30th 1988 were a direct follow up to the MOA Action Plan developed by the MOA for management Nov 1987

- (3) formally implement the MOA reorganization of Nov. 1987 by;
  - updating and submitting changes to the GOL Establishment Register reflecting the changes e.g. two new departments and the deployment of all the district staff under the DFS and his DAOs;
  - Conduct a H.Q. review where staffing needs are matched the functional needs of H.Q.;
  - recommending deployment of staff to the field based on the H.Q. review and the staff-/skills- and grading needs of the Districts as identified in the DADPs,
  
- (4) Implementing recommendations approved by the MOA Workshop of Nov. 1987 such as;
  - Implement the Horse Allowance Proposal;
  - Conduct the MOA Management Workshop
  - Upgrade the District Facilities as recommended in separate report
  - Implement the proposed improvements of the MOA telephone system<sup>2</sup>
  - Strengthen the management function of the MOA Registry Function

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<sup>2</sup> MOA is requesting support for this system (M 70'000) and they are looking for a donor

## **II. CONCEPTUAL DESIGN OF THE MOA IMPROVEMENT PROGRAM**

### **A. Short-Term Activities, 1988-1990**

3.1. The proposed MOA Management Improvement Program will assist the Ministry in:

- (i) initiating improvement of the management capacity ;
- (ii) conducting a detailed inventory ( Headquarter Review) of MOA positions, identify structure and content of MOA staffing, and recommend steps to rationalize the size and distribution of both establishment and non-establishment personnel compatible with improved efficiency and effectiveness;
- (iii) preparing a comprehensive and detailed medium-term MOA improvement Program including appropriate rationalization of the MOA's institutional framework; and
- (iv) implementing recommendations already made by previous Decision making Workshops

### **B. Longer-term Technical Cooperation Activities Envisaged.**

3.2. It is envisaged that the medium-term Management Improvement Program will provide a comprehensive response to the issues identified above. The program is expected to include four components implemented through three phases. These four elements are tentatively identified as:

- (i) MOA functions, organization, and procedures (including general administrative and financial);
- (ii) decentralization of accountabilities and responsibilities to the districts,
- (iii) strengthening human resource management capacity retention, and staff development;
- (iv) MOA performance improvement.

3.3. Implementation of the comprehensive four component program will be divided into three phases:

- (i) initiation of actions which have already been identified in the MOA Action Plan and the District Agriculture Development Plans and preparation of further actions to be undertaken during Phase II (i.e., the Management improvement Program, )
- (ii) initiation of actions already identified during Phase I and preparation of further actions to be undertaken during Phase III ; and
- (iii) initiation of activities prepared during Phase II.

3.4. Appropriate recommendations for MOA approval and immediate attention will be prepared and acted upon throughout all phases of the improvement program. Therefore, an important outcome of the program for institutional development purposes will be the establishment of a sustainable local management consulting capacity (based on the PMIS and the work of the newly established internal Management Analysis Units) to address those evolving issues, on a continuing basis, which affect the performance of the MOA.

3.5. As illustrated in Table 1, the four components of the medium-term program address all of the issues identified above. A summary description of these four components as currently envisaged follows.

3.5.1 Functions, Organization, and Procedures. The logic of a MOA Improvement program requires the clarification of relationships among:

- (i) the MOA's objectives;
- (ii) the functions which need to be performed to achieve those objectives;
- (iii) the institutional structure within which those functions are performed; and
- (iv) the procedures established to perform those functions and link them within the structure. For the MOA objectives and priorities as established in the current Five-Year Development Plan.

3.5.2. Nevertheless, for successful achievement of these development objectives, there is a need for additional clarification of priorities, commitment to their achievement, and evaluation mechanisms. Therefore, during the MOA Management improvement Program , a systematic review of the existing situation and identification of appropriate changes in allocation of functions, organization of MOA, and administrative and financial procedures required, if any, will be undertaken. That review should be paralleled by:

- (i) the establishment of a formal Management Analysis Unit (MAU) in the Ministry
- (ii) a recommendation of changes in MOA positions, structure, and staffing patterns (H.Q. -review); and
- (iii) the preparation of the comprehensive and systematic MOA Management Improvement Program.

As a result, it will be possible to optimize the efficient allocation of limited resources to various MOA functions for the implementation of priority functions.

**TABLE 1;  
COVERAGE OF ISSUE AREAS BY COMPONENTS**

| ISSUE AREAS   | PROGRAM COMPONENTS  |
|---|---|
| (a) Organizational framework of Government in the context of its projected role in the provision of goods and services (i.e., the policy objectives of the Government's economic reform program as contained in the current Five-Year Development Plan);                                | (a) Functions, Organization, and Procedures                     |
| (b) Civil service management policies and procedures;   | (b) -ditto-   |
| (c) Decentralization (structure of authority relationships, procedures, and staffing and relationship to rural chieftainship system);   | (c) Decentralization  |
| (d) Current staffing pattern and grade distribution (insufficient information on establishment and non-establishment staffing pattern and maldistribution among grades, priority/ non-priority sectors, and management, technical and support personnel);                               | (d) Human Resource Management, Retention, and Staff Development |
| (e) Manpower planning and development (relationship between current and medium/long-term priority requirements and current and projected resource availability, including identification and specification of career paths, mobility of senior executives, and performance evaluation); | (e) - ditto-  |
| (f) Employment, dismissal, and other disciplinary procedures;   | (f) -ditto-   |
| (g) Retention of necessary personnel (incentives and disincentives, including salaries, housing, pensions, and culturally-based factors);   | (g) - ditto-  |
| (h) Performance improvements (efficiency and effectiveness of planning, decision-making, financial management, administrative, and supervisory procedures and relevant skills);   | (h) Performance Improvement                                     |
| (i) Professionalisation of neutral civil service; and   | (i) - ditto-  |
| (k) Relationship between formal and informal civil service behavior.  | (k) - ditto-  |

Table 1

3.5.3. Decentralization. This component is logically a subset of the discussion in paragraph 3.3.1 above. Nevertheless, because of its importance within the institutional framework of the MOA, it is highlighted separately here. The purposes of decentralization are to:

- (i) improve the efficiency of decision-making and implementation of MOA programs and
- (ii) facilitate the generation of local resources for locally initiated programs and projects.

Any process of decentralization is complex and requires adaptation to the particular circumstances within it will need to operate. Therefore, it is of critical importance that a proper analytical foundation and policy framework be established for its implementation. In general terms, several important factors will need to be considered for the design and introduction of an efficient and effective decentralized MOA. Among those, five are clearly identifiable:

- (i) the need to link authority and resources to responsibilities and accountabilities;
- (ii) the careful assessment of which functions, activities, and tasks are best aggregated at the various levels of MOA;
- (iii) the appropriate vertical institutional links between lower and higher levels and horizontal links at each level;
- (iv) identification of appropriate linkages between the MOA and parallel systems for the delivery of public services by other institutions;
- (v) the necessity of systematic and periodic assessment of performance against objectives and plans based on an appropriate system of information exchange among all levels;
- (vi) development of the necessary procedures and guidelines for the DAOs and their administrative staff to facilitate their decision making; and
- (vii) Develop and conduct a training program for the field staff to prepare them for their new responsibilities.

Therefore, during Phase II, a comprehensive decentralization program will be designed, based on the recent experience of the MOA, for implementation during Phase III.

3.5.4. Performance Improvement. Effective and efficient operation of the MOA requires sufficient numbers of personnel who are adequately skilled and motivated. Unfortunately, the current situation within the Public Service, as identified explicitly and implicitly by senior GOL officials in the 1987 workshop (para. 3.1), is characterized by:

- (i) centralized and cumbersome personnel procedures;
- (ii) difficulty in retaining highly skilled and marketable personnel;
- (iii) a high vacancy rate;
- (iv) lack of objectivity in employment decisions;
- (v) inadequate in-service training (e.g., cumbersome selection procedures for formal training, lack of correspondence between training and job placement, and insufficient on-the-job supervision and coaching by managers, senior technical, and expatriate advisory personnel);
- (vi) inadequate professional preparation of managers;
- (vii) lack of information regarding manpower needs and availability both vertically within MOA institutions and horizontally among them;
- (viii) insufficient linking of policy and operational objectives and financial allocations and expenditures; and
- (ix) inadequate setting of operational objectives and delegation of responsibilities.

Several of these issues are addressed below in the context of human resource management capacity, retention, and staff development. The principal factor underlying any attempt to remedy the overall situation is the motivation of staff and the provision of a competitive package of incentives which is attuned to the particular attitudes and values of Basothos. Therefore, two important elements of the MOA Improvement Program during Phase II are: (i) an assessment of the general attractiveness of the MOA as an employer and the identification of the constituent elements of an appropriate incentive package and (ii) the design of an optimal personnel evaluation system. An acceptable incentive package will need to be within projected resource constraints and, therefore, will need to consider non-monetary, as well as monetary, elements. During Phase III, the MOA Management Improvement Program envisages the establishment of both new incentive schemes and an effective personnel evaluation system.

### 3.5.5 Human Resource Management Capacity, Retention, and Staff Development.

3.5.5.1. Effective and efficient management of human resources requires appropriate policies, procedures, information, and the availability of skilled managers to implement them. Compounding the problem of recruiting and retaining skilled personnel is the competitive pull of attractive alternative employment. Currently, the primary competition for skilled personnel are opportunities in the Republic of South Africa and the "Homelands." Salaries and benefits provided by employment across the border is generally understood to be in the range of 100 percent above prevailing GOL Public Service rates. That problem is expected to be further exacerbated over the medium-term by opportunities provided by the Lesotho Highland Water Project (LHWP) and an expanding private sector. These problems can be expected to be ameliorated to some extent by the some reduction in the MOA 's involvement in the provision of goods and services in favor of the private sector; with the result that overall public sector demand for staff will be reduced. Nevertheless, key functions will require reliance on MOA performance and an adequately skilled staff. Therefore, any program to improve the capacity of the MOA in Lesotho will need to consider solutions to the problem of recruitment , utilization, and retention; as well as programs for staff development. As a result, in addition to the measures to be taken concerning overall performance improvement discussed above , the Management Improvement Program will during Phase I provide for:

- (i) the adaptation of the Personnel Management Information System (PMIS)
- (ii) the preparation of procedures and initiate training for the implementation of Government's recent decisions concerning decentralized personnel management and
- (ii) the identification, selection, and initiation of training for qualified staff who will constitute a management consulting capacity in the overall MOA and within individual priority ministries;
- (iii) the implementation of recommendations already made based on the MOA Action Plan.

