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LIBERIA LAND AUTHORITY FINAL REPORT



ORGANIZATIONAL DEVELOPMENT



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1 SUMMARY

1.1 Background to the assignment

The Consultants were contracted by the Liberia Land Authority (LLA) through the Liberia Land administration project to provide consultancy services for organisational development and management of the LLA. The second of the three reports to be submitted as part of this assignment, this Report sets out in detail (a) the approaches used in the diagnostic study and analysis of data collected (b) the outcome of the diagnostic study our findings (c) detailed recommendations and transition plan and budget to implement the recommendations and solutions identified.

1.2 Terms of reference of the assignment

The scope of the assignment as gleaned from the TOR are as follows:

- Detailed assessment of existing organizational framework, gaps and bottle necks and recommend solution-oriented organisation structure and processes in line with related job functions, the legal and institutional framework regulation of the LLA and best practices.¹
- Desk review of published documents to be provided by LLA.
- Conduct a base line assessment of the current governance framework of the LLA.
- Review of the organizational structure & related reporting and information sharing protocols.
- Review of Job descriptions of senior and mid-level management stage and rationale for assignment of roles and responsibilities.
- Review and analyse internal management processes; communication and stakeholder collaboration practices for reporting, coordination and collaboration.
- Data & root cause analysis to identify problems, bottle necks, as well as strategies solutions & best practices to render LLA fully functional per its Legal mandate.
- Identify, devise and delineate the roles, responsibilities and functions of departments units, as well as those of senior management.
- Develop systems, process and protocols for establishing and priorities and timelines for implementing LLA strategies, work plans and activities.
- Develop a transition plan and budget to implement the recommendations and solutions identified.

1.3 Expected outputs and deliverables

The expected outputs and deliverables include the under listed:

- Well-defined governance and organization structure aligned with the strategies of the LLA;
- Well defined roles & responsibilities departments, divisions & units & commissioners.
- Defined internal communication and reporting lines within LLA to align within the new organization structures.
- Development of new job descriptions, scheme of service for Senior & mid-level staff.
- Standard Operating Procedures for effective dissemination of information, coordination among Departments, Divisions & Units in LLA.
- Reports & recommendations arising from the desk review
- Reports & recommendations arising out of the baseline assessment of the current governance framework of the LLA.
- Set of recommendations to improve the functionality of the LLA and improve its ability to achieve its legal mandate.
- New systems, processes and protocols for implementing LLA strategies, work plans and activities.

¹ These include (a) Land Rights Act Implementation strategy (b) LLA'S Technical capacity Needs Assessment Reports (c) Annual work plans of the LLA and its different departments (d) Reports on the organizational needs of the Liberia Land Authority (e) Studies of policy, legal and institutional assessments of the outputs expected from the reform of the Land sector of Liberia and (f) Outputs of the Land Rights Act. Others are (g) Liberia Land Rights Act (h) Liberia Land Rights Policy (i) Liberia Lands Authority Act (j) LGSA Institutional Audit Report Jan 2017 and (k) Land Sector reform reports.

- Transition plan & budget to implement the recommendations and solutions identified, with a cost benefit analysis for the implement action.

1.4 Methodology

As indicated in our approved inception plan we carried out a detailed Diagnostic Assessment to define the gap between what is happening now in LLA and what should happen. We also solicited and obtained relevant information and documents from responsible officials of the Authority. These included copies of laws, manuals, Board minutes, work plans and policies. The desk review was supplemented with (a) face to face interviews of key management personnel on relevant aspects of the assignment (b) administration of questionnaires and checklists on a sample of staff across all the departments and (c) comparative benchmarking with similar Land Sector organisations who have benefitted from comprehensive land reform processes. The last activity covered Land Sector organisations in Ghana, Kenya and Rwanda, Tanzania and Uganda.

