

Civil Service Commission

Republic of MALDIVES

“Quality people, Quality performance & Quality service”

ORGANIZATIONAL REVIEW

FINAL REPORT

Presented by

Andre Cote

And Organizational Review Team:

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December 2012

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Glossary of Terms

| | |
|-------|---|
| AG | Attorney General |
| AGO | Auditor General Office |
| CS | Civil Service |
| CSC: | Civil Service Commission |
| JD | Job Description |
| MDAs | Ministries, Departments and Agencies |
| MDNS | Ministry of Defense and National Security |
| MEd | Ministry of Education |
| MED | Ministry of Economic Development |
| MoEE | Ministry of Environment and Energy |
| MFA | Ministry of Fisheries and Agriculture |
| MFT | Ministry of Finance and Treasury |
| MHE | Ministry of Housing and Environment |
| MHF | Ministry of Health and Family |
| MoHI | Ministry of Housing and Infrastructures |
| MHRYS | Ministry of Human Resources, Youth and Sports |
| MIA | Ministry of Islamic Affairs |
| MOFA | Ministry of Foreign Affairs |
| MOHA | Ministry of Home Affairs |
| MOTAC | Ministry of Tourism, Arts and Culture |
| MTC | Ministry of Transport and Communication |
| ORG | Organization |
| ORT | Organizational Review Team |
| TOR | Terms of Reference |
| UNDP | United Nations Development Program |

1. INTRODUCTION

This present report is the final report on Organizational Review of fourteen ministries' main offices plus AG and AGO offices. It is composed of 4 chapters and 17 appendixes.

1.1 Brief summary of the mandate and Terms Of Reference

The mandate originated from the conclusions and recommendations of the 2011 Job Evaluation final report¹, suggesting a review of the then fourteen ministries based on the findings showing evidences of work duplication, overlapping, empty job contents and inadequate staffing structure:

«... most important is the necessity to conduct an in depth organizational analysis in all the ministries, beginning with the ones having the biggest structure (Education, Health and Family, Housing and Environment). Even if the JEC has identified numerous situations with potential overstaffing, useless heavy supervision structures and weak organizational structures, it was incidental since this was not the JEC primary mandate. But this side finding suggests a strong potential for significant savings on Civil Service wage bill by eliminating overstaffing and streamlining the supervision lines in lots of entities...»

In response to this, the CSC, through Government of Maldives own funding, has recruited a consultant to help conduct an organizational review of the existing fourteen ministries' main offices. This is the origin of the current mandate.

The outputs expected from the mandate as expressed in the Terms of Reference transmitted to the consultant were:

«

- Consultation workshop and training sessions on Organizational review and structuring for Local organizational review team;
- Conduct organizational reviews main Head Office of 14 Ministries with the aid of the local organizational review teams;
- Recommendations for possible reviews in Mandates, functional merges and outsourcing opportunities with objectives of achieving operational efficiency and cost effectiveness;

¹ Maldives' Civil Service Job Evaluation Final report, Andre Cote, March 2011

- Well equip the organizational review teams with the right knowledge, skills and competencies to independently continue the review work for all MDA's;
- A framework with guidelines for organizational structuring and right staffing;
- Guidance notes on the implementation Organizational structures in other Departments and Agencies;
- An overall framework and an action plan for implementation;
- Streamlined organizational structures of main Head Office of 14 Ministries to meet the objectives of this project;
- Final Report on the project. »

The consultant response to these TOR was based on the following assumptions:

«

1. The ministries are informed in advance of the beginning of the assignment with its goal and the information they must prepare before Nov. 13 (see #2 below).
2. The documents that need to be prepared in advance (in English language) by the ministries are:
 - a. The Govt. strategic plan;
 - b. The mission statement for each ministry as approved by the Govt.;
 - c. The strategic plan for each ministry as approved by the Govt.;
 - d. The detailed (from top to the smallest unit) org chart for each ministry, with the detailed staffing plan for each unit (job titles and number of incumbents for each job title);
 - e. The detailed job description for each job title;
 - f. Description of work processes for each core business;
 - g. The available statistical data from activity reports of each administrative unit on a monthly basis (number of files, forms, enquiries and other similar activities processed)
3. The team members are nominated, appointed and have a leave of absence of 6 months (for the entire duration of the assignment). We suggest 4 teams of 2 civil servants each. One of the team member should be a senior civil servant (advanced university degree with over 5 years of experience) who will act as the team leader after the departure of the consultant.
4. A work place for six months, with enough room for the documentation collected from the 13 ministries, working papers of the team and daily meetings between the consultant and team members. At least one portable computer for each team. One white board with markers. Binders for working papers. »

These TOR and consultant assumptions formed the basis of the consultant intervention.

1.2 Progress of the mandate

The consultant started the assignment as planned, on November 13th and discovered upon arrival that the global situation was not according to the assumptions.

The major concerns were:

- Majority of documentation requested was not available;
- Significant number of documents available were not translated;
- Team members not selected neither appointed;

Despite efforts made by CSC, availability of basic documents from each ministry as well as translation remained an issue until the end of the assignment.

However, the selection and appointment of team members was done rapidly and training of 9 members has been completed and pilot project conducted according to schedule.

Shortly after completion of the pilot project, three of the team members have left the project for various reasons and the number of teams has been brought to two, with no real solution for replacement after numerous requests to ministries to send representatives to join the team.

The work kept going on for 8 other ministries but immediately after the pilot project (done by 9 analysts), the two teams started to accumulate delays, and if the rhythm of work has stabilized, the two teams have never been able to perform the OR within planned minimum schedule, which was estimated between three and four weeks.

Reasons for this situation were:

- Problems in getting all required documentation, obliging team members to take time and run after the information in ministries;
- Critical documentation not translated, obliging team members to spend their time in translating documents by themselves;
- Constant changes occurring in ministries, requiring additional time to clarify situations, get appropriate documentation (often documents received were not accurate, older versions etc.);
- Difficulties in getting appointments, people not showing up or cancelling etc.;
- Team members' attendance. It has been the exception when all six members were all present at the same time for more than two days in a row (sick leaves, FR leaves, work obligations in their unit); and to be added to this are the days lost or partially lost because of the political situation last February. These frequent absences have slowed down the process in a significant manner.