During Phase II, further work will be undertaken to:

- (i) establish appropriate career paths and appropriate grade restructuring;
- (ii) prepare and initiate a comprehensive training strategy for the medium-term (with emphasis on informal on-the-job experiential learning, process consulting, and participation in exchanges with external institutions in the context of twinning arrangements). An important purpose of this component of the MIP is the promotion of rational mobility of labor between sectors to maximize efficient productive capacity in the Lesotho economy. That includes an improved and more appropriate balance of labor distribution as between the public and private sectors and, within the latter, priority domestic investment and external opportunities; and
- (iii) conduct management studies and implement improvement programs with an internal locally staffed Management Analysis Unit

## C . Background and Justification

4.1 There is currently a strong and widespread awareness by the MOA of the problems and deficiencies in Public Administration and Management. GOL's commitment to improvement of civil service performance was spelled out during the 1984 Donor Conference. Subsequently, a recommended action plan was produced at a GOL workshop in June 1987 attended by the Secretary to the Military Council, the Government Secretary and a majority of Principal Secretaries. MOA committed itself to a Management Improvement Program (MIP) at a MOA Workshop at Mohales Hoek Nov. 1987. The workshop, which was attended by the Hon Minister, PS and all senior MOA managers, produced a MOA Action Plan. Several of the recommendations made in the Government's workshop and the MOA Workshop, have since been implemented (e.g., decentralized selection, employment, transfer, and dismissal of some categories of staff). Other recommendations are addressed in the current Five-Year Development Plan.

4.2. The USAID Agriculture Planning Project (APP) now supports two advisors in the management area. One is a senior advisor, the Manpower Management Adviser (MMA), skilled in initiating and managing organizational change processes. He has been instrumental in organizing and making operational an internal Management Analysis Group (MAG) which interacts with MOA staff in addressing topical issues of general management, personnel management and organizational improvement. The second advisor relates directly with staff in the Headquarter's Registry and in the Accounts Section to implement improved procedures and increase the skills among Basotho staff. His strength is in relating closely to Basotho staff in a day to day work setting and using this personal relationship to provide effective OJT.

The MAG functions at present with one GOL establishment staff member, informally seconded from the Statistics Section. In addition, three staff were funded by the APP Project, however this support, under an existing GOL/USAID agreement, terminated March 31, 1988.

The MAG is designed to provide advice, analysis and assistance to potentially any MOA unit requiring its services. It formally reports to the Deputy Principal Secretary for Administration (DPS Admin) but nominally has worked on assignments requested by the Hon. Minister, the PS and the DFS.

Among its activities since initiation in September of 1986 have been;

- i. development of a Manpower Development and Deployment Policy;
- ii. facilitating the development of annual MOA Staff Development Plans;
- iii. preparation of a MOA wide Action Plan designed to upgrade the status and work performance of the District Field Service staff:
  - conducted and written up a District Survey;
  - planned and conducted a MOA Management Workshop
  - facilitated the development and agreement to a MOA Action Plan;
  - conducted two days Workshops in all the 10 districts to facilitate the implementation of the Action Plan;
- iv. facilitating the implementation of decentralization into the field by reorganizing the H.Q. and the district organization;
- v. development of a revised Establishment Register reflecting the recent reorganizations;
- vi. development of a Schemes of Service for Department of Field Services reflecting the decentralization of power to the DAOs;
- vii. Acted as a front office for DFS performing tasks such as:
  - organize workshops ( SAACRA, Research, DAOs);
  - draft policies ( Extension Policy);
  - write speeches (Minister, PS and DFS);
  - process and compile recurrent budget submission and prepare for budget discussion meeting,
  - plan and conduct Field trips for DFS to the districts,

4.3 In addition, a functioning computer assisted Personnel Management Information System (PMIS) has been established and direct support has been provided to the Director of Field Services to assist him in conducting the heavy administrative workload required to effectively manage the MOA district field staff. Computer assisted MOA accounts programs have been prepared for implementation based on initial prototype format developed by the MAG in conjunction with the Accounts Section. Under leadership of the present advisor, the MAG has developed a reputation for performance, has successfully motivated and provided on-the-job training for 7 Basotho staff to enable them to assist in implementing improved functioning of personnel, accounts and registry activities. It has the potential to develop and improve MOA administrative processes and to provide the focal point for organizational improvements supported by senior level MOA management. It operates as a staff agency within the Department of Administration, but its performance can be improved if it reported directly to the PS. However, there has, as yet, not been sufficient time to begin the institution building process of working with a Mosotho counterpart to provide leadership for the program.

4.4. Various other donors are providing assistance to the MOA in the institutional development area. These include ODA is funding technical assistance personnel in a variety of discrete fields within the Ministry (Financial Controller) ; and IFAD in the strengthening of the Department of Field Services .

## D. Current Situation

### 1. Identified Management Issues

5.1. Nevertheless, several issue areas remain of concern to the MOA. As of August 1988, these are:

a. As identified by the PS Ministry of Public Service:

- (1) The organizational framework of MOA in the context of its projected role in the provision of supporting the Farming Community and in implementing the MOA objectives as stated in section A;
- (2) Decentralization (structure of authority relationships, procedures, staffing, and relationship to rural chieftainship system); and strengthening the general interface with the farming community in the field (districts);
- (3) Current staffing pattern and grade distribution (mal-distribution among grades, priority/ non-priority sectors, and management, technical and support personnel);
- (4) Manpower planning and development (relationship between current and medium/long-term priority requirements and current and projected resource availability, including identification and specification of career paths, mobility of senior executives, and performance evaluation);
- (5) Employment, dismissal, and other disciplinary procedures;
- (6) Retention of necessary personnel (incentives and disincentives, including salaries, housing, pensions, and culturally-based factors);
- (7) Performance improvements (efficiency and effectiveness of planning, decision-making, financial management, administrative, and supervisory procedures and relevant skills); and
- (8) Lack of correspondence between formally established systems and procedures and actual behavior.

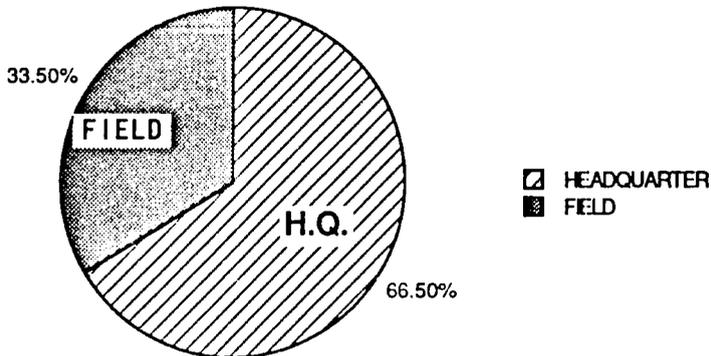
b. As identified by the MOA District Survey and MOA Retreat  
Nov. 1987;

- (1) inadequate interface with the farmers in the field leads to inadequate value added by MOA to the farming community;
- (2) general morale and performance of the field staff is very low;
- (3) Unbalanced resource distribution between H.Q. and the field, e.g.;
  - 80% of the MOA financial resources are spent in Maseru;
  - out of 157 degree level staff only 10 are in the districts;
- (4) Inadequate cooperation and coordination between H.Q. and the districts;
- (5) Inadequate Management, skills mix and staffing in the districts
- (6) Inadequate interface with the farmers due to;
  - unrealistic extension worker to farmer ratio 1:800
  - inadequate transport
  - insufficient supervision
    - insufficient staff development
  - lack of promotion/motivation
  - unrealistically low salaries
  - outdated allowances
    - inadequate district facilities
  - lack of training opportunities
- (7) Unclear lines of responsibility between H.Q. and the districts

## 2. Current Staffing Distribution

5.2 In order to make realistic recommendations regarding the issues raised in para. 4.1. is it important to have a good understanding of the current management and human resource situation in the Ministry. Based information from the PMIS we identified the following staffing situation;

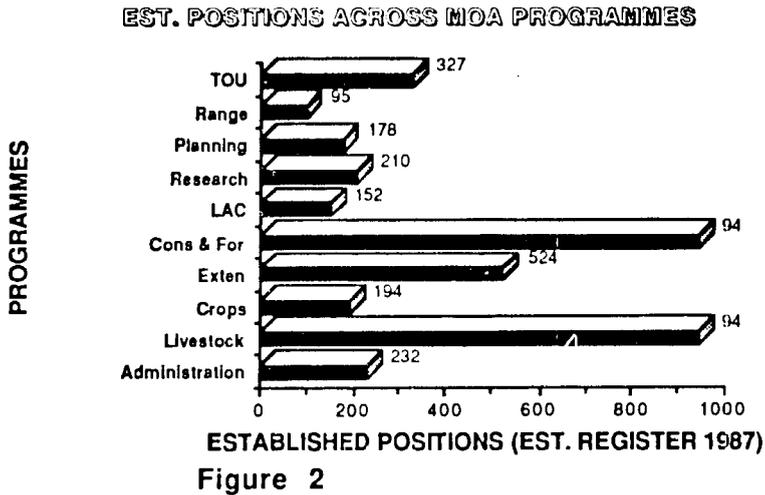
DISTRIBUTION OF STAFF ACROSS H.Q. AND FIELD



Source Recurrent Estimates 1987/88

Figure 1

According to figure 1, more than 2/3 of the staff are currently controlled by the Headquarter Divisions. The purpose of a decentralization process in the Ministry is to improve MOA's interface with the farming community by transferring more staff into to field and give the Department of Field Services with the help of District Agriculture Officers the control of the field based staff.



In figure 2 we can see the staffing (Established Positions) distribution across ministry functions prior to the Nov. 1987 reorganization. The functions with the largest staffing are of course Livestock and Conservation and Forestry. More than 40% of these around 3800 established positions are currently vacant.

The new organizational structure, which is still not reflected in the GOL Establishment Register, has 6 Headquarter departments; Crops, Livestock, Conservation and Forestry, Marketing, Administration and Field Services. All district staff report directly through the Director of Field Services.

Other important changes are;

- a) The establishment of two new departments: Marketing and Conservation and Forestry.
- b) Decentralizing the personnel management responsibilities from the H.Q. (Administration) to the Director Field Services (DFS) and his District Agricultural Officers (DAO).
- c) Moving important support function for the Field staff; Research, Agric Information, Extension and Nutrition into the Department of Field Services
- d) The scaling down of the Technical Operations Unit (TOU) and placing the function under the Department of Crops
- e) The coordination of Livestock and Range by moving Range in under Department of Livestock
- f) Clarification of accountabilities and reporting relationships by making the DAO responsible for all agricultural activities in the District.