1.4.1 Classification of the Data

Data collected was classified under eight variables (a) Governance Framework (b) Organisation Structure (c) Position Management (d) Business Processes (e) Reporting Arrangements (f) Integration Mechanisms (g) Communication practices and (h) Stakeholder management. These were supplemented by a root cause assessment involving detailed analysis of challenges, inefficiencies, and bottlenecks impeding the effective functioning of LLA. *This report is the outcome of the diagnostic assessment, data collection exercises, desk reviews and subsequent data analysis carried out.*

1.4.2 Findings of the Baseline Assessment²

- (i) **Governance framework:** The governance framework as laid out in the LLA Act provides general guidance on the structure, composition, practices, scope and functions of the Board (BoC). However, challenges such as lack of mechanism for monitoring activities adequately; lack of Standard Operating Procedures (SOP); over involvement of the BoC in operational matters impacted negatively on the effectiveness of the Commission as a collective body.³
- (ii) **Organisation structure:** The corporate structure and the groupings of Departments and business processes generally conform to the mandate and functions imposed by the LLA Act⁴. However, a number of dysfunctionalities such as lack of ToRs for many Divisions⁵; unclear reporting lines at the Departmental/Divisional levels, poor span of control of management staff and lack of approved organisation structure were identified.
- (iii) **Position management:** The Consultants identified a number of gaps such as deficiencies in the structure of job descriptions; lack of job description for majority of positions in the Authority; lack of work force /succession planning and loopholes in the HR infrastructure.
- (iv) **Business processes:** The assessment identified challenges facing Departments and Divisions as inadequate resources in terms of staffing, office space and equipment; lack of SOPs/work instructions and key performance indicators.
- (v) **Reporting arrangements:** Here the consultants identified inconsistencies in the lines of reporting of some positions; multiple reporting relationships and lack of guidelines on reporting relationship in Departments or Divisions.
- (vi) **Integration mechanisms (coordination):** The assessment found out that there is some management commitment to harmonizing activities in various Departments through various mechanisms. However, the assessment revealed that some Departments operated in compartmentalized silos⁶ and did not harmonize their activities effectively.
- (vii) **Communication practices:** The assessment revealed that there are some management commitment to internal and external communication. However, many respondents were not satisfied with internal communication flow within the Authority due to challenges such as poor communication skills of managers, lack of effective channels to enhance communication flow within the Authority, managers' refusal to share information etc. There were also lapses in

² Summarized succinctly in Annex 11

³ This is due in large part to the inconsistencies of the LLA Act, which assigned dual roles to Commissioners. Revising this will be through an amendment to the Act

⁴ Section 8.1

⁵ Admittedly all the Department have ToRs as indicated in the LLA website but could be modified. However, many Divisions as reflected in the current organisation structure do not have ToRs

⁶ They operated without effective coordination with other Departments

external communications especially in relation to management of the website, customer service management and operationalisation of the Authority's Communication strategy.

- (viii) **Stakeholder management:** The assessment identified some obvious dysfunctionalities such as inadequate use of the website in its external engagement strategies, lack of a strategy to manage stakeholder expectations and weak PR Unit with a limited TOR.

1.5 Recommendations ⁷

- (i) **Governance Framework:** The Consultants recommended clear definition of the role of the BoC, Commissioners, the Executive Director and the Directors; adoption of an inclusive decisions making process; strengthening of BoC structures and development of a SOP for the BoC.
- (ii) **Organization Structure:** Key recommendations are development and circulation of organization structures for all Departments, rationalization of some Divisions/Sections/Units and redefinition of reporting relationships.
- (iii) **Position Management:** The Consultants recommended identification of all positions relevant to LLA's core functions; grouping of the positions into job families; development of job descriptions for all positions and development of a scheme of service, staff establishment control and work force /succession plan.
- (iv) **Business processes:** Recommendations included development of SOPs and KPIs for all business processes; resource audit of all Departments and development of corporate wide performance management system.
- (v) **Integration Mechanism (Coordination):** The Consultants recommended use of cross cutting committees to allow wider participation in decision making; appointments of liaisons; careful deployment of ICT tools and harmonization of work processes.
- (vi) **Communication practices:** Key recommendations included provision of resources to improve the flow of information within the Authority and improvement of records and document management.
- (vii) **Stakeholder management:** Recommendations here include remapping of external stakeholders; review of customer relationship management; building of capacity on external stakeholder management and developing an employee engagement strategy.