The accumulation of delays from one ministry to the other have resulted in a final lag of some two and a half month behind the original schedule, despite the fact that some delays were expected to occur right from the beginning.

The consultant was able to review and guide the work of 9 ministries on site. After his departure the org review team carried out the work of remaining 5 ministries which was reviewed by the consultant offsite. The consultant had committed to keep monitoring the works of both teams at distance despite the fact that his contract will be terminated. However, Ministry of Housing and Environment has been splitted in two entities, Ministry of Environment and Energy and Ministry of Housing and Infrastructure, adding one more ministry to the fourteen originally planned.

Both teams have developed significant skills in data gathering, preparation of questions and onsite observations, workload analysis and staffing plan formulation. These skills remain essential to complete the organizational review, the consultant bringing his own input mainly in the analysis and recommendation part of the process.

Ministries reviewed by the consultant onsite are:

- Ministry of Tourism
- Ministry of Home Affairs
- Ministry of Economic development

- Ministry of Health and Family
- Ministry of Fisheries and Agriculture
- Ministry of Islamic Affairs
- Ministry of Human Resources Youth and Sports
- Ministry of Education
- Ministry of Finance and Treasury

Ministries reviewed by the consultant offsite are:

- Attorney General's Office
- Ministry of Defense and National Security
- Ministry of Foreign Affairs
- Ministry of Housing and Infrastructures
- Ministry of Environment and Energy
- Ministry of Transport

A further delay in completing the 5 ministries was also experienced because one of the members of the ORT left the team bringing the team composition to 5 members resulting in a single team.

Finally, the OR has been completed by end of December 2012, far beyond planned schedule.

1.3 Acknowledgements

The consultant wishes to thank the CSC chairman, Mr. Mohamed Fahmy Hassan, the vice chairman, Mr. Ahmed Hassan Didi, and other commissioners, Mrs. Khadeeja Adam and Dr. Mohamed Latheef, for their constant support and interest in this mandate of primary importance for the Maldives Civil Service. The consultant has always felt welcome to present and discuss any issue or concern he might have had in the course of his mandate and the commissioners' inputs have always been helpful to the consultant. We constantly felt that all CSC members were committed to the success of this operation.

We wish to thank the Permanent Secretaries who kindly accepted to release some of their closest collaborators to participate in ORT team, and most particularly those from the Ministries of Finance and the Ministry of Home Affairs. They accepted to release their close collaborators to participate in ORT for 6 months in a row. Without their collaboration, this achievement would have not been possible.

The same thanks go to the Director of the CSC Strategic Development and Reform, Mr. Mohamed Farshath, who followed up the whole assignment and got personally involved in solving all kind of issues during the process, and to our counterpart from the CSC, Mr. Ahmed Mirshan, who constantly supported the consultant, taking care of logistical and other issues of the consultant.

We want to express all our appreciation to the ORT members with whom we had the pleasure to work on a daily basis for 6 months. Their professionalism, the seriousness with which they undertook their mandate, their sense of responsibility, but also their good temper and their sense of humor made this work a real pleasure for the consultant. They deserve all our appreciation for their contribution. Thanks to Ms. Aishath Rasheed, Khadheeja Jameela, Milna Hassan Manik, Nazhath Haleem, Shahma Haleem and Mr. Ibrahim Rameez.

A special thanks to Ms. Shahma Haleem for her dedication in leading the team after the departure of the consultant in completing the remaining six ministries.

And finally, thanks to all CSC support staff for their constant contribution to the achievement of this mandate.

2. MAIN FINDINGS

The main finding listed below remains constant throughout all the ministries reviewed apart from for few exemptions which are specific their own ministry.

The findings are summarized and aggregated for the purpose of the brevity of the report. The detailed reports for each ministry are attached as appendixes for more detailed specificities related to each individual ministry.

Mandates and functions:

- In several cases, one or more of mandate's components are not handled in full when analyzing lower level structure assigned tasks;
- In vast majority of cases, some functions that have been translated into structures are indicating serious gaps between what's on the paper and what's being done in reality;
- Overlap and duplication between ministries (bits and pieces approach);
- When new MDA's are formed, the existing functions in the ministries are not removed from their mandate;
- When organizations are formed, their legitimacy is not affirmed (Eg. LRA)

Structures:

- Vertical structures in majority of cases, very few entities with flat structure;
- Very small span of control in general, creating numerous bypassing situations;
- Paper structures not reflecting real work organization in the field;
- CSC rules and guidelines not respected by ministries (section with no unit, empty entities, civil servants reporting to political appointees)
- Some ministries have a hierarchic structure which does not reflect the work or the command line (MOFT)
- Ministries have created unnecessary entities to accommodate for the existing guidelines of CS in order to approve the structure from CSC

- Organization charts which does not reflect the actual number of employees (Eg: Ministry of Defence and National Security)
- Political appointees directly overseeing divisions/sections which is not in line with CS regulation
- Independent boards which are overseen by the Minister are incorporated in the ministries' organizational structure (Eg: Attorney General's Office)

Model of service delivery:

- There is a global tendency to concentrate the activities in Male' despite mandate is countrywide;
- De-concentration remains a problem while it should be part of the solution (transport problems from central HQ to local entities, monitoring and supervision problems, proximity problem solving), de-concentration being the delivery of services in distant locations under central entity full control (like opening a service counter in Addu);
- Decentralization still embryonic in majority of ministries, while several possibilities exist, decentralization being the delivery of services in distant locations with full decision making power at local entities (local governments);

Work organization:

- Overstaffing for support/low level positions, understaffing for professional/high level positions;
- Staffing not based on real workload but other considerations;
- Discrepancies between upper level vision and comprehension of work done throughout organization and what is the vision and comprehension at lower levels;
- Too much delegation is bottom-up in many ministries;
- Major lack of empowerment at middle management level (many decisions concentrated at top level), tight links with bottom-up delegation;
- Too many meetings of all kind at upper level in many ministries;

- Insufficient use of common resources like one stop counters, duplicating staff;
- Overstaffing in corporate and understaffing in the core functions
- Staffs doing ad hoc work 40% of the time which are not listed in their JD's
- Political appointees directly overseeing divisions/sections making it difficult to distinguish the work of political appointees and civil servants
- The involvement of PS is very limited in core functions in majority of the ministries and they focus on the corporate functions in most cases. Also, even though the departments fall under the supervision of PS, the contribution is very narrow most of the time.