MOA NEW ORGANIZATION AS PRESENTED NOV. 1987

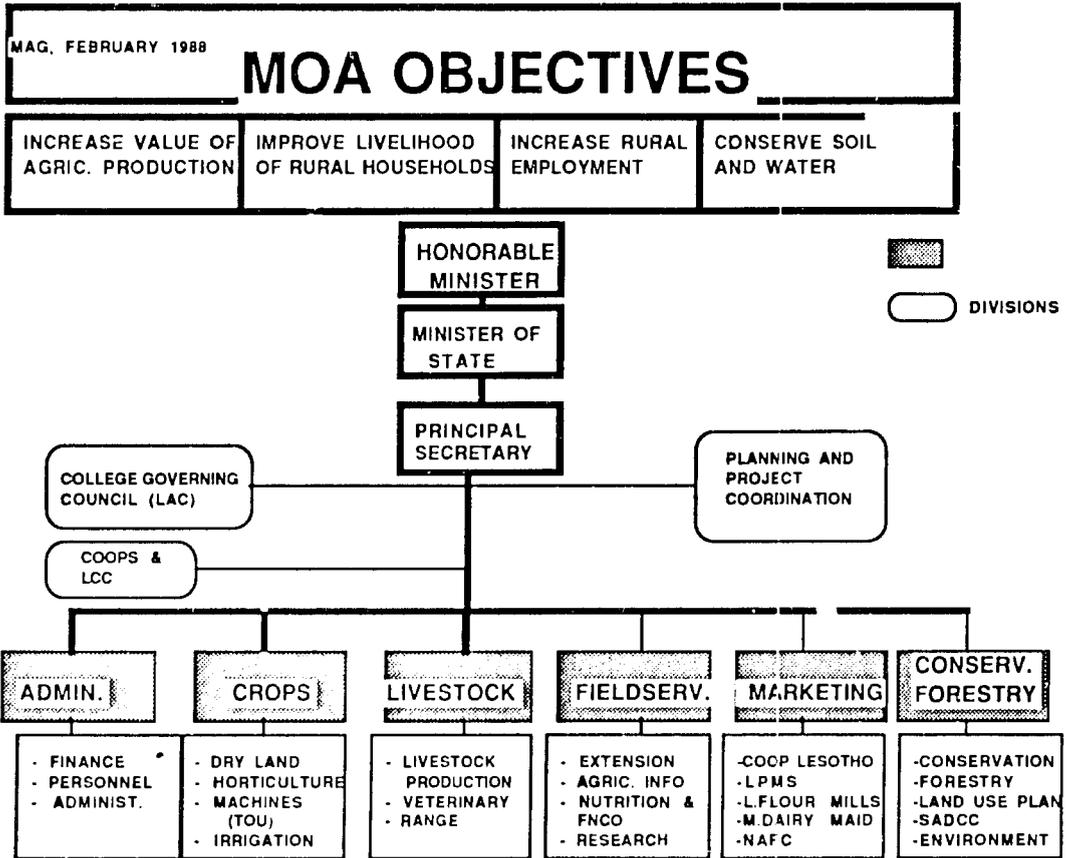


Figure 3

### 3. MOA Grade Distribution

5.3 Ministry of Agriculture has currently the following grade structure;

- Grade 16-20 (old system SS Super Scale)
- Grade 13-15 ( old system MAP Management Position)
- Grade 10-12 ( old system PRO Professional)
- Grade 6-10 (old system EAT Executive Adm. and Technical )
- Grade 1-5 ( old system CAA Clerical and Ancillary)
- Daily Paid staff

GRADE DISTRIBUTION, SOURCE; Est. Register 1997

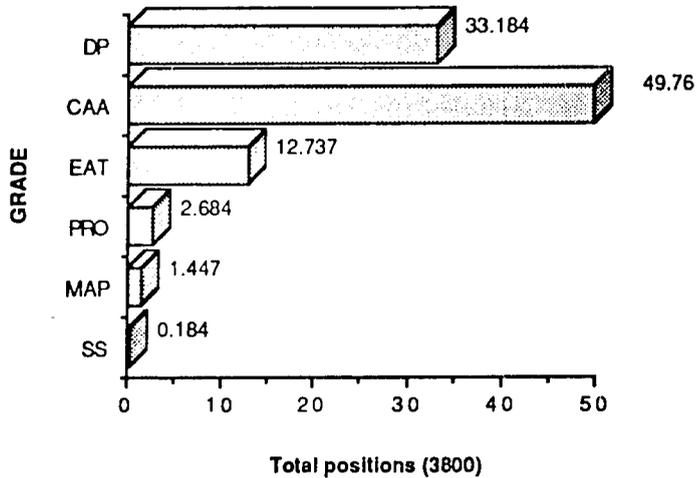


Figure 4

In Figure 4 we can see how unsatisfactory the grade distribution is in Ministry of Agriculture. The fact that more than 80% of the staff are either in daily paid positions or in positions graded below grade 5 (CAA 1-5), explains some of the problems the Ministry and the government has regarding efficiency and retention (staff leaving for other better paid jobs) and the general moral and motivation of staff. With less than 5% of the total number of jobs above grade 10 (PRO, MAP, SS), many officers will feel there are not enough promotional positions to grow into.

#### 4. Skills Distribution

5.4. A critical factor for the successful implementation of MOA objectives, is the availability of skilled staff. According to the PMIS the Ministry currently has the following skills distribution;

MOA SKILLS DISTRIBUTION, SOURCE: PMIS,1988

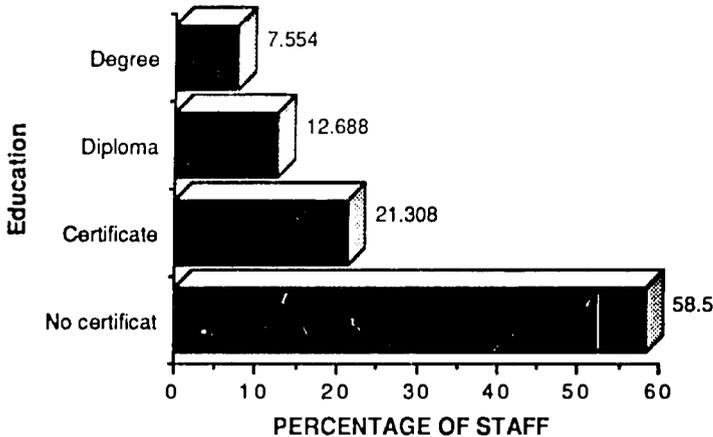


Figure 5

Figure 6 presents the distribution of formal education in the Ministry. Only 7% of the MOA staff has a degree and almost 60% are without any formal agricultural education at all. A little more than 20 % have a certificate and only 12% have a diploma. An important element in the staff development effort should in addition to increase the number of degree level staff, be to upgrade all the MOA staff without a formal certificate. One of the short term recommendations coming out of the DADP was to give 200 field based livestock attendance a 6 months certificate program

DEGREE LEVEL STAFF ACROSS H.Q. AND FIELD

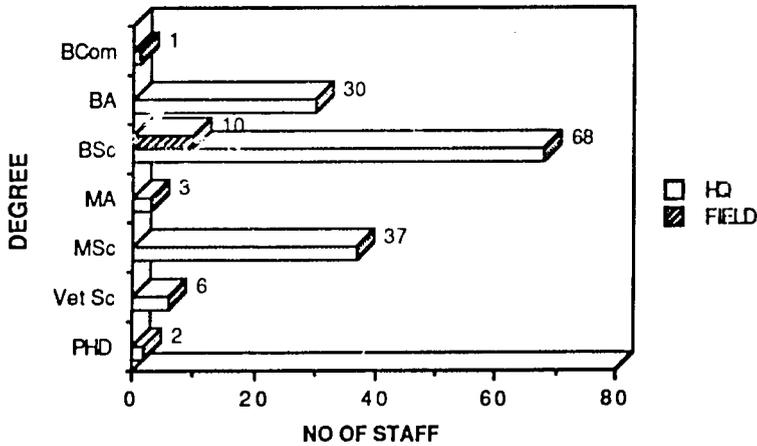


Figure 6

Compared to other GOL ministries MOA has with its 157 degree level staff a rather large group of qualified staff. Nevertheless there is still a dramatic shortage especially in areas such as Veterinarians and Phds for research and educational institutions such as Lesotho Agriculture College and the University. Much more value could, however, be added to the farming community with a more balanced distribution of the degree level staff between Headquarter and the Districts. As shown in figure 7 only 7% of the degree level staff is currently permanently stationed in the Districts.

Distribution of Degree level staff H.Q./Field

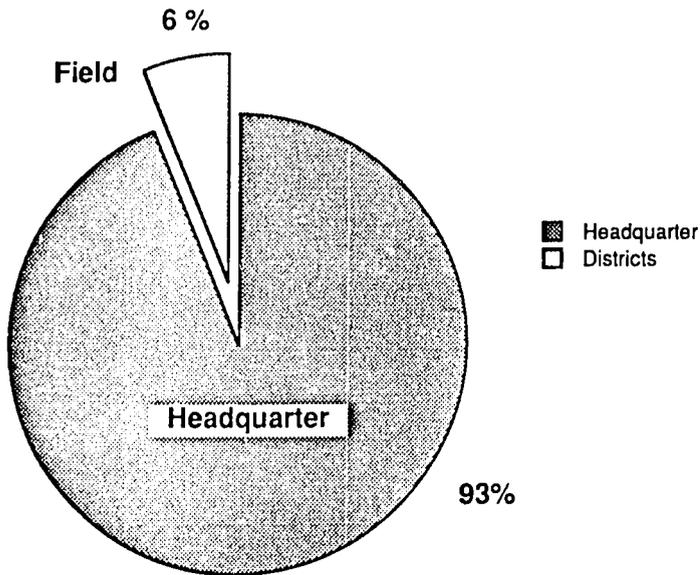


Figure 7

MOA is in the rather fortunate situation that many donors are willing to finance degree level training and currently 157 staff is currently undertaking degree level training. Figure 7 shows the distribution across types of degrees.

### Degree level staff across Departments, 1988

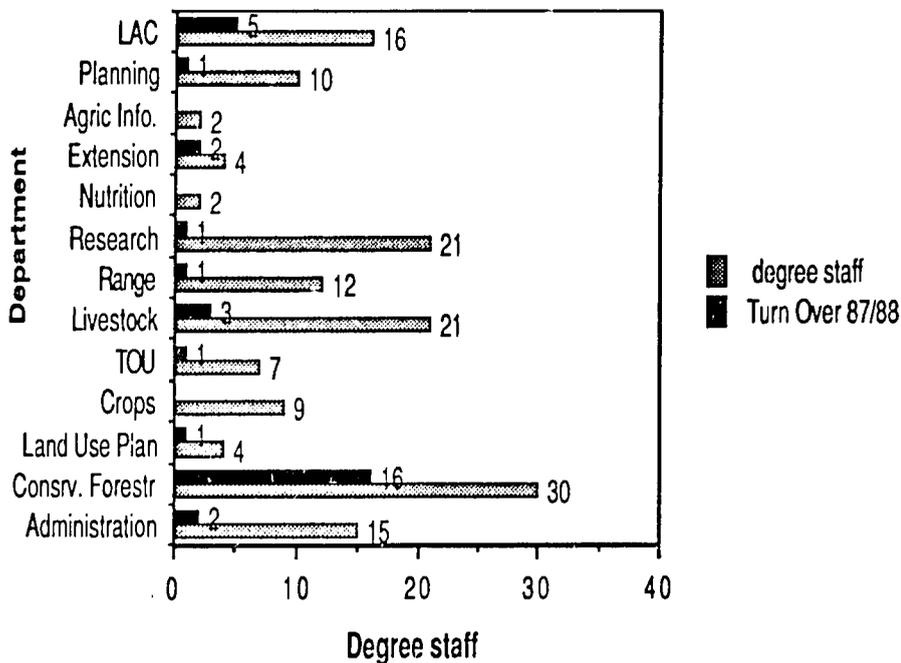


Figure 8

Figure 8 is presenting the distribution of degree level staff across department and divisions. In order to make the picture more realistic, we have added the turn-over (staff who left) over last year. The fact that almost 20% of the staff left indicates the seriousness of what we have labeled the *retention issue*. In conservation alone around 50% of the degree level staff (16) left during the last year

## 5. Current Administrative Systems

5.5 Ministry of Agriculture is still , despite recent computerized systems development, operating most of its administrative routines on a manual basis. The annual recurrent estimates are still done by manual typewriter in most departments and divisions and the staffing list are done in the same manner. There seems to be a resistance to use computers due to lack of training and or self confidence

### a. Financial Systems.

5.6. The Management Analysis Group (MAG) did for the financial year 1988/89 process all the recurrent estimates tables for Department of Field Services on computer using Super Calc 4 on an IBM machine. Some analysis were performed based on the submission and DFS had a good budget review meeting with his staff looking at planned expenditures against priorities and MOA objectives.