⁷ Succinctly summarized in Annex 11

2 INTRODUCTION

2.1 Context

As part of the assessment, the Consultants carried out a general assessment of the LLA to identify contextual factors impacting on the effectiveness of the Authority focusing on three related variables:

- **Staff attitudes**
- **Change Management**
- **Organisation Culture**

2.1.1 Staff Attitudes

The Consultants administered an attitude survey questionnaire on 35 staff of LLA⁸ to get a general idea of what they think on a number of issues related to their work in LLA. Our findings are summarized below:

- Majority (over 50%) of the respondents (both managerial and non-managerial staff) mentioned inadequate training, inadequate office space, inadequate resources to work with, lack of rewards for performance and poor work ethics as the main factors impeding their performance.
- Majority (over 70%) of managerial staff respondents expressed concern about lack of skilled staff in their Departments which they felt impeded productivity.
- More than 90% of the respondents were not satisfied with their terms and conditions of employment in LLA. Core areas of dissatisfaction included lack of opportunities for training and career progression, lack of health care facilities and unavailability of HR policies.

2.1.2 Change Management

The LLA has been in constant flux in the past three years - building organizational structures, developing policies, installing new operating processes and systems and adapting to a myriad of projects financed by different development partners and donors. To navigate through this situation, a change management plan would have been useful in helping staff to adapt to LLA practices; understand and get committed to the changes being introduced; facilitate the implementation of management policies and minimize the impact of the changes on employee, clients and stakeholders.

Our general impression from the assessment is that the LLA does not have a written change management plan or a change management team with a defined ToR⁹ to help staff adapt to the frenetic changes going on. Many staffs do not know the direction of the Authority or understand what is going on and not enough information is being circulated about what is going on.

2.1.3 Organisation culture

The LLA was set up from the cobbling together of several Government agencies performing land administration functions on behalf of the Government. Except for the former Land Commission, which was a temporary entity, majority of these agencies were civil service institutions with different values and behavioral patterns and customer service attitudes not suitable for the kind of high performing and well organised concern envisaged by the framers of the LLA Act.

To mold the staff transferred from the various agencies into a cohesive work force committed to the values and ethos of the LLA requires a deliberate effort by top management of LLA to build a strong organization culture with defined values norms and behavioral patterns. Our general impression from the assessment is that the LLA needs to do a lot of work to develop this new organisation culture.¹⁰

⁸ 15 managerial and 20 non-managerial staff respectively

⁹ Sample provided in Annex 16

¹⁰ We are aware that some work has started in instilling LLA's organization's values, norms, and behavioural patterns through on-boarding. This must be complemented with other strategies mentioned in the recommendations section of this report

2.2 Structure of the Report

The report is broadly divided into two (a) Baseline Assessment and (b) Recommendations.

3 BASELINE ASSESSMENT

The baseline assessment was divided into six interrelated sections (a) governance framework (b) organization structure (c) position management (d) business processes (e) communication practices and (f) stakeholder management.

3.1 GOVERNANCE FRAMEWORK

The governance framework assessment sought the views of BoC members and middle/low level managers on the current governance framework and practices separately. The assessment was supplemented by benchmarking with similar land governance institutions, review of documents received and analysis of information derived from face to face interviews of the top management team. The findings have been detailed out below:

- (i) **General Governance Framework:** BoC members and the Executive Director (ED)¹¹ whose views were sought on the governance framework gave a general positive response on governance practices in LLA indicating that the BoC discharges its functions in line with the LLA mandate. However, they identified a number of challenges impacting negatively on the performance of the BoC such as lack of corporate governance training for members; inadequate measures to guard against conflict of interest; minutes not distributed timeously; summary of decisions not distributed to relevant stakeholders; lack of mechanism for monitoring BoC activities; lack of SOP to govern its activities and infrequent BoC meetings.
- (ii) **Responses of Middle /Low Managers:** The recurrent view of majority of these respondents was that the BoC should not interfere with the day to day running of the Departments and must focus on governing and leave implementation to Directors. Further, almost 80% of the respondents indicated that they were not satisfied with the current governance framework of LLA and preferred a governance only/policy making BoC rather than an executive one.