Human Resources:

- Critical situation in many ministries: middle management layer almost empty (up to 3 levels in same command line being empty);
- Critical situation in many ministries: lack of senior **experienced** staff, lot of junior inexperienced staff holding positions requiring experience and sound judgment;
- Unbalanced staffing is also a major issue: over staffing in some entities, major understaffing in other ones (some units totally empty, resulting in serious perturbations in accomplishing mandates like supervision of schools once every fifteen years, hospitals once every ten years etc.);
- Disciplinary actions are not taken on staffs violating the rules and regulation which results in work overload for dedicated staffs;
- Unable to retain the technical, educated, experienced staffs which results in losing the institutional memory

Financial resources:

- Critical lack of financial resources in too many entities, preventing them conducting core activities. Staffing (sometimes overstaffing) is there but

cannot do activities. Some examples: having ten staff idling in one entity, no money to buy consumables;

- Given the country specificity, transportation is unavoidable for central level to conduct some activities (inspection, monitoring for ex.). Cutting the transportation budget becomes a serious hindrance to delivery of quality services to population. This is the current situation in almost every ministry.
- Unable to retain the technical, educated, experienced staffs as there is no harmonized salary structure nationwide

Systematization and computerization:

- Lack of systematization in numerous business processes (several isolated systems inducing work duplication);
- Too much manual work down the line, insufficient use of computerization, very few “expert systems”;
- The review revealed that each ministry holds various IT positions, trying to develop software’s etc. NCIT was formed to provide for the ICT needs of the government. Hence, it is essential to improve the capacity of NCIT and minimize the IT staffs in ministers keeping staffs only for daily troubleshooting;

3. RECOMMENDATIONS

3.1 On approval of MDAs org charts

In approving MDAs future changes in their org chart, CSC should consider the following guidelines:

- The structure should always be derived from mission statement and functions. Therefore it should be adapted to entity needs and not the reverse. As Mintzberg said: "...due to the inherent complexity of dealing both with people and complex systems, few real organizations fit into a distinct structural model...", or in other words, there is no one size fits all, ones should not force an organization to fit a rigid model;
- The structure should reflect all the functions needed to fulfill the MDA's mandate
- Structures should be flattened as much as possible. For this purpose, utilization of the "span of control" concept should be helpful. We recommend using a generally acknowledged span of control of 4 to 6 subordinates to be directly supervised. However, as mentioned often in the course of the assignment, this span of control can be increased significantly when staff supervised is doing simple and elementary tasks like cleaning, data entry, maneuver duties and so on. In some other specific cases, when the entities are very small and supervisor is also doing professional work while supervising subordinates, a lower span of control might be acceptable (2-3) provided professional tasks workload can be measured.
- When span of control is too small, merging of entities should be considered or attaching staff as a function to supervisor as an alternate option. The actual trend in ministries is to create a unit each and every time a function is to be fulfilled, regardless of the workload, and then ask for staff to fill positions. It leads to creating fulltime positions for tasks requiring part time staffing (ex. Staff appraisal happens once a year and last 1-2 months at maximum, but in some ministries, there are fulltime positions dedicated to monitoring of staff appraisal process, and there are numerous other similar situations). In small entities, merging of HR, Finance and Material services into one admin support entity can easily be envisaged.
- Past practice of accepting units with 1-2 staff, accepting sections with 1-2 units, divisions with 1-2 sections should be stopped and minimal span of control should be set at 3-4 entities to create a superior level. For example, a unit can be attached directly to a department if span of control do not justify the creation of a division and/or section.
- HR ratio should be around one HR staff per 100 employees. Ministries with large departments have structures with HR cells in these large departments,

which is OK and in line with corporate management approach. Therefore, central HR entity should be very small and have high level HR specialists acting as advisors to departments HR staff. So one senior advisor in staffing (external and internal recruitment, selection, induction, dismissal), one senior advisor in staff development (training, appraisal), one senior advisor in staff management and H&S (discipline, attendance, H&S issues). Ministry main office HR should be handled at Corporate Services entity level.

- Inter-ministerial structures should be created to regroup delivery of services everywhere where it is feasible. The one stop counters (or single window etc.) allows staff reduction, and most important, improve in a significant way the quality of services to population. The long form reports for each ministry contain specific suggestions in that sense. In the same way, NGO registration which is currently located at MOHA should be performed at Business Registration counters of MED (now decentralized to city councils). NGO are businesses like any other ones: they have revenues, they make expenses, they deliver services and they produce annual reports and financial statements like any other business. If MOHA has specific requirements and need to have online access to monitor if these NGOs are submitting their annual reports and what's in them, the registration system could easily be organized to satisfy MOHA specific needs. So we recommend looking at all these possibilities in the future before approving any new demand from MDAs.
- Positions of Personal Assistants to Ministers should be created as political positions. Current situation with ministers' bureaus reporting to PS is creating bypassing situations with staff reporting directly to ministers on a daily basis. We recommend creating one position attached to the minister.
- Positions for IT should be approved keeping in mind that these staffs will only attend to daily troubleshooting
- Outsourcing developing software should be the second option till NCIT can deliver the needful.
- Cleaning, maintenance and security functions to be outsourced
- Differentiating the core functions and corporate function by creating different department/division/section/unit

3.2 On approval of staffing patterns

- When a request for approving a new position or filling an existing vacant position is submitted by MDAs to CSC, an analysis should be performed before any approval. This analysis should be based on the job description,