The official MOA budget submission to Ministry of Finance was , however, done in the old way on manual typewriters and there still seems to be some resistance to use computers in this area.

### b. Human Resource Systems.

5.7. Over the last two years MAG has designed and developed a computerized Personnel Management Information System for the entire ministry. There are collected around 30 data elements on each staff member ( around 2300) and using a software called revelation data retrieval is quit user friendly and fast. The MOA personnel unit has been approached numerous times but is still resisting operating the system. On their request, however, the MAG has produced many reports regarding staff, skills, sex and grade distribution. The system has also over the last year frequently been used by MOA managers. Parts of the annual MOA submission to the Ministry of Public Service is, however, still done manually on a typewriter.

### c. Planning Systems.

5.8. MOA is still doing its recurrent and capital budget manually although with the help of word processors. So far there has not been implemented a computerized planning model that makes it possible to review project activities against priorities and MOA objectives.

### d. Staff Development Systems.

5.9. Staffing plans have been compiled based on a systematic needs assessment both for 1987/90 and 1988/91. These plans have been produced with word processing equipment by the MAG, and the MOA Training Unit is currently using these reports when interfacing with the rest of MOA or Ministry of Public Services. A computerized staff development system has been designed by MAG but has due to low priority still not been implemented.

### **III. HUMAN RESOURCE PLANNING ASSUMPTIONS, 1988 -2000.**

#### **A. Total staffing needs of the Ministry; 1987-2000**

6.1. Based on the District Survey, the MOA Action Plan and the Districts Agricultural Development Plans, the issue of what number of staff is needed for the Ministry to add the expected value to the farming community.

As of August 1988 MOA has around 3800 established positions out of which around 2400 (58%) are filled.

Planning for year 2000 some decisions have to be made regarding the total staffing needs of the Ministry. During a recent preparation for a SACCRA Workshop on human resource development, the issue of total staff was raised and discussed and the conclusion was that we probably have too many staff and what we really need is " fewer and more educated" staff; e.g. less but better educated staff.

Based on this discussion the following staffing needs were presented to the SACCRA conference by the DFS;

### MOA STAFFING 1987-2000

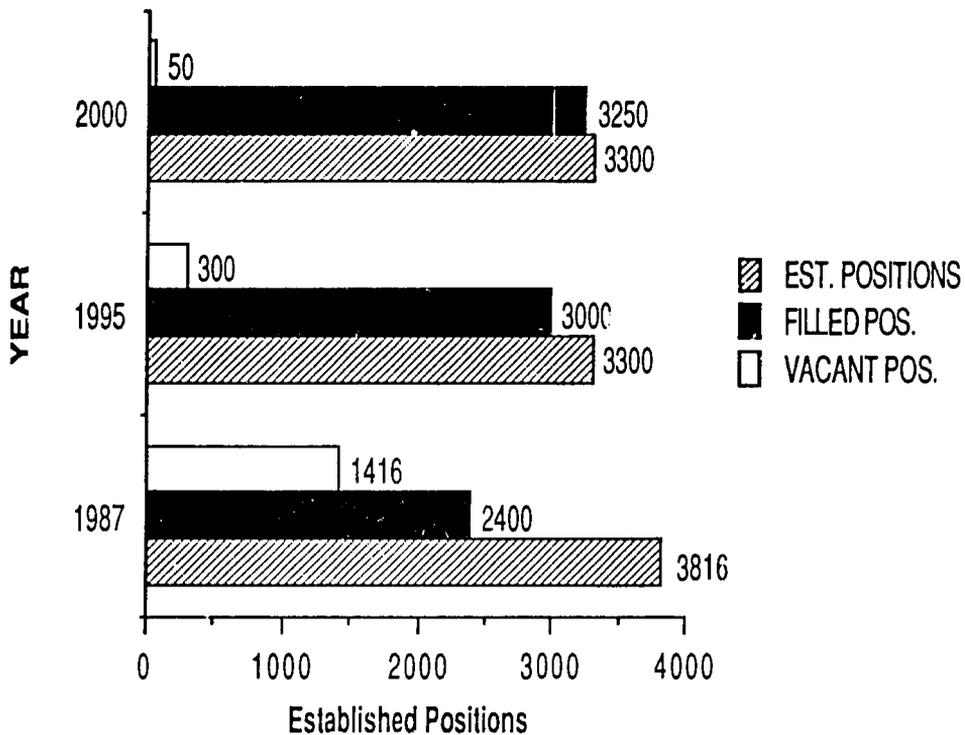


Figure 9

As can be seen from figure 9, are we over the next 12 years recommending a decrease in total MOA Staffing of about 500 Established Positions. The savings from these positions should be spent on upgrading enough EAT/PRO and MAP positions to find jobs for the around 450 degree level staff the Ministry according to its Staff Development Plans is planning to send for degree level training over the next 12 years. Looking at figure 9 the reader will see that, despite the reduction in total est. post., the total number of filled positions is increasing form year 1987 (2400) to year 2000 (3250).

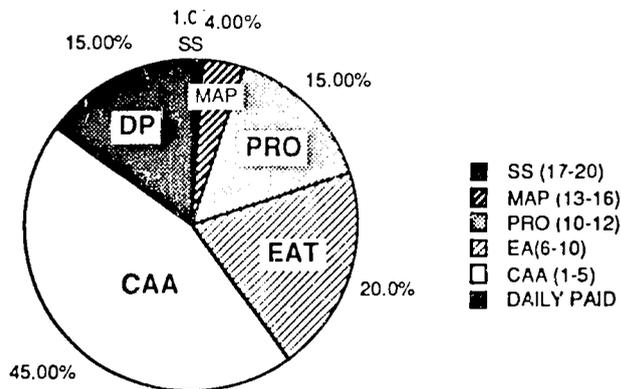
**B. Recommended changes in MOA's staff-, skills and grade distribution; 1988-2000**

**1. Recommended Grade Distribution**

7.1. As seen in figure 4 with more than 80% of the MOA Established positions as either Daily Paid (DP) or below grade 5 (former CAA) the current grade distribution is not designed for upward mobility. The current grade as indicated below is probably the most important reason why MOA is facing such problems retaining qualified degree level staff.

**a. Planned changes in grade distribution by 1995**

Figure 10 and 11 provides planned grade distribution in MOA up to year 2000



**PLANNED GRADE DISTRIBUTION BY 1995**

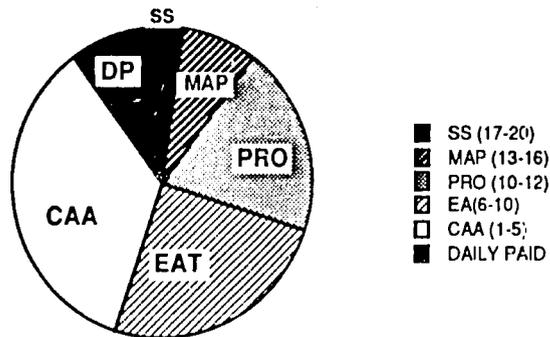
**Figure 10**

A reduction in Daily Paid and CAA Staff is recommended along with an increase in number of EAT, PRO and MAP positions in order to accommodate;

- degree level staff coming back from training
- promotion for staff with good performance record.

According to the Staff Development Plan compiled is Ministry of Agriculture planning to train around 482 staff for degree level training between year 1988 and year 2000. Assuming that all this staff will expect at least a grade higher than 10 (EAT 5). Currently there are only 140 positions above grade 10 and most of them are filled. This mean that the Ministry by year 2000 will have to create at least another 350 -400 additional positions above grade 10.

b. Planned grade distribution by year 2000



PLANNED GRADE DISTRIBUTION BY YEAR 2000

Figure 11

It is expected by year 2000, the number of Daily Paid and CAA (GRADE 1-5) positions have been reduced from 1987 (80%) down to 40%. Number of EAT and PRO positions have been increased from 15% in year 1987 to 40% in year 2000. This large number of EAT and PRO positions are needed to accommodate the almost 500 degree level staff being trained between 1987 and year 2000. The number of Management Positions (MAP and SS) is projected to increase from 1.5% in year 1987 to 8% in year 2000

2. Planned skills distribution

PLANNED DEGREE LEVEL EDUCATION 1987-2000

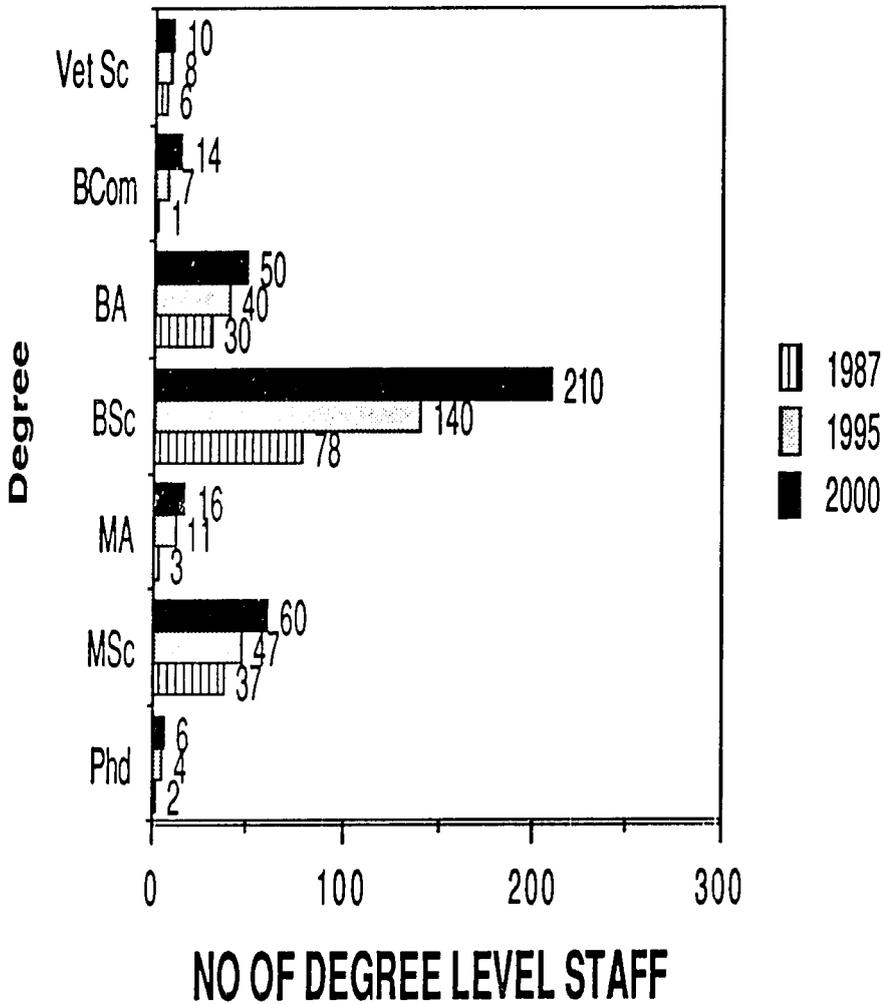


Figure 12

Figure 12 is based on the Staff Development Plans submitted by the Districts and the Headquarter departments.