3.1.1 Duties and Responsibilities of the BoC

Under this heading the assessments revealed that over 80 % of respondents claimed that Directors have been rendered ineffective in the day to day operations of the Departments because some Commissioners assign tasks to Sectional heads without recourse to the Directors and the later always require approval before they can execute any activity. They also claimed that there are no guidelines to govern the operational relationships between Commissioners and Directors and the exact roles of Commissioners in relation to OVERSIGHT over the mandate areas/Departments are not well defined.¹²

3.1.2 Standing Committees of BoC

Section 34.1 of the Act provides that the Commission may establish Committees to perform functions and such responsibilities as the Commission shall determine appropriate. Respondents confirmed that the BoC has committees who advise the BoC on some issues. *However, our assessment indicates that the use of standing committees is not widespread and the scope of the existing ones is limited.*

We are aware that that management is in the process of setting up some statutory/ mandatory committees related to finance & budgeting and procurement in compliance with the relevant legislations. *In line with best practice in corporate governance it may be prudent to set up other technical committees to assist the BoC in its work. These committees could provide an outlet for the ventilation of the views, concerns and ideas of Middle and lower level management and offer them a means of participating in the BoC decision making process.*

¹¹ The Consultants spoke to at least three Commissioners and the ED during the inception phase. One Commissioner and the ED attended the Data collection workshop.

¹² In 5.1.4 to 5.1.6 we have provided some tentative guidelines to govern the operational relationships between Commissioners and Directors and attempts to define indicative components of the OVERSIGHT roles of Commissioners.

3.1.3 Corporate reporting

Pursuant to this, Section 21.0 of the LLA Act obliges the BoC to submit annual financial reports to the President for later submission to the National Legislature. Our assessment indicates that the Commission discharges this obligation in addition to activity reports.

*However, currently the Authority does not produce complementary integrated non-financial **annual performance reports** which provides disaggregated information on performance of each Department and performance of cross functional business processes such as projects, gender mainstreaming etc.*

3.1.4 Board decision making processes

Pursuant to its assigned mandate a Board is required to make regular decisions to guide the direction of an organisation. Management staffs on the other hand are accountable to the Board to ensure the effective implementation of these decisions. In organisations with good corporate governance practices, management staff are sufficiently informed about and often participate fully (directly or indirectly through committees or consultation) in crafting decisions they are expected to implement. We sought the views of middle and low-level managers on the issue:

Eighty percent (80%) of the respondents indicated that (a) the BoC decision making process is top down and inputs of the Directors are not taken into consideration during BoC meetings ¹³ (b) the BoC collectively does not engage middle/low level managers on a regular basis (c) the BoC does not accept recommendations from the middle and low-level managers (d) the BoC does not provide adequate operational support to the Departments.

3.1.5 Strategic Management

Our assessment indicates that there are gaps in the implementation processes of the LLA strategic plan. These gaps include inadequate dissemination of plan among employees of LLA ; no evidence of adequate training in strategic management ; no observable attempt to integrate key activities in the plan with the work planning and budgetary management processes or a robust M&E framework to monitor the implementation process across all Departments.

3.2 ORGANISATION STRUCTURE

At macro level this section summarizes the findings of the assessment of the general organisation structure and narrows down to Departments/Divisions, Span of management and ToRs of Departments/Divisions. At the micro level the assessment focused on individual organisation units such as HR, ED's Office, Audit Division, Gender Division, PR Unit and Customer Service Division.