ORT report (if existing) on the unit requesting such position, and on the workload of the position (for each duty, frequency, average time required for each occurrence and sum up of all frequencies*average time). This will help determine if a full time or part time position is required, or if duties could be merged with another position duties);

- Current CS fringe benefits are creating pressure on staffing. With 30 days for annual leave, 30 days for sick leave, 10 days for Family Responsibilities leave, a staff really work 190 days per year, provided he doesn't take non paid leaves, while office are open 247 days per year (52*5 minus 13 holidays). A minimum of 57 days need to be covered for positions where service is deemed essential (like direct service to users, either population or other services, MDAs etc.). Current solution used by managers to cover the service needs is to bring in a second full time staff, even if there is no workload for 133 days per year (190-57). In fact, the only time when additional staff would be fully justified is when there is a minimum of three positions to be covered on a full time basis, then a fourth staff would cover 171 days of absences, justifying a full time position, **provided** absences hence covered are not simultaneous, which is not always the case. This is why we recommend another approach:
 - whenever possible, first option should always be asking another staff to cover;
 - If replacement is mandatory, then develop the “flying team” approach: in each and every MDA, a core group of staff should be trained in multi tasks in order to habilitate those replacing staff on leave on a daily basis in various positions. This approach already exists since 25 years in other countries. The concept requires statistical analysis of leaves in specific MDAs in order to determine the leave pattern and then the size of the flying team, and then theoretical and on the job training for the flying team members before sending them in the field. Then the team is managed on a daily basis by an HR officer to who are reported all planned and unplanned leaves on a daily basis. In other countries, these flying teams can also be used for occasional overworks. This approach would allow bringing staffing patterns to a minimum while insuring constant level of service whenever required;
 - Rules for taking annual leaves must be adjusted according to service needs; generally speaking, 2 staff cannot take their annual leave simultaneously in entities having 8 staff or less; for services having between 9 and 16 staff, a maximum of two staff at a time can take their annual leave, and so on.

- Overstaffing identified in ministries should be streamlined and vacant positions at technical and middle and upper management level be filled, using money saved with reduction of overstaffing.

4. CONCLUSION

The final outcome of the assignment was to produce standard organizations that would be based on the principles of 3-Qs and that would be both cost effective and aid in sustainable economic development of the nation at large.

We have identified numerous measures for each individual ministry, these measures being contained in detailed reports reproduced in appendixes. We have also identified common measures that could be applied by CSC for all ministries. These measures can be found in the section 3 of this report.

But the broad conclusion is that achievement of these objectives revealed to be much more complex than what was expected at the beginning of the assignment. As a matter of fact, even if overstaffing is eliminated by applying consultant's recommendations for each and every specific ministry, savings might be offset by filling critical high level positions that are currently vacant but essential for minimal service delivery. Number of civil servants would be reduced in absolute value, but wage bill might remain more or less unchanged as such at the end of the operation since these high level positions that need to be filled would be much more costly.

Therefore, it becomes important to "name the elephant in the room": can the Maldives sustain the level of services currently in place?

The Organizational Review project did not had the mandate to review the political decisions on the level of services to the population, but the situation found in ministries is such that a very small impact on wage bill can be expected from right sizing for the reason mentioned above.

And the name of the elephant is: does the country have the financial capacity to keep maintaining one school per each inhabited island? Does the country have the financial capacity to keep maintaining one Health Care Centre per each inhabited island? Does the country have the financial capacity to pay salaries to full time staff (and all other expenses attached) in maintaining separate island councils for each and every inhabited island?

In summary, is it possible to imagine clustering small inhabited islands around a core group of services (school, HCC, municipal services)?

Let's imagine few minutes the financial impact on country finances of such approach, bringing schools from 232 to maybe 50 or 60, same for HCC, same for island councils staff?

If financial situation of the country is such that significant savings must be found, it is better to look at this option rather than scattering staff cuts all over the place, which would deteriorate the service delivery even further than what is already observed in some ministries due to lack of skilled staff cuts would only create additional hindrances to service delivery,

And finally, it is of primary importance that CSC conducts the Organizational review to its end by covering other MDAs. In the course of our mandate, several ministers have expressed their satisfaction for the results obtained with main offices review, but at the same time they expressed their concern that this exercise should also be conducted in their ministries' departments, where the majority of activities take place.

APPENDIX A
LIST OF ORGANIZATIONAL REVIEW
TEAM MEMBERS

| Name | Title | Administration |
|--------------------|-------------------------|-------------------------------------|
| Aishath Rasheed | HR officer | CSC |
| Khadheeja Jameela | HR officer | CSC |
| Milna Hassan Manik | Senior Admin officer | Ministry of Housing and Environment |
| Nazhath Haleem | Assistant lecturer | CSC |
| Shahma Haleem | Senior research officer | CSC |
| Ibrahim Rameez | Senior Admin officer | Ministry of Finance and Treasury |

Note: Mr rameez left the team and returned to his post at MoFT as of DATE

Maldives Civil Service Commission

Organizational Review Consultancy

APPENDIX B

Organizational review inception report

Maldives Civil Service Commission

Organizational Review Consultancy

CSC-MALDIVES

ORGANIZATIONAL REVIEW

INCEPTION REPORT

Presented by

Andre Cote

November 24th, 2011

1. INTRODUCTION

The consultant arrived in Male on November 14th and took charge the same day at CSC office. He has been welcomed well by all CSC members and installed rapidly. All logistic aspects have been taken care of adequately and rapidly.