The biggest increase is in the BSc area (from 78 to 210) with the education level of what we in Lesotho call subject matter specialists who are going to be placed in the districts. They will have the dual role of;

- giving on-the-job training for the extension agents and
- running seminars for the farmers on special topics of interest.

The number of Veterinarians will be increased to 10 , one assigned to each district.

The number of BAs increased from 30 to 50 so that all Deputy DAOs and some of the area supervisors can attend the management training needed to perform their roles.

The following Fig. 13 will show all the people currently getting degree level training. The more detailed list of staff getting degree level training is in Attachment 1

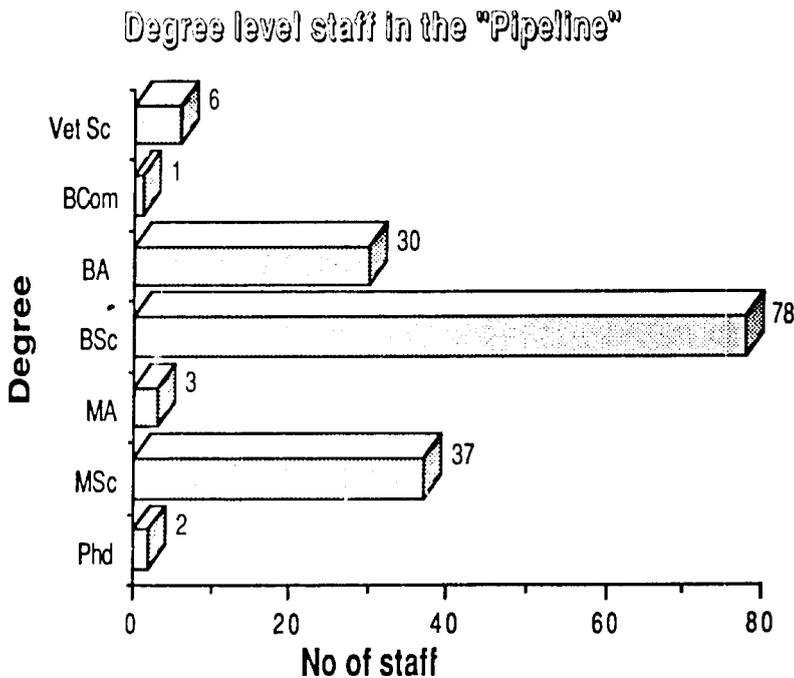


Figure 13

MOA has currently as many degree level staff in the "Pipe-line" (156) as there are degree level staff in the Ministry (157). With the extremely high turn-over among degree level staff (20% 1987/88) and the need for more managers and Subject Matter Specialist, the Staff Development effort has to give considerable attention the coming years.

## IV PROPOSED MOA MANAGEMENT IMPROVEMENT PROGRAM,

8.01 In the following we will in more detail describe the proposed action program between 1988 and year 2000. Attempting to divide the activities into 3 discrete phases, we know there will be some overlaps. The rationale for sequencing the tasks are basically based on; (i) the general importance of the activity and ; (ii) some activities are necessary for others e.g. before you can have a professional management analysis group you need to develop the PMIS that will give them the necessary facts to work with.

### A. Introduction and Summary

8.2 Improvement of Management Capacity. This component will consist of four elements:

- (a) Establishment of a formal Management Analysis Unit (MAUs) , including the formal installation of the personnel management information system (PMIS) in the MOA Personnel Unit;
- (b) Implementation of in-country, problem-oriented, management training and planning workshops;
- (c) Provision of consultant services, equipment, and logistical support.

8.3. MOA Positions, Structures and Staffing. This component will consist of five elements;

- (a) A review of the current Establishment Register compared with the objectives of Five-Year-Development Plan for consistency;
- (b) Management review of staffing lists from the PMIS of all MOA H.Q. Department (including distribution by grades and position titles) to compare staffing needs to actual positions filled, including established and daily paid positions; the review should be based on the current organization even if it still is not reflected in the Establishment Register. Special attention should be given to the redeployment of staff from the H.Q. to the field;

- (c) Based on functional requirement and the District Agricultural Development Plans, conduct a comprehensive needs assessment
- (d) Preparation of recommendations on the above for action;and

8.4. MOA Improvement Program. This component will consist of two elements;

- (a) Preparation of the MOA Management improvement program for implementation during phases II and III as described above (*inter-alia*);
- (b) Assessment of current institutional framework of the MOA for consistency with its functional requirements (para. 3.3.1) and provision of appropriate organizational changes as necessary; and

8.5. The implementation of the Management improvement Program will take due consideration of the following principles;

- (a) Ultimate responsibility for decisions will rest with the MOA staff assigned to the project based on the advice of the external consultant.;
- (b) Maximum use will be made of short term recurrent consultants in order to minimize the number of long term residential technical cooperation staff;
- (c) Reliance will be placed, consistent with the needs of the project, on the employment of national consultants in the first instance and from the region in second instance;
- (d) Consultants will be responsible for considering the medium-term institutional development impact of their advice and actions;
- (e) Organization of MOA staff assigned to the project will emphasize management teams and working groups;
- (f) Data collection and analysis should involve a critical mass of interested parties assisted by, among other methods, attendance at action planning workshops; and
- (g) Terms of Reference will reflect consideration of the various principals enunciated above.

## **B. Phase I, Management Improvement Program**

### **1. Conduct a H.Q. Review**

9.1. MAG should be given the mandate by the PS to conduct a H.Q. review similar to the District Survey. Purpose of the review would be to;

- review the consistency between H.Q. functions and the MOA objectives and priorities;
- identify staffing and skills needs; and
- identify general management issues.

To conduct the survey MAG would: (i) interview a representative selection of managers and staff, (ii) review the current Establishment Register and the MOA Development Plan for consistency; (iii) review staffing lists from the PMIS of all MOA H.Q. Department (including distribution by grades and position titles) to compare staffing needs to actual positions filled, including established and daily paid positions; the review should be based on the current organization even if it still is not reflected in the Establishment Register. Special attention should be given to the redeployment of staff from the H.Q. to the field;

#### **Recommended action;**

- New MMA selected and on the job;
- agree Terms of Reference with the PS and DPS;
- get the former MAG staff back on the APP pay roll to support him;
- assign one staffmember from each Department to assist MAG staff in the data collection and the analysis;
- draft report for review by the MOA management team;
- collect information and review existing reports e.g. the District Agricultural Development Plans
- organize a two days workshop to (i) get the management team behind recommendations made and (ii) to work out an Action Plan.

**Timing;** October 1988 - May 1989

## **2. Review and implement recommendations made in the District Agriculture Development Program (DADP)**

9.2. As a follow up to the MOA Action Plan each district has developed a rather impressive District Agricultural Development Plan (DADP) that lines out necessary actions to be taken to make the district staffs' interface with the farming community more efficient and effective. These District Agricultural Development (DADP) have recently been summarized in an action matrix by the MAG and presents;

- all recommendations made district by district
- who should make the decision to implement
- who is responsible for implementation and
- resources needed.

Although quite extensive with some tasks that might have to be implemented in phase II, it is of critical importance that feedback is given to the District task forces regarding their hard and good work.

### **a. Reflect the Nov.1987 Reorganization in the GOL Establ. Register**

9.3. As many of the recommendations made by the district staff are depending on the implementation of the new structure, it is of critical importance that the reorganization of Nov. 1987 is formally implemented and reflected in the official GOL Establishment Register. The MAG has already developed a draft document that reflects the changes in the Establishment Register. In order to have a professional argument with the Management Services Unit in the Ministry of Public Services, the MAG has also developed the necessary documentation for such a change; e.g. Job description for all staff in Field Services (120 positions), the necessary rationale for the changes and the new organization chart.

#### **Recommended action;**

1. DPS and DFS reviews the draft Establishment Register and the supporting documents, responsible: (DPS).
2. Necessary changes made (DPS)
3. Draft document circulated to all Department Heads for approval, responsible: (DPS),
4. Discussion of the Reorganization Submission to the Public Service in the Department Head meeting, with approval (PS)
5. PS submits the package to the MSU in Ministry of Public Service for approval (DPS for PS's signature)
6. DPS follows up with the MSU

**Timing;** September - October 1988

**b. Review and take action on DADP.**

9.4. Important recommendations to improve the efficiency and effectiveness of the interface between the farming community and MOA, have been made by task forces in all 10 districts. If acted upon it is more likely to have a positive impact because of the grass-root level involvement of the districts staff. If we do not respond, we might see that the morale of the field staff will go down.