3.2.1 General Organisation Structure of LLA

The Consultants sought the views of the respondents on the current organisation structure of LLA and its ramifications on their performance. The key recurrent responses included no evidence of an approved organisation structure communicated to staff; narrow scope of the current organisation structure¹⁴ and poor definition of functional relationship between some Departments.

3.2.2 Departments

Dysfunctionalities identified by many respondents included poor definition of the authority of Commissioners, unclear reporting lines and span of control of management staff in some Departments and lack of approved organisation structure and duplications in the functions of some Departments.¹⁵

3.2.3 Divisions

Over fifty percent (50%) of respondents identified dysfunctionalities such as lack of precise terms of reference and clear lines of reporting for some Divisions; Directors not appointed to head some

¹³ No specific situations were sighted -it was a general concern by Directors during interaction with them

¹⁴ Not all the key LLA positions have been captured in the existing organisation structure

¹⁵ Example - the project management role is dispersed among the Chairperson's office, the ED's office and the Department of Land Policy and Planning Department. Our attention has been drawn to the fact that the BoC has resolved some of these duplications.

Divisions; no approved organisation structure and wrong location of some Divisions in terms of lines of reporting.

3.2.4 Span of Management and Lines of Reporting

Per our assessment the span of management of majority of the Departments is ok with the exception of the Administration and Customer Service Department. The span of management of the latter is too wide with more than eight sections under the Department.

3.2.5 Lines of reporting

In relation to lines of reporting the assessment identified the under listed challenges below the top management level:

- (i) Many respondents complained that they have multiple reporting relationships and do not know the nature of their reporting relationship with various Commissioners -*Solid line or Dotted Line*¹⁶ due to lack of guidelines on reporting relationships.
- (ii) We identified two legal Units, one in the Chairperson's office and the other in Land Policy and Planning Department respectively¹⁷. However, our attention was drawn to the fact that the two legal units perform different roles and therefore must be kept separate. The Consultants were informed that the Unit under the Chairperson's office provides legal services related to business contracts for goods and services and other contractual arrangements, legal matters associated with divisions, employees, claims against the LLA etc. The legal advisory under the Land Policy and Planning department is expected to provide advisory services related to legal reviews of land policies and the development of instruments such as regulations, guidelines. *This is acceptable so long as the names of the Divisions differ and their ToRs are clearly defined and captured in the proposed organization manual to make it official.*
- (iii) *There are inconsistencies in lines of reporting:* Example, the Project Director (PD) reports directly to the Chairperson but some aspects of project management functions are carried out in the Executive Director's office as well as the Land Policy and Planning Department. We note however, that per a recent BoC resolution (Feb, 2020).The Project Director will report directly to the Chairperson's Office in line with the current organisation structure but the PD position will have functional and coordination relationship with the office of the ED and the Department of Land Policy and Planning¹⁸.

3.2.6 TORs of Departments and Divisions

The key dysfuntionalities in relation to ToRs of Departments and Divisions are as follows:

- (i) *The tasks listed in some ToRs of Departments are one-off activities* e.g. (a) develop and regulatory tools for the effective and sustainable management of Land resources and Develop an accessible data resource centre {as a repository for land use plans and natural resources documents} (b) conduct analysis of existing customary land tenure systems¹⁹ and (c) develop action plans and implement activities based on LLA's Communication Strategy.
- (ii) Some of the tasks listed for some Departments have an explanatory note which is not the practice e.g. develop guidelines for Land use planning (which clearly indicate those concepts and practices which are common to both urban and rural areas and those which need to be applied separately).
- (iii) It is difficult to develop KPIs to measure some tasks listed in the ToRs of some Departments/Divisions because of the way the ToRs are couched.

¹⁶ A staff with a solid line reporting relationship with another position reports directly to the latter. Staffs with a dotted reporting relationship with another position has some level of accountability to the latter but is not a direct report.

¹⁷ This potentially could lead to duplication of effort, conflicting reporting relationships and difficulty in assigning personal responsibility.