2. CURRENT SITUATION

2.1 The status of prerequisites

Prior to his mobilization, the consultant has transmitted a list of prerequisites to the launching of the consultancy. This list is reproduced below:

- i. The ministries are informed in advance of the beginning of the assignment with its goal and the information they must prepare before Nov. 13 (see #2 below).
- ii. The documents that need to be prepared in advance (in English language) by the ministries are:
 - a. The Govt. strategic plan;
 - b. The mission statement for each ministry as approved by the Govt.;
 - c. The strategic plan for each ministry as approved by the Govt.;
 - d. The detailed (from top to the smallest unit) org chart for each ministry, with the detailed staffing plan for each unit (job titles and number of incumbents for each job title);
 - e. The detailed job description for each job title;
 - f. Description of work processes for each core business;
 - g. The available statistical data from activity reports of each administrative unit on a monthly basis (number of files, forms, enquiries and other similar activities processed)
- iii. The team members are nominated, appointed and have a leave of absence of 6 months (for the entire duration of the assignment). We suggest 4 teams of 2 civil servants each. One of the team member should be a senior civil servant (advanced university degree with over 5 years of experience) who will act as the team leader after the departure of the consultant.
- iv. A work place for six months, with enough room for the documentation collected from the 13 ministries, working papers of the team and daily meetings between the consultant and team members. At least one

portable computer for each team. One white board with markers. Binders for working papers.

At the end of the first step of the consultancy, we have received a part of documentation requested, another part incomplete, and there are documents still missing:

The Government strategic plan: has been received;

The mission statement for each ministry as approved by the Government: we have received these documents but some of them seems to be inaccurate (the mission and org chart doesn't match perfectly);

The strategic plan for each ministry as approved by the Government: we have it for some ministries, not for all of them;

The detailed (from top to the smallest unit) org chart for each ministry, with the detailed staffing plan for each unit (job titles and number of incumbents for each job title): we have it, the quality vary from one ministry to the other one;

The detailed job description for each job title: we are missing a very important number of JDs at the end of this first step. The JDs that have been transmitted to the team are the ones that have been used for the JEG mandate. The JEC had made numerous comments calling for a review of numerous JDs. The review has not taken place so far;

Description of work processes for each core business: very little documentation has been received so far;

Available statistical data from activity reports of each administrative unit on a monthly basis (number of files, forms, enquiries and other similar activities processed): minor data has been received so far.

2.2 Local team appointment situation

Half of the ministries have sent names and CSC provided several candidates as well. We have now enough candidates to align 3 teams of 3 members each, which is OK and will allow some margin of maneuver within the agenda. We have not been able to maintain our full requirements for the candidates (mainly the work experience), but the consultant remain happy with the quality of candidates that have been selected.

2.3 Official launching of the consultancy

Although the consultant started his work immediately, and although he has met the commissioners individually on an informal basis, the formal meeting with the CSC took place on November 20th and the formal meeting with the Advisory Committee took place on November 22nd.

The consultant has presented the project to the Advisory Committee through a Power Point slide show (reproduced in Appendix A) and this presentation has been followed by a discussion with the Permanent Secretaries. The PSs have showed a great interest in this assignment and they have welcomed it.

3. CURRENT SITUATION

The consultancy is currently respecting the schedule, the local team members are appointed, the training took place on November 23rd and 24th, the members understand well the issues and problems and they are well motivated so far.

The problem of missing information will be bypassed by gathering required data on site for the first ministries to be reviewed, **but the CSC will have to keep pushing on remaining ministries to obtain required information.**

The team will start the pilot project on Sunday November 27th as originally planned, with the Ministry of Tourism. This ministry has been selected because this is the one for which we have received the most required information so far.

APPENDIX A

Diapositive 1

MALDIVES' CIVIL SERVICE
organizational review

CIVIL SERVICE COMMISSION
November 2011
By Andre' Co6, B.A., M.B.A

Diapositive 2

THE TORs' OUTPUTS

- Consultation workshop and training sessions on Organizational review and structuring for Local organizational review team;
- Conduct organizational reviews main Head Office of 14 Ministries with the aid of the local organizational review teams;
- **Recommendations for possible reviews in mandates, functional merges and outsourcing opportunities with objectives of achieving operational efficiency and cost effectiveness;**
- Well equip the organizational review teams with the right knowledge, skills and competencies to independently continue the review work for all MDAs;
- A framework with guidelines for organizational structuring and right staffing;
- Guidance notes on the implementation of Organizational structures in other Departments and Agencies;
- An overall framework and an action plan for implementation;
- Streamlined organizational structures of main Head Office of 14 Ministries to meet the objectives of this project;
- Final Report on the project.

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Diapositive 3

What is organizational review?

- An administrative analytical process performed on an organizational structure aiming at improving effectiveness and efficiency of the structure in order to provide the best service/product at the lowest cost to the client (client being an individual, another organization, a population etc.)

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Diapositive 4

Why perform Organizational review

Organizations are living entities: they born, grow, evolve, and sometimes....die.

Changes may be triggered by new or changing needs arising in service to client, political constraints like change in services to population, external pressure (adhesion to international standards etc.), budget cuts and so on.

November 2011 4

Diapositive 5

Why perform Organizational review (2)

According to recent researches, even in the absence of any change, governmental organizations have natural tendency to inflate: in absence of any increase in demand for their service, in absence of any new program, the management, consciously or not, seek for $\pm 4\%$ additional staff year after year! Thus creating overstaffing. With time, this inflation creates heavy burden on states wages bills, and this situation needs to be addressed through organizational review.

November 2011 5

Diapositive 6

Why perform Organizational review (3)

In the majority of the cases, the staffing structure (number, profile) is not necessary adjusted to reflect the new realities, neither revised on a regular basis to make sure that the staffing structure is still in line with the needs (the ZBB approach), thus creating potential ineffectiveness or inefficiencies within the organization.