**Recommended action;**

1. The first step in the review process will be for the DFS to go through the action format to decide;
  - what actions he would like to delegate to the DAOs;
  - what actions he would like to decided on himself;
  - what recommendations needs to be decided by the PS;
  - what recommendations will have to be reviewed by the Public Service . Responsible: DFS
2. As soon as this step is completed the DFS should organize meetings with;
  - the DAOs to inform them about the recommendations they can go ahead with ( ca 40% of the recommendations made);
  - his division heads to decided on some of the recommendations regarding the divisions;
  - the PS and DPS and discuss issues requiring their approval
  - the PS and the department heads on issues relating to the headquarter departments. Responsible; DFS
3. Start implementation of approve actions

**Timing; November 1988- May 1989**

**c. Select and appoint Deputy DAO's and 5 Area Supervisors in each district**

9.5. On other recommendations that was made by the whole MOA management in Nov. 1987 was to formally appoint Deputy DAOs in each districts (grad 10). After the DAOs were upgraded and nobody else, the field staff feel that they have been let down by the system. It is for that reason important that the Deputy DAOs and the Area Supervisors (Grade 8) are being selected and appointed as soon as possible. This recommendation has to follow Ministry of Public Service's approval of the reorganization (Para 6.8)

**Recommended action;**

1. Advertise the Deputy DAO and Area Supervisor jobs ( DPS/DFS)
2. Review candidates and make up short lists for each position.
3. DAOs and DFS make recommendations to the DPS (DFS)
4. PS and DPS approves and sends recommendations to the Public Service Commission for approval (DPS)
5. As soon as approved DFS informs the successful candidates.
6. Positions filled

**Timing;** December 1988 -March 1989

**3. Strengthen the internal management consulting capability of the ministry**

9.6. Current plans are to have the Management Analysis Group fully operational within the Ministry by 1992. It is expected that up to two MOA staff be sent for training at the MPA/MBA level in September and one be sent for BA level training. By September 1990, at the latest, a Basotho director could be in place, with BA trained support staff to be assigned by 1991. However, to date, the MOA has not made a formal commitment to MAG establishment . Acceptance of the MAG by formally appointing establishment staff to the unit on a long term basis , is recommended as a prerequisite for continuing to provide donor assistance.

It is proposed that two long term TA staff be assigned to the Management Analysis Unit . One will continue to serve as Director of the MAG through 1991 when formal leadership will pass to a Mosotho with the TA personnel shifting to an advisory role for another year. This individual should be a senior management and organizational specialist, capable of motivating and developing junior staff. Specialty areas of ;

- 1) organizational change
- 2) process consulting
- 3) management consulting
- 4) computer analysis with regard to personnel information systems
- 5) personnel development and
- 6) management training skills and techniques are recommended.

The second TA staff will continue to work closely with the Headquarter and District Registries and Personnel sections to improve overall functioning and improvement of staff skills. Because of the nature of the work involved, training of Registry staff should be primarily in an OJT mode supported by short term specific skills training. One possibility which should be explored is to provide on-going remedial English classes to improve the reading comprehension of Registry staff.

The second advisor will also assist the MAG in other administrative support work as needed. This could include OJT training of staff in the personnel section of the MOA in the use of the computerized PIS to improve functioning of personnel activities once this function has been transferred from the MAG. The advisor shall assist in improving, designing job description's and job appraisal's for the ministry. It is anticipated that this advisor can be phased out by mid the 1990's. The suggested role of this advisor is in implementation of administrative functions for which technical concepts have been developed. That is, the activity is not to define or perfect operational criteria (this is, in part, the function of the MAG) but rather, to implement existing or newly developed techniques through OJT staff training staff in their use and developing implementation procedures.

A third advisor, providing similar administrative assistance to the DFS, is also justified to consolidate and operationalize the administrative strengthening process underway in Department of Field Services e.g. introducing a computerized personnel information system and computerizing the budget. Strengthening the Office of the DFS may be quite appropriate within the next few months as a result of the expanded activities of this unit and its strengthened field implementation role. This position could provide the basis for fostering a strengthened relationship between LAPIS and the office of the DFS.

As a necessary precondition for the performance of the action plan recommended in this proposal there is a need for a formal Management Analysis Unit in the Ministry. It is important that this group is staffed with local staff.

**Recommended Action ;**

1. Identify vacant positions that can be abolished to establish the MAU( MAG/DPS)
2. Approve of MAG proposal (See Attachment 3) (PS)
3. Hiring of qualified staff to the 3 positions. (DPS/DFS)
4. Hiring the remaining 2 positions when necessary
5. Expatriate advisers together with the local staff works on the issues recommended in this paper.,

**Timing;** December 1988 to September 1990

#### 4. Implement the Horse Allowance

9.7 The Horse Allowance proposal, which was recommended at the MOA workshop at Mhales Hoek in Nov 1987 and presented as a formal recommendation by the MAG in Dec 1987 ( see attachment 2), is still not implemented. USAID through the LAPIS project, tentatively agreed to finance the Horse Allowance for the first 5 years. The districts have reviewed the proposal and identified the number of district staff that will keep horses under the new scheme.

##### Recommended action ;

1. Approve the recommended Horse Allowance Proposal (Responsible; PS)
2. Clear the proposal with Ministry of Public Service and Ministry of Finance (DPS)
3. Review the recommendations from the districts regarding who will be eligible (DFS/MAG)
4. Send a formal letter to USAID request funding ( PS)
5. Identify the staff that will get the Horse allowance( MAG)
6. Put in place the payment and control procedures (MAG, Fin. Cont)
7. Pilot test and review the procedures (MAG, DFS)

Timing; November 1988 - February 1989

#### 5. The Management workshop for MOA managers.

9.8. Management training for MOA managers was identified as a critical need both in the district survey and in the MOA Action Plan. A two weeks management seminar has been developed by the MAG and should be conducted this fall.

##### Recommended Action ;

1. USAID sponsorship has to be clarified
2. Decide on a timing that fit in with the workload of the managers and venue (Maseru IEMS & Lake side Hotel) (DFS/DPS)
3. Appoint additional managers from outside department of Field Services if needed. (DPS)
4. Work out the details of the course (MAG)
5. Conduct the management course (MAG)
6. Evaluate the course and plan necessary follow up (MAG)

Timing; January 1989 - March 1989

## 6. Upgrading of the Districts Facilities

9.9. As part of the MOA Action Plan Implementation The MAG has conducted an inventory of the district facilities. Responding to a general need for an improvement in facilities and equipment and at the same time proving to the districts that the current decentralization effort is for real, we made an upgrading proposal (See Attachment 4) that would deal with most critical needs in the district H.Q.

### Recommended Action ;

1. Approve the upgrading of the districts facilities recommended in the facility survey (PS/DFS).
2. Request the necessary funding from USAID (PS/DFS).
3. Inform the DAOs about the decision and the amount available (DFS).
4. Give the DAOs a deadline for the completion of the upgrading (DFS).
5. Visit all the district to see if the upgrading were performed according to the plans (DFS/MAG).
6. Develop job descriptions for the administrative staff in the districts to assure that maintenance is performed according to new standards.
7. Develop a performance appraisal system based on objectives that will assure improved management performance.

**Timing;** March 1989 - June 1989

## 7. Improve the Telephone System in MOA H.Q

9.10. The current telephone situation is embarrassing for the Ministry. The telephones are the key interface with the outside world and important people trying to reach the Ministry have to try 3-5 times before they can get any response. When MOA staff without a direct line try to call out they have the same problem. The MAG submitted a proposal for improving the MOA telephone System in October 1987 (See attachment 4). The recommended system was to deal with both the issues of improving the interface with outside world and cost control. The proposed system was initially estimated to cost around M50,000. A proposal was sent to the DPS who reviewed the matter with LTC. Later estimates put the costs of a new system at about M72,000. Main reason for the delay was due to the uncertainty whether MOA was included in the second phase of the MOA Complex. The DPS had been informed that MOA would remain in the current location and as a result should proceed with the improvement of the facilities including the telephone system.

### Recommended Action ;

1. Review the different reports and come up with an acceptable proposal. (DPS/MAG). Identify type of system to be used.
2. Investigate the necessary links between the new computerized telephone-system that registers all calls and the accounting section that will be responsible for retrieving money for private calls.
3. Develop a procedure for monitoring the calls made by ministry staff
4. Implement the recommendations made in the MAG proposal e.g computerize the switch board, increase the number of lines and strengthen the switch board staffing (DPS/MAG)

**Timing;** July 1988 - August 1989

## 8. Strengthen the MOA Registry function

9.11. The MAG has over the last 12 months made several recommendations regarding the MOA Registry function (both H.Q and the District) An APP advisor has spend the last 6 months working with the H.Q. Registry staff and several major improvements have been achieved. The advisor and the MAG have reached the same conclusion as several previous consultancy reports, that the key bottleneck in any further improvement of the Registry function relates to improving supervisor performance. Action has not been taken so far.

### Recommended action:

1. Re-assign the current Supervisor (DPS) to a position more suitable to her previous experience.
2. Hire a qualified Supervisor who will also be in charge of strengthening the registry function (DPS)
3. One adviser will be working in the registry part time to train and coach the registry staff.
4. Establish new procedures to monitor the quality of the service offered by the Registry
5. Start a process to upgrade the district registry functions by;
  - upgrading the facilities
  - change existing procedures
  - develop a training program for district registry staff and rotate them through the H.Q. registry

**Timing:** October 1988 to July 1990

## **9. Implement the current computerized MOA Personnel Information System**

9.12. The MAG has over the last two years developed the most advanced computerized personnel information system in the GOL. The system which has been accepted informally as a government wide model by the Ministry of Public Services. MAG has over the last 12 months without success tried to get staff from the MOA Personnel Unit to come down to the MAG office and learn how to use the system. With its use reports that can be produced by the computer in less than 3 minutes many are still done manually taking considerably more time. (staffing lists, retirement lists)

### **Recommended action ;:**

1. A decision is made that the computerized personnel information system shall be supported and used by the MOA personnel Information system (PS)
2. Staff from the Personnel Unit are requested to work with the MAG to learn to use and improve the computerized personnel information system (DPS).
3. A short term consultant, will work with the personnel unit developing the necessary procedures for how to integrate the computerized personnel information system into the daily work of the MOA personnel unit (MMA)
4. The computerized personnel system and position system is used as part of the MOA personnel routine. (MMA/DPS).
  - a procedure has to be developed to link up the computerized system with the formal causality system ( personnel changes approved by the Public Service Commission (PSC). )
  - the procedure has to be tested out
  - staff has to be trained,

**Timing;** September 1988 - May 1989

## **10. Upgrade the formal education of around 200 livestock attendants by offering them a 6 months LAC certificate course.**

9.13. During the districts survey one of the major reasons for the low moral among the field staff was quoted to be the lack of training opportunities. Conducting some analysis of the MOA staffing situation we realized the more than 80% of the staff are below CAA 5 and more than 30% of the staff are daily paid. We also realized that almost 40% of the district staff are without a certificate. The largest group without a certificate are to be found among the Livestock staff e.g. the Livestock Attendance. In order to change this situation and also to improve the staff moral and the qualifications of the staff in the field, the DFS and the MAG have discussed

with LAC to initiate a program for experienced field staff training more than 200 district staff at LAC for 6 months giving them a LAC certificate. With a certificate they are all illegible for promotion to Extension Agents if they qualify otherwise

**Recommended action**

1. Make a decision to go ahead with the field staff training (PS/DFS)
2. Set out a task force at LAC to come up with a program (DFS)
3. Send out a letter to the DAOs asking them to appoint qualified staff. (DFS)

**Timing;** October 1988- October 1990

## 11. Director of Field Service, Front Office

9.14. The reorganization made the department of Field Services responsible for more than 60% of the MOA staff across the 10 districts and in 4 H.Q. Divisions. To adequately handle this increased responsibility, MAG proposed in Dec 1987 that the DFS Front Office had to be strengthened. (See attachment)

The recommendation was that the DFS Front Office should be strengthened with;

- a Deputy Director of Field Services (MAP 6/Grade 14)
- an Accountant (EAT 2-3/6-7)
- a Clerical Assistant (CAA 2-3/2-3)
- a Senior Personnel Office (EAT 2-3/7)
- a Program Coordinator (old Extension Function) (EAT 5/10)
- a Senior Planning Officer (Grade 9-10/1)

The Front Office will use already existing positions coming out of the old Extension Divisions. IFAD has supported the notion of strengthening the DFS Front Office and is willing to finance an Extension/Management Consultant position for 2 years.