¹⁸ We recommend that these should be captured in the proposed organisation manual. In future M&E, planning and project management should be aligned in the same organisation unit/section to promote synergy.

¹⁹ Land administration department

3.2.7 Human Resources Division

The key bottlenecks identified the organisation structure of this Division are poor definition of the main purpose and span of control; lack of an approved organisation structure; inadequate skilled staff consistent with its expected role and lack of HR manual to guide the Division.

3.2.8 The Executive Director's office

The ED's Office is the fulcrum around which the administration machinery of LLA is expected to revolve. Our preliminary gap assessments suggests that:

- (i) Sections 36 (b) and 36 (c) of the Act imposed some functions on the ED which have not been captured in the current functions of the Office.
- (ii) The duties assigned to the ED are too broad, vague and flows into the role of other departments. It does not have a SOP /work instructions to guide its activities and KPIs to measure performance.
- (iii) The span of control of the Office has not been well defined and there is no clear statement indicating how the Office should harmonize with other Departments.²⁰
- (iv) The Office does not have an approved organisation structure.
- (v) The Office does not have adequate staff consistent with its expected role.

3.2.9 Audit Division

Here the assessments identified some structural bottlenecks that could mar the effectiveness of this Division. These include poor definition of span of control lack of an approved Organisation structure, SOP and KPIs.

Furthermore, the Division does not carry out of performance Audits of Departments -a critical function in the public sector of some jurisdictions. Performance audits will help to provide more information on how well Departments perform their functions and are "achieving economy, efficiency and effectiveness in the employment of available resources" This will complement the LLA wide performance management system advocated for by the Consultants in this report.

3.2.10 Gender Division

Our assessment revealed a number of gaps which could impact negatively on the core mandate of the Section. These include inadequate integration of gender issues in activities of LLA ;no clearly defined system for coordinating gender activities in all Departments and lack of KPIs to monitor the government's programs in gender-responsive land governance as well the performance of the Division itself .Others are lack of approved organization structure for the Division , inadequate support from senior management; low organizational priority for gender issues and lack of capacity to recognize and handle organizational resistance to addressing gender issues in LLA.

3.2.11 Public Relations Unit

From the organisation design perspective the assessment revealed many challenges impacting negatively on the Unit. These include poor definition of purpose and functions of the Unit; lack of approved organisation structure, JDs for staff, SOPs/work instructions and KPIs.

3.2.12 Customer Services Division

Per the responses on the questionnaire, the Division has a defined organisation structure and systems for handling clients. However, our assessments unearthed gaps that may require some interventions. These gaps are centralisation of most of the Division's activities at the head office, lack of SOPs and work instructions and KPIs.

²⁰ However, our attention has been drawn to the fact that the span of management issue was resolved by the BoC in February 2020

3.3 INTEGRATION MECHANISMS (COORDINATION)

The focus of the assessment here was to find out the effectiveness of the current range of techniques used by LLA to coordinate activities of individuals and organisation units²¹. Our findings are summarized below:

- (i) **Meetings:** Meetings are regular coordinating tool used in LLA. They have been effective in allowing Commissioners and middle and low-level managers to relate face to face to discuss, and where possible harmonize the activities of their Departments. *However, majority of the respondents indicated that Intra -Departmental/Divisional meetings and management- staff meetings are not regular.*
- (ii) **Policies and Procedures and Planning framework :** Corporate wide and cross cutting policies and procedures and planning framework ensure consistency in action throughout an organisation and harmonization of efforts among people working together but performing different tasks. *Our assessment clearly indicates that the LLA currently does not have adequate policies to harmonize activities across Departments/Divisions. Furthermore there are no systems in place to coordinate strategic plan implementation across Departments²².*
- (iii) **ICT Based Integration Systems:** The Consultants sought to find out if the LLA has ICT based systems used to coordinate different components of the Authority. *Our assessment found out that LLA currently does not have a strong ICT backbone to fully utilize ICT based coordination tools such as Intranet; Shared calendaring, Outlook, Share point and the like.*