November 2011 6

Diapositive 7

Why perform Organizational Review in Maldives CS

The JE mandate performed few months ago has revealed in almost each ministry numerous situations or raised many questions calling for an Org Review:

- Inappropriate job title, profile
- Potential insufficient workload
- Inadequate span of control ratio
- Outsourcing opportunities

November 2011 7

Diapositive 8

What is to be reviewed

The entities structures:
Vertical or flat structure
Span of control (staff/management ratio)
Entity workload
Degree of centralization/decentralization
Merging entities possibilities (ex.: creation of one stop counters for various services to population, like Service Canada and similar)
Overlapping/conflict of mandates between entities
Outsourcing possibilities for non core activities
Few considerations:
❖ The bigger is the organization, the more entities required
❖ The higher is the complexity of duties, the smaller will be the entities
❖ The more skilled are the staff, the less is the supervision requirement

November 2011 8

Diapositive 9

What is to be reviewed (2)

The staffing structure:

- ❖ Number
- ❖ Profile
- ❖ Category
- ❖ Title
- ❖ Job content
- ❖ Individual workload

November 2011 9

Diapositive
10

How Org review will be performed: the approach

1. A team approach:
 - 3 teams of 2/3 members: one or two member/s from CSC, one member from ministries
2. A short theoretical training
3. A practical training through a pilot project
4. A bilateral process (preliminary, on going and post process exchanges with entities' top management).

November 2011 10

Diapositive
11

How Org review will be performed: the steps

1. Documentary review:
 - Mission, strategic plan, action plan
 - Org chart
 - Stats and activity reports
 - Staffing structure (numbers, profiles)
 - Job descriptions
 - Work flow charts
2. Preparation of the on site visit:
 - Elaboration of the questionnaire
 - List of managers to be interviewed
 - Determination of the entities for field observations
 - Pre meeting with ministry's top executives (explain the project, give the agenda for meetings, seek support)
3. Field visit:
 - Interview with line managers and staff
 - Direct observations and measurements (time and motion study)
 - Discussion of preliminary findings with line managers and ministry's top executives, clarification on potentially controversial issues.

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Diapositive
12

How Org review will be performed: the steps (2)

4. Analysis of the info gathered and preliminary conclusions:
 - Discussion with team on preliminary findings and management position;
 - Application of theoretical principles on observed structures and ratios;
 - Validation with benchmarks when available (research for existing benchmarks or development of specific benchmarks when feasible and time permitting);
 - Modeling the target situation
5. Presentation to each ministry top executives of the preliminary conclusions (current situation) and recommendations (target situation) by the Org review team, receive observations and comments, make final adjustments if required.
6. Presentation of the final conclusions and recommendations and departure of the consultant.
7. The team will complete the Org Review ministry by ministry, for each and every entity of the CS structure plus remaining Departments and Agencies.

November 2011 12

Diapositive
13

How Org review will be performed: the tools

- Structure analysis
- Workflow chart analysis
- Span of control ratios
- Benchmarking where applicable
- Time and motion study where applicable
- Interviews

November 2011 13

Diapositive
14

Org Review team member's profile

Duties
Using the existing documentation, find out all possible structure problems, over, under or inappropriate staffing.
Visit the assigned ministries, make onsite observations and meet with head of HR and other managers as required, gather pertaining information required to complete the analysis and validate findings.
Discuss and clarify with heads of department and/or division unclear information and discuss preliminary conclusions and recommendations.
Refine conclusions and recommendations and present to the ministries' top executives.

Requirements
Bachelor degree in business management (ideally in HR Management);
Five years of management experience (ideally in HR management)

Skills
Able to exercise great initiative;
Independent judgment (critical approach);
Ability to write English language
Able to discuss and argue with high executive level
Willingness to work long hours in order to meet tight deadlines

November 2011 14

Diapositive
15

Support required from ministries

WE WILL ALSO NEED YOUR HELP TO PERFORM THE ORG REVIEW

The composition of the Org Review team will vary depending on the ministry reviewed. There will be a core group of permanent members:

- 3 permanent members from the CSC.
- 3 permanent members selected from names provided by the ministries;
- 1 ad hoc member from concerned ministry for the duration of the process in each ministry (assignment might take up to 4 weeks for large ministries).

We strongly suggest that the head of HR unit be the ad hoc member of the committee for each ministry, since he/she is having in depth knowledge of the ministry's structure and staffing.

We also require a focal point in each ministry to help and speed up the data gathering process, facilitate obtaining appointments with managers and top executives and organize things to make sure deadlines are respected for each ministry.

The top management of ministries are asked to send a clear message to their subordinates throughout the entire structure: **THE MINISTRY FULLY SUPPORT THIS ASSIGNMENT AND REQUIRES FULL COLLABORATION OF ALL MINISTRY'S EMPLOYEES TO MAKE IT A SUCCESS.**

And finally,

November 2011 15

Diapositive
16

Prerequisites

1. List of pre-requisites for the CSC Organizational review
2. Note : these pre-requisites are mandatory to guarantee the respect of the time chart as proposed by the consultant.
3. The ministries are informed in advance of the beginning of the assignment with its goal and the information they must prepare before Nov. 13 (see #2 below).
4. The documents that need to be prepared in advance (in English language) by the ministries are:
 - a) The Govt. strategic plan;
 - b) The mission statement for each ministry as approved by the Govt.;
 - c) The strategic plan for each ministry as approved by the Govt.;
 - d) The detailed (from top to the smallest unit) org chart for each ministry, with the detailed staffing plan for each unit (job titles and number of incumbents for each job title);
 - e) The detailed job description for each job title;
 - f) Description of work processes for each core business;
 - g) The available statistical data from activity reports of each administrative unit on a monthly basis (number of files, forms, enquiries and other similar activities processed)
5. The team members are nominated, appointed and have a leave of absence of 6 months (for the entire duration of the assignment). We suggest 4 teams of 5 civil servants each. One of the team member should be a senior civil servant (advanced university degree with over 5 years of experience) who will act as the team leader after the departure of the consultant.
6. A work place for six months, with enough room for the documentation collected from the 13 ministries, working papers of the team and daily meetings between the consultant and team members. At least one portable computer for each team. One white board with markers. Binders for working papers.

November 2011 16

Diapositive
17

Risks and pitfalls

- Decentralization issues:
 - Ministries' structures still to be adjusted to the new reality
 - Staff transfer issue still to be fixed
 - Possible duplication between central, regional and local levels.
- Legal issues:
 - Possible legal restrictions in establishing staffing structures based on org. needs;
 - Possible reluctance to modify labor laws to allow implementation of structures strictly based on needs.