### Recommended Action

1. Approve the proposed strengthening of the DFS Front Office (PS)
2. Fill the requested positions with qualified staff and set them up in a office close to the DFS (DFS/DPS)
3. Request IFAD for the support of a Technical Assistance for two years (see attached Terms of Reference) (PS)
4. Recruit and assign the necessary staff for the front office
5. Train this staff to operate the recommended;
  - computerized recurrent budget procedure on a monthly basis
  - computerized personnel information system
6. As soon as the front office staff has been trained, develop and conduct a training of all district staff who are supposed to feed important information ( personnel, financial and objectives) to the DFS's front office.
7. Pilot test the new procedures in one district using the new computerized procedures
8. Review and start operating the system in all districts

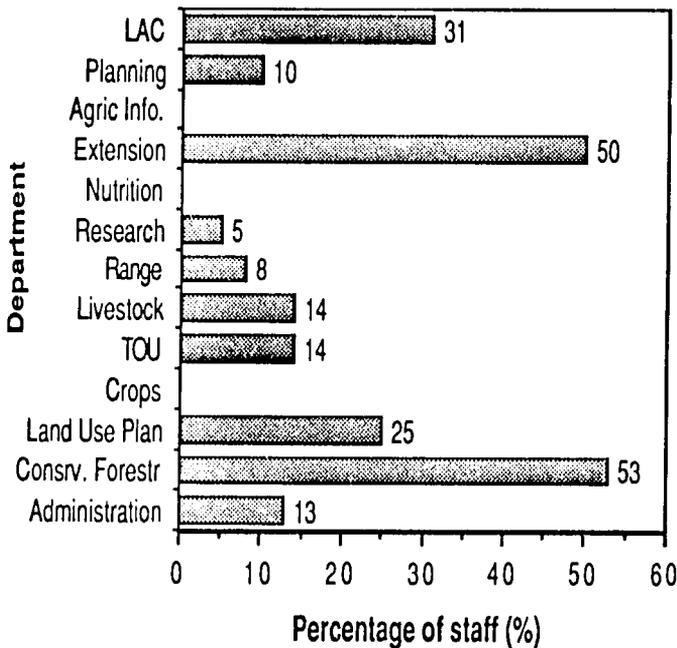
**Timing;** November 1988 to September 1990

**12. Reduction of MOA Est. Register with 500 vacant positions to increase the number of positions above grade 8**

9.15. Probably the most challenging task for the government is to retain the trained manpower after the bonding period is over. Depending on how many more alternatives the staff have, they will tend to look for opportunities outside the government.

Important factors for staff when they decided to leave is; (i) pay; (ii) carrier prospects; (iii) fringe benefits; (iv) status; and an opportunity to use what they have learned. In Lesotho the government has a very serious competition from the new Highland Water Scheme and from the Homelands. In both cases staff are being paid considerably better than in the government.

Turn-over of Degree level staff, 1987/88



**Figure 14**

In order to retain the good people returning from diploma or degree level training, the government has to offer them established positions that are matching their education. Currently there are, as we have described in the current grade structure, not enough promotional positions (SS,MAP or PRO) for the staff we are planning to train according to the staff development plan. To respond to this serious issue the MOA Management Analysis Group recommend the following scheme.

The assumption is to create more opportunities for promotions without increasing the number of positions or the total salary cost of the Ministry. The present relatively small size of Lesotho's modern or industrialized sector means that even a high employment growth rate will add relatively few new jobs.

Even if the number of MOA staff trained is quite considerable, not all of these candidates will be available to the Ministry as skilled people are in shortage. Some of the trained staff will, as soon as the bonding period is over, go to better paid jobs in Lesotho or in the South African homelands.

No systematic tracing system has so far been established to monitor the progress of the students abroad and their subsequent placement when they return back with their degrees. Even when they return they do not fill the posts they were expected to fill.

Lesotho has not enough in country training facilities for high quality officers which forces us to send our good staff abroad or to other African countries.

This situation results in people taught and educated in a more advanced environment and different culture which often does not fit to the problems they are facing back in Lesotho.

This again leads to highly trained staff who even if they happen to be placed in the right, challenging job, often do not have the necessary tools they need to use what they have learned abroad.

Another problem might be that the government do not have enough promotional positions for highly qualified staff (e.g only 0.2% (6) SS positions and 1.5% (35) MAP positions. With more than four hundred degree level staff to be trained over the next 12 years, this is certainly not enough to keep them in the Ministry.

More and more officers do not see a reason to work in the government when there is the lack of incentives for good performers.

(1) Strategy for improving the efficiency of MOA for Department of Field Services

The successful implementation of the MOA objectives; will require a much more efficient interface with the farming community. A recent District Survey concluded that the general morale and performance of the MOA field staff is low due to the following ;

- 1) insufficient qualified extension staff ( ratio 1:800)
- 2) inadequate incentives to motivate staff;
  - lack of promotions
  - outdated allowances
  - low status
  - insufficient staff development opportunities
  - inadequate supervision/management and
  - poor housing
- 3) insufficient technical backstopping

To change this unacceptable situation, MOA has embarked on the implementation of an Action Plan that was issued by the MOA management in Mofales Hoek November 1987. To implement the plan a task force in each district has been elected with the mandate to come up with detailed recommendations for improving the extension performance in each district.

One very important overriding precondition for the successful implementation of change process is to change the current grading structure in the districts to allow for increased opportunities for;

- upgrading of district staff
- increased number of field level supervisors
- placing more diploma and degree level staff in the districts
- increased number of promotions based on good performance.

As indicated in the graph describing the MOA Grade structure (page 16), the current grade distribution in the Ministry does not allow for placing many of the staff recommended for training.

In the districts alone we have identified the need for;

- 20 MAP- level positions ( 10 MAP 4 and 10 MAP 1)
- 50 PRO 3 - level positions
- 100 EAT 2 - level positions
- Upgrade 250 CAA (GRADE 1-5) (GRADE 1-5) level positions from CAA 3-4 to CAA

The way we are suggesting this upgrading financed would be by reducing the current establishment in the department by approximately five hundred CAA 1 positions.

Financing the necessary changes in the Est. Register

| CURRENT SITUTATION |               | RECOMMENDED SITUATION |                |               |
|--------------------|---------------|-----------------------|----------------|---------------|
| Grade              | Maloti        | Grade                 | Maloti         | Cost          |
| 10 MAP 1           | 136500        | 10 MAP 4              | 162160         | 25660         |
| 10 EAT 5           | 56820         | 10 MAP 1              | 136500         | 79680         |
| 50 EAT 1           | 231600        | 50 PRO 3              | 550200         | 318600        |
| 70 CAA 2           | 140000        | 100 EAT 2             | 3488200        | 208200        |
| <b>TOTAL</b>       | <b>634920</b> |                       | <b>1400700</b> | <b>632140</b> |

The necessary number of CAA (GRADE 1-5) positions to abolish to finance the upgrading

|                                  |            |
|----------------------------------|------------|
| Upgrading cost                   | 737140     |
| Annual salary one CAA 1 position | 1554       |
| No of positions to abolish       | <u>474</u> |

In order to;

- 1) Create more promotional positions
- 2) increase the number of supervisory positions
- 3) increase the number of technical staff in a backstopping role,

we are recommending a "Zero sum change" where we trade in 500 CAA 1 positions (reducing the MOA Establishment from 3800 to 3300) into ;

- 20 MAP-level positions
- 60 PRO- level positions
- 100 EAT -level positions
- 250 CAA 5 positions ( to be funded later)

(2) Projected changes in MOA grade distribution to accomodate additional degree level staff (appr. 450 staff)

Planned development of Grade distribution

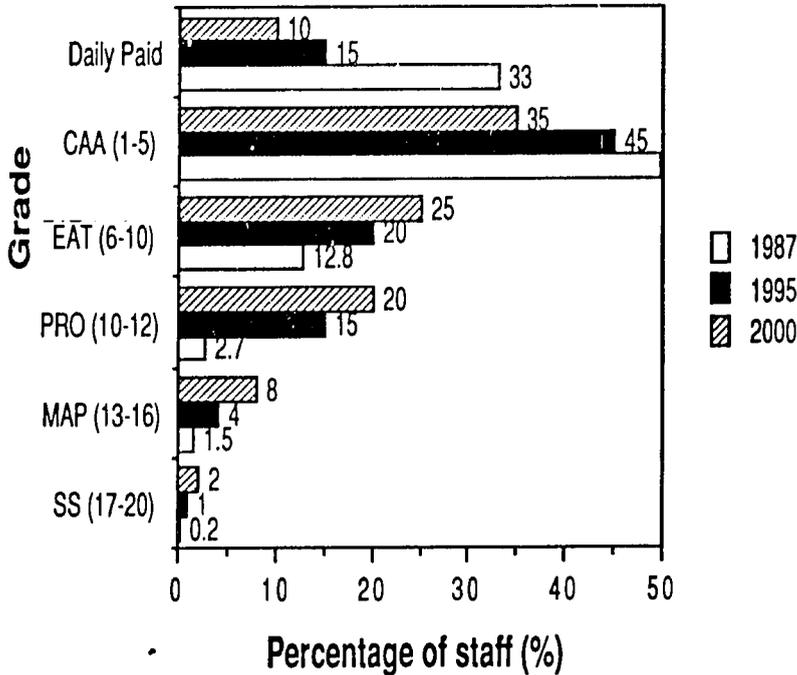


Figure 15

Figure 15 provides the following projected recommendations regarding the grade structure;

- a relative reduction in number of Daily Paid staff from 33% (1987) to around 10% (2000)
- a relative reduction in number of CAA (GRADE 1-5) staff from 50% to 35% during the same period
- a relative increase in number of EAT positions from 13% to 25%
- a relative large increase in number of PRO positions from 2.7% in 1987 to almost 20% in year 2000. The large jump in number of PRO positions is made in order to allow for enough promotional positions for all the diploma and degree level staff returning from training (450 in according to the staff development plan)
- a relative increase in number of CAA (13-16), management and Subject Matter Specialist positions, from 1.5 % to 78%
- a relative small increase in number of SS positions from 0.2 % in 1987 to around 2 % in year 2000