3.4 POSITION MANAGEMENT

The focus of the assessment here was on availability and effectiveness of the position management systems used in the Authority –mainly job descriptions, work force succession planning, scheme of service and establishment control. The findings are described below:

3.4.1 Job Descriptions²³

The Authority currently has a number of job descriptions in place for some positions with formats in line with best practice. However, we found out that:

- Many employees do not have job descriptions or signed off on their job descriptions
- There are no job descriptions for majority of the positions and for positions where there are JDs many employees and their immediate supervisors do not have copies
- There are no job descriptions for majority of the positions or a *single reference source* (scheme of service or organisation manual) for all the job descriptions of the Authority
- There is no policy guidelines on job titles peculiar to the Authority or consistency in Job title nomenclature across all Departments in the Authority
- There is no consistency in format of Job descriptions. The purpose of some of the job descriptions are not clearly defined whilst some duties /tasks are defined like job summaries²⁴

3.4.2 Work force and Succession Planning

Work force planning seeks to ensure that an organisation obtains and retains the number of people it needs with the skills, expertise and competences required at the right time. *There is evidence that LLA has put in place a number of initiatives to fill future workforce needs and ensure it has a pipeline*

²¹ The traditional tools currently used by modern organisations to coordinate include Meetings, Policies and procedures, Planning Framework, Internal Communications and ICT based integration systems.

²² No systems have been put in place to harmonize strategic plan implementation at the Department and Divisional levels. Many staffs do not know the contents of the strategic plan. There are no cross-function systems in place to monitor work plans and budgets to ensure that everything occurs in conformity with the plans adopted.

²³ We understand the LLA has a number of Job descriptions developed under the LGSA project but these have not been fully implemented.

²⁴ E.g. Coordinate and supervise all projects, including those funded by external donors to ensure that the objectives and activities of projects are achieved within the prescribed time frame and funding parameters.

of talented work force to ensure its future sustainability²⁵. A related concept, succession **planning** focuses on the processes by which an organisation grooms talented staff to take up future positions. A robust succession plan will complement the workplace plan by ensuring that the LLA has a pipeline of talented work force to take over from the current talented/skilled and critical staffs that leave the system.

However, the Authority does not have (A) robust HR /Work force plan to fill the staffing gaps and career plan to prepare talented staff to take up positions in the technical Departments where there are skill shortages and (B) system in place to ensure rapid replacement of staff that leave or pipeline of talented work force to take over from the current skilled and critical staff.

3.4.3 Scheme of service

Simply put, a scheme of service is a composite policy document that clearly defines and prescribes career progression of staff, competences required for each staff, grouping of jobs into classes and grades, qualifications and work experience required for direct entry into various grades and standards for recruitment to various positions. *Our assessment of the HR infrastructure within LLA indicates that the Authority currently does not have a scheme of service.*

3.4.4 Establishment Control

The term 'Establishment' refers to the positions in the cost center, Department/Division/Section/Unit which may be 'filled' or 'vacant'. The sum of filled positions at any one time is the 'Actual Headcount'. The sum of positions created at the beginning of a financial year for a particular Department, Section, and Unit is the 'Approved Establishment'. The 'approved establishment' ensures that at all times the organization is staffed with the right *quantity and quality* of people to carry out its business effectively, efficiently without interruption to achieve its objectives.

The Authority currently does not have an establishment control system which indicates the exact number of staff to be deployed in each Department.

3.5 BUSINESS PROCESSES ²⁶

In the context of this assignment business processes has to do with "the collection of linked tasks which find their end in the delivery of a service or product to a client". All the Departments, Divisions, Units and Offices of LLA perform tasks and deliver services to staff of LLA itself and external clients. To ease the assessment and analysis of the data, the Consultants categorized business processes of LLA broadly into three (a) **Technical processes** (b) **Support processes**, and (c) **Management processes**²⁷.