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Diapositive
18

Risks and pitfalls (2)

- Resistances to fully collaborate with Org Review teams (hiding info, delaying meetings, passive resistance etc.;
- Lengthy delays to obtain stats and operational data from entities;
- Some critical positions being vacant or incumbents absent.

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Maldives Civil Service Commission

Organizational Review Consultancy

Maldives Civil Service Commission

Organizational Review Consultancy

APPENDIX C

Organizational review progress report

Maldives Civil Service Commission

Organizational Review Consultancy

CSC-MALDIVES

ORGANIZATIONAL REVIEW

PROGRESS REPORT

Presented by

Andre Cote

December 13th, 2011

4. INTRODUCTION

This report forms the second milestone of the consultant's assignment. It follows the completion of the pilot project that has been conducted in the Ministry of tourism. The Ministry of Tourism has been selected for the pilot project upon suggestion of CSC. The suggestion was based on the fact that the MOTAC was one with appropriate size to start with the Org Review, and amongst small ministries, this ministry is the one with significant number of documents (SOPs and other documents) that are already available in English language, to CSC knowledge.

The project took place on November 27th until December 13th inclusively, for 13 working days all in all, which is in line with the original planning.

The collaboration of all managers and all execution staff that Org Review team met during the course of the assignment, either for interviews or direct observation, has been total and marked with good faith and good will. This is remarkable given the fact that, for the purpose of the pilot project, these people were often surrounded by ten investigators looking at what they were doing, asking questions, challenging the answers.

We wish to thank the Minister, Dr. Mariyam Zulfa, the Permanent Secretary Mr. Ahmed Solih, the DG of Tourism Department Mrs. Aishat Ali, the managers of the Tourism department and all staff that gave us their precious time while they were performing their daily duties. We did appreciate their availability.

5. WORK PLAN AND METHODOLOGY

As mentioned in the consultant's proposal, the Org Review Team (ORT) commenced the project by performing a documentary review (4 full days), based on which they prepared the detailed questionnaire for interviews.

The ORT proceeded with the interviews with the Minister, the PS, the DG, heads of divisions, heads of sections, heads of units. The interviews took 3 full days.

The information collected during the interviews has been analyzed and specific points selected for the onsite observation. This took one full day.

The onsite observation followed and took also one full day. At the occasion of onsite observation, numerous questions have been asked by ORT to staff while they were performing their usual duties.

The analysis and diagnosis with first draft of recommendations took 3.5 full days, but was interrupted for the purpose of analyzing updated Job descriptions that were received only after onsite observations, and in Divehi.

Finally, the draft report has been elaborated with the support of the Team Leader, Mr. Mirshan, and this took 1.5 full day.

All in all, the pilot project took 14 days, while it was originally planned to take between 12 and 18 days.

6. CURRENT STRUCTURE

The ORT started the documentary review with an org chart that had been transmitted by MOTAC, having the word «draft» printed on it. This org chart was replacing the old one that had been approved on Jan. 1st 2011. This draft org chart was reflecting the new situation with organizational changes made necessary after the redundancy program which lead to the departure of 1/3 of the ministry's workforce with no replacement possibilities. The ministry was obliged to reshuffle the remaining staff to fill the holes in its structure.

However, in the course of the first interview (with PS), the ORT learned that a more recent org chart was now on the table, yet not officially approved, and we received a copy. Our works have been based on this most recent org chart project.

2.1 The current Structure

Prior to his mobilization, the consultant has transmitted a list of prerequisites to the launching of the consultancy. This list is reproduced below:

- v. The ministries are informed in advance of the beginning of the assignment with its goal and the information they must prepare before Nov. 13 (see #2 below).
- vi. The documents that need to be prepared in advance (in English language) by the ministries are:
 - a. The Govt. strategic plan;
 - b. The mission statement for each ministry as approved by the Govt.;
 - c. The strategic plan for each ministry as approved by the Govt.;

Organizational Review Consultancy

- d. The detailed (from top to the smallest unit) org chart for each ministry, with the detailed staffing plan for each unit (job titles and number of incumbents for each job title);
 - e. The detailed job description for each job title;
 - f. Description of work processes for each core business;
 - g. The available statistical data from activity reports of each administrative unit on a monthly basis (number of files, forms, enquiries and other similar activities processed)
- vii. The team members are nominated, appointed and have a leave of absence of 6 months (for the entire duration of the assignment). We suggest 4 teams of 2 civil servants each. One of the team member should be a senior civil servant (advanced university degree with over 5 years of experience) who will act as the team leader after the departure of the consultant.
- viii. A work place for six months, with enough room for the documentation collected from the 13 ministries, working papers of the team and daily meetings between the consultant and team members. At least one portable computer for each team. One white board with markers. Binders for working papers.

At the end of the first step of the consultancy, we have received a part of documentation requested, another part incomplete, and there are documents still missing:

The Government strategic plan: has been received;

The mission statement for each ministry as approved by the Government: we have received these documents but some of them seems to be inaccurate (the mission and org chart doesn't match perfectly);

The strategic plan for each ministry as approved by the Government: we have it for some ministries, not for all of them;

The detailed (from top to the smallest unit) org chart for each ministry, with the detailed staffing plan for each unit (job titles and number of incumbents for each job title): we have it, the quality vary from one ministry to the other one;

The detailed job description for each job title: we are missing a very important number of JDs at the end of this first step. The JDs that have been transmitted to the team are the ones that have been used for the JEG mandate. The JEC had made numerous comments calling for a review of numerous JDs. The review has not taken place so far;

Description of work processes for each core business: very little documentation has been received so far;
Available statistical data from activity reports of each administrative unit on a monthly basis (number of files, forms, enquiries and other similar activities processed): minor data has been received so far.

2.2 Local team appointment situation

Half of the ministries have sent names and CSC provided several candidates as well. We have now enough candidates to align 3 teams of 3 members each, which is OK and will allow some margin of maneuver within the agenda. We have not been able to maintain our full requirements for the candidates (mainly the work experience), but the consultant remain happy with the quality of candidates that have been selected.