## C. Phase II, Management Improvement Program, September 1990 to September 1995

### 1. Introduction and Summary

10.1 Phase 2 of the MOA Improvement Program is depending on implementation of recommendations made in Phase 1.

Starting Phase 2 we are making the following assumptions;

- the PMIS is fully operational;
- the Management Analysis Unit (MSU) is fully operational and has the first degree level MAG staff back after finished education;
- there are MAGs in both Ministry of Health and Education with whom the MSU is sharing experiences ;
- the Nov 1987 Reorganization has been approved by the Ministry of Public Service;
- the Deputy DAO and Area Supervisor positions have been approved and filled;
- the Horse Allowance, the MOA telephone system, the MOA Registry Function, the upgrading of the District facilities have all been implemented according to plan;
- the 200 Livestock staff have been given their 6 months certificate and other staff are being trained in the same manner;
- a needs assessment for the H.Q. departments have been completed and approved ( indicating staffing levels and skills needs across H.Q. functions according to MOA objectives and priorities

10.2. In summary Phase II will be based on the assumption that the recommendations above have been implemented , work on the following issues;

- (i) the design of a comprehensive decentralization program;
- (ii) assessment of the general attractiveness for the MOA as an employer and the identification of an appropriate incentive package;
- (iii) design of an optimal personnel evaluation system;
- (iv) establishment of appropriate career paths and grade restructuring;
- (v) preparation and initiation of a comprehensive medium-term staff development and deployment strategy (Continue implementation of recommendations made by the District Agricultural Development Plans)

## 2. Design of a comprehensive Decentralization Program

10.3 The successful decentralization of responsibilities and tasks to the Districts will require a fair amount of preparatory work. MAG should therefore, guided by the Management team, look into the following issues;

- (i) the need to link authority and resources to responsibilities and accountabilities;
- (ii) the careful assessment of which functions, activities, and tasks are best aggregated at the various levels of MOA;
- (iii) the appropriate vertical institutional links between lower and higher levels and horizontal links at each level;
- (iv) identification of appropriate linkages between the MOA and parallel systems for the delivery of public services by other institutions;
- (v) the necessity of systematic and periodic assessment of performance against objectives and plans based on an appropriate system of information exchange among all levels;
- (vi) development of the necessary procedures and guidelines for the DAOs and their administrative staff to facilitate their decision making; and
- (vii) Develop and conduct a training program for the field staff

## 3. Redeploy staff according to recommendations made in H.Q. review and the decentralization program

10.4 Redeployment of staff from the H.Q. into the districts was recommended by the District Survey and subsequently approved by the MOA management as part of the MOA Action Plan. The recommendation was based on the needs identified in the districts for ;

- (1) strengthening management and supervision of the direct interface with the farming community e.g there is a need for around 50 Area Supervisors,
- (2) more Subject Matter Specialists (SMS), e.g. each district identified around 5 SMSs ( 50 staff ) ; and
- (3) strengthening of the District Head Quarter function with a Planner, an Executive officer or Personnel/training Officer and a Marketing Officer e.g. altogether 30 staff.
- (4) filling of existing extension agent and other vacancies.

However, before the Ministry can redeploy these 200 -300 staff into the field, it is critical to do something with the existing incentive structure for field staff. It has to be made more attractive for qualified staff to stay in the field, and possible elements in such an incentive program should be;

- improved housing;
- increased field allowances;
- field assignments should be mandatory for promotion to management positions;

A successful deployment of qualified staff from H.Q. to the field will require an incentive program along the lines indicated above and the following additional activities;

- (i) an assessment of the general attractiveness of the MOA as an employer and the identification of the constituent elements of an appropriate incentive package and
- (ii) the design of an optimal personnel evaluation system. An acceptable incentive package will need to be within projected resource constraints and, therefore, will need to consider non-monetary, as well as monetary, elements.

**Recommendations;**

- conduct a survey to develop a realistic incentive package
- recommend such an incentive package to the management
- get approval from Ministry of Public Service
- get donor support if necessary
- implement the package

Timing; Jan 1990 to Jan 1992

**4. Redeploy staff from H.Q. to the districts according to recommendations.**

10.5. Based on the needs of the districts and the H.Q. review, identify qualified staff for redeployment to the field. If the incentive package is attractive enough the best method would be to have staff apply for the jobs. This would make it easier to get qualified staff

**5. Establish appropriate career paths and appropriate grade restructuring;**

10.6. It is critical for the retention and performance of qualified MOA staff that ;

- degree level staff upon return get a competitive grade level and a job in which they can use what they learned;
- staff's performance is periodically evaluated with an open and appropriate Performance Appraisal system by a manager who knows how to conduct the appraisal;
- there is a future for high performers and that they can be advised about their future jobs

To respond to this critical issue, more promotional jobs (above grade 8) has to be created ( see para 9.15). That means that there will be adequate graded levels offered to returning degree level staff.

To assure that degree level staff get interesting jobs on their return MAG together with the Training Unit should design and implement a tracing system for degree level staff. As described in the MOA Human Resource Development Handbook, there should be a follow up by a designated manager, not only upon return of the candidate, but also during the study period. The recommendations made in the Handbook should be implemented.

Regarding the need for a career path, the MAG should develop and distribute some career streams to be discussed with managers.

It is important for the successful implementation of the deployment of staff to the field, that in most of these career paths, staff should be required to spend at least 4 years in the field.

In this way we would develop an incentive for career personnel to willingly take on field assignments.

## **6. Prepare and initiate a comprehensive training strategy**

10.7 The training strategy should have emphasis on informal on-the-job experiential learning, process consulting, and participation in exchanges with external institutions in the context of twinning arrangements). An important purpose of this component of the MIP is the promotion of rational mobility of labor between sectors to maximize efficient productive capacity in the Lesotho economy. That includes an improved and more appropriate balance of labor distribution as between the public and private sectors and, within the latter, priority domestic investment and external opportunities; and

## **7. Conduct management studies and implement improvement programs with an internal locally staffed MAU**

10.8 This studies should be needs driven and can either be initiated by a manager who has a specific problem or be institutional. The institutional activities performed by the MAU in Phase II in the Management Improvement Program will most likely be involved in issues such as;

- (i) Redeploy staff across grades as recommended
- (ii) Redeploy staff across functions as recommended
- (iii) Implement Staff Development according to plans

**D. Phase III, Long-term MOA Action Program (1995-2000)**

1. Management Analysis Group will conduct periodic reviews of the Ministry regarding;
  - a. Staffing and skills distribution against priority objectives

## D. Inputs and Budget

11.1 Inputs for the Management Improvement Program will consist of consultants services, training, action planning workshops, twinning arrangements, equipment, and logistics support. A detailed budget will be prepared at an early date.

### 1. Consultants services.

11.2. A total of 48 person months (pm) of consultant services will be needed (excluding the consultant in DFS's front office ; . A further total of 21 pm of short term consultant services is recommended including;consultant facilitators for one project launch workshop and another at the conclusion of the Management Improvement Program (3 pm); review of functions, organizations and procedures of the Public Service (12 pm); preparation of the CSIM (6 pm).

### 2. Training.

11.3. The preponderance of training will be provided on the job in the context of implementing the management improvement program and, indirectly, through participation in action planning workshops (and assignment to other institutions involved in twinning arrangements with the MOA . Nevertheless, formal training will be provided in; (i) various aspects of information management (including data collection, entry and processing) relative to the introduction of PMIS and the conduct of MOA inventory, and (ii) train managers in the use of personnel information in their decision making roles. In addition a study tour will be provided for top officials with manpower planning responsibilities to appropriate countries (e.g. the Gambia and Malawi).

### 3. Action Planning Workshops.

11.4 Three action planning workshops will be conducted for all MOA staff and available consultants involved in the activities of the Preparatory Assistance Phase (one to design the detailed work program, another for senior decision-makers to review and approve the proposed work program and a final workshop for the review of achievements during the Phase 1 and the preparation of an outline work program for Phase II. The objectives of these workshops are to: (i) assure the relevance of the work program to actual conditions and attitudes prevailing in Lesotho; (ii) re-inforce ownership and commitment of a critical mass of senior managers and participating staff to the objectives and implementation of the program; (iii) forge a team approach to coordination of implementation; and (iv) indirectly, provide training in appropriate planning methods (e.g. prioritization , problem identification, stakeholder mapping, task determination, and responsibility charting exercises).

#### **4. Twinning.**

11.5. One or more appropriate Civil Service institutions will be identified in other countries which has successfully designed and implemented an improvement program and arrangements will be made to establish a program of personnel exchanges. Such arrangements will entail the assignment of personnel from within relevant GOL ministries to such external institutions on a short term basis and the reciprocal assignment of equivalent personnel from the external institution to the Lesotho Public Service. Such assignments will contribute to the improved knowledge, based on practical experience of participating MOA staff. It is expected the during the Phase 1 6 MOA staff will participate in the exchange program.

#### **5. Equipment and facilities.**

11.6 Provision of equipment during the Phase 1 will be limited to the supply of 1 computers, peripheral hardware, and necessary software for the improved operations for the personnel units . In addition , there will be need for a telephone system for the MOA H.Q. The current price tag for such a system is between Maloti 70'000 and 80'000. MAG has also put together a needs assessment for facilities and equipment in the districts (M 140'000).

#### **E. Institutional Framework.**

12.1. The Principal Secretary of the Ministry of Agriculture will be assigned responsibility for overall management of activities undertaken during the Management Improvement Program . Day-to-day responsibility for implementation management will be delegated to the Management Analysis Unit. A local staff member of the MAU will serve full-time as project officer for the purposes of coordination and the provision of logistical support. A residential long-term consultant will assist the MAU to perform its coordination function. The MAU will be further assisted by relevant working teams of MOA staff from the various participating MOA agencies which will meet on a regularly scheduled basis to: (i) review the work of the respective consultants; (ii) contribute to the specification of interim workplans; and (iii) provide appropriate advice. Responsibilities for activities to be implemented wholly within participating ministries will be delegated to them.

## F. Special Considerations.

13.1. Donor Coordination. The MOA Management Improvement Program is envisaged as a single, comprehensive, and integrated MOA program. As such, various elements will be disaggregated as individual projects financed by different donors. It will be the responsibility of the Ministry of Agriculture to ensure the effective integration and management of those respective donor inputs. In addition, the design of Phase I and Phase II activities will take currently existing and planned activities financed by other donors completely into account.

13.2. MOA Staff Involvement. The GOL will ensure that necessary members of the MOA are available to participate in the work of the consultants. The will require that the MOA assign high priority to the activities undertaken during the Management Improvement Program at the highest decision-making levels.

13.3. Technical Coordination Management. Each external consultant will be subject to a formal evaluation by the Principal Secretary of the Ministry of Public Service at annual intervals or at the completion of assignment; whichever occurs earliest. The evaluations will be in writing and will be prepared on the advice of the chairmen of relevant working groups or the heads of units to which the particular consultant is assigned. Such written evaluations will be made available to the relevant participating donor agency.