2.3 Official launching of the consultancy

Although the consultant started his work immediately, and although he has met the commissioners individually on an informal basis, the formal meeting with the CSC took place on November 20th and the formal meeting with the Advisory Committee took place on November 22nd.

The consultant has presented the project to the Advisory Committee through a Power Point slide show (reproduced in Appendix A) and this presentation has been followed by a discussion with the Permanent Secretaries. The PSs have showed a great interest in this assignment and they have welcomed it.

7. CURRENT SITUATION

The consultancy is currently respecting the schedule, the local team members are appointed, the training took place on November 23rd and 24th, the members understand well the issues and problems and they are well motivated so far.

The problem of missing information will be bypassed by gathering required data on site for the first ministries to be reviewed, **but the CSC will have to keep pushing on remaining ministries to obtain required information.**

The team will start the pilot project on Sunday November 27th as originally planned, with the Ministry of Tourism. This ministry has been selected because this is the one for which we have received the most required information so far.

APPENDIX A

Diapositive 1

MALDIVES' CIVIL SERVICE
organizational review

CIVIL SERVICE COMMISSION
November 2011
By Andre' Co6, B.A., M.B.A

Diapositive 2

THE TORs' OUTPUTS

- Consultation workshop and training sessions on Organizational review and structuring for Local organizational review team;
- Conduct organizational reviews main Head Office of 14 Ministries with the aid of the local organizational review teams;
- **Recommendations for possible reviews in mandates, functional merges and outsourcing opportunities with objectives of achieving operational efficiency and cost effectiveness;**
- Well equip the organizational review teams with the right knowledge, skills and competencies to independently continue the review work for all MDAs;
- A framework with guidelines for organizational structuring and right staffing;
- Guidance notes on the implementation of Organizational structures in other Departments and Agencies;
- An overall framework and an action plan for implementation;
- Streamlined organizational structures of main Head Office of 14 Ministries to meet the objectives of this project;
- Final Report on the project.

November 2011 2

Diapositive 3

What is organizational review?

- An administrative analytical process performed on an organizational structure aiming at improving effectiveness and efficiency of the structure in order to provide the best service/product at the lowest cost to the client (client being an individual, another organization, a population etc.)

November 2011 3

Diapositive 4

Why perform Organizational review

Organizations are living entities: they born, grow, evolve, and sometimes...die.

Changes may be triggered by new or changing needs arising in service to client, political constraints like change in services to population, external pressure (adhesion to international standards etc.), budget cuts and so on.

November 2011 4

Diapositive 5

Why perform Organizational review (2)

According to recent researches, even in the absence of any change, governmental organizations have natural tendency to inflate: in absence of any increase in demand for their service, in absence of any new program, the management, consciously or not, seek for $\pm 4\%$ additional staff year after year! Thus creating overstaffing. With time, this inflation creates heavy burden on states wages bills, and this situation needs to be addressed through organizational review.

November 2011 5

Diapositive 6

Why perform Organizational review (3)

In the majority of the cases, the staffing structure (number, profile) is not necessary adjusted to reflect the new realities, neither revised on a regular basis to make sure that the staffing structure is still in line with the needs (the ZBB approach), thus creating potential ineffectiveness or inefficiencies within the organization.

November 2011 6

Diapositive 7

Why perform Organizational Review in Maldives CS

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- Potential insufficient workload
- Inadequate span of control ratio
- Outsourcing opportunities

November 2011 7

Diapositive 8

What is to be reviewed

The entities structures:
Vertical or flat structure
Span of control (staff/management ratio)
Entity workload
Degree of centralization/decentralization
Merging entities possibilities (ex.: creation of one stop counters for various services to population, like Service Canada and similar)
Overlapping/conflict of mandates between entities
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❖ The bigger is the organization, the more entities required
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November 2011 8

Diapositive 9

What is to be reviewed (2)

The staffing structure:

- ❖ Number
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Diapositive
10

How Org review will be performed: the approach

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Diapositive
11

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Diapositive
12

How Org review will be performed: the steps (2)

4. Analysis of the info gathered and preliminary conclusions:
 - Discussion with team on preliminary findings and management position;
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Diapositive
13

How Org review will be performed: the tools

- Structure analysis
- Workflow chart analysis
- Span of control ratios
- Benchmarking where applicable
- Time and motion study where applicable
- Interviews

November 2011 13

Diapositive
14

Org Review team member's profile

Duties
Using the existing documentation, find out all possible structure problems, over, under or inappropriate staffing.
Visit the assigned ministries, make onsite observations and meet with head of HR and other managers as required, gather pertaining information required to complete the analysis and validate findings.
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Independent judgment (critical approach);
Ability to write English language
Able to discuss and argue with high executive level
Willingness to work long hours in order to meet tight deadlines

November 2011 14

Diapositive
15

Support required from ministries

WE WILL ALSO NEED YOUR HELP TO PERFORM THE ORG REVIEW

The composition of the Org Review team will vary depending on the ministry reviewed. There will be a core group of permanent members:

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We strongly suggest that the head of HR unit be the ad hoc member of the committee for each ministry, since he/she is having in depth knowledge of the ministry's structure and staffing.

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And finally,

November 2011 15

Diapositive
16

Prerequisites

1. List of pre-requisites for the CSC Organizational review
2. Note : these pre-requisites are mandatory to guarantee the respect of the time chart as proposed by the consultant.
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Diapositive
17

Risks and pitfalls

- Decentralization issues:
 - Ministries' structures still to be adjusted to the new reality
 - Staff transfer issue still to be fixed
 - Possible duplication between central, regional and local levels.
- Legal issues:
 - Possible legal restrictions in establishing staffing structures based on org. needs;
 - Possible reluctance to modify labor laws to allow implementation of structures strictly based on needs.

November 2011 17

Diapositive
18

Risks and pitfalls (2)

- Resistances to fully collaborate with Org Review teams (hiding info, delaying meetings, passive resistance etc.;
- Lengthy delays to obtain stats and operational data from entities;
- Some critical positions being vacant or incumbents absent.

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