- (i) **Technical Processes:** Technical processes refer to the technical functions imposed on LLA by the LLA Act. The Consultants identified and assessed thirteen (13) technical processes: (a) development of local development plans (b) administration of data resource centre on land use plans (c) development of land use plans (d) approval & monitoring of zoning laws (e) management of public lands (f) registration of deeds and other interests in land (g) public surveying and mapping services (h) production and selling of maps of land. Others are (i) maintain an integrated land information system (j) valuation of land and buildings for the authority (k) assessment of compensation of land acquired by government (l) monitoring and enforcement of customary land rights and (m) land policy research.
- (ii) **Support Services:** *Support processes* refer to functions that facilitate the efficient performance of the technical functions. Twelve (12) supporting processes identified are: (a) administrative data information services (b) asset management and logistic (c) audit services (d) customer services (e) finance and accounting (f) gender mainstreaming (g) Human Resource (h) monitoring and evaluation (j) procurement (k) project coordination (l) public relations and (m) operational and strategic planning.

²⁵ Some of the initiatives include regular training of key staff, development of a five-year training plan (in process) and periodic recruitment of key staff.

²⁶ REF. <https://www.appian.com/bpm/definition-of-a-business-process/>

²⁷ The Technical and Support processes are implemented by Departments headed by Commissioners (business process owners) who are expected to be supported by Directors. The Management Processes are (per the Act) expected to be performed collectively by the BoC, the Chairperson and the Executive Director.

(iii) Management Services: Management process as used here refers to the composite set of activities performed by top management to ensure that productive activities are carried out effectively and efficiently²⁸. The Consultants identified seven (7) management processes. These are (a) governance services (b) internal controls (c) monitoring of strategic plan (d) monitoring of annual budgets/work plans (e) performance monitoring and (f) stakeholder engagement.

3.5.1 Findings of the assessment

To provide the expected services efficiently a Department/Division providing the service must have (a) SOP for the process (b) KPIs to monitor the performance of the functions (c) work-plans to guide the functions (d) the right resource mix (skills/expertise/staff/equipment) to execute the functions and (e) systems for reporting on activities, problems, gaps etc. We assessed the business processes using these parameters. Our main conclusions are as follows:

The Authority does not have (a) robust organizational/operational manuals/templates /SOPS /written instructions to guide the performance of tasks across most of the business processes mentioned above (b) corporate wide and Departmental KPIs to guide monitoring of performance (c) work plans to guide the functions and tasks in some departments²⁹ (d) the right resource mix to execute its functions and tasks and (e) robust systems for reporting on activities /achievements, problems, gaps etc.

3.6 COMMUNICATION PRACTICES

In the context of the baseline assessment, we categorized communications practices into two broad related elements (a) **Internal Communications** and (b) **External Communications**. The key findings of the assessment are discussed below:

3.6.1 Internal Communications

Under the internal communications we assessed facilities available to improve the circulation of information within the LLA and information management (i.e. systems put in place to manage paper based and electronic documents) and *communication flow*³⁰. Our findings on the latter are listed below:

- (i) Majority (52 %) were not satisfied even though a substantial number (45%) were undecided.
- (ii) On how often immediate bosses communicate with staff, the most frequent responses were Very often (31%) and Often (24%) indicating that majority of staff were comfortable with communication with their immediate bosses.
- (iii) The most preferred method of communication with their managers mentioned by majority of respondents are notice boards, one-on-one meetings, use of emails, memos and circulars and channelling of information through sectional heads.
- (iv) The most frequent answers given by respondents on challenges they face in communicating with managers were lack of approved channels to enhance communication and information on what is happening in LLA and their own Departments; lack of regular staff meetings and refusal of managers to share information.
- (v) Over 70% of the respondents indicated that their primary sources of information about LLA are notice boards followed by grapevine and word of mouth.
- (vi) The recurrent answers given by respondents on what they wish to know about LLA were training programs; activities of the board; policies and procedures and events in other Departments.

²⁸ Harris, Hilary et al (2003). International Human Resource Management

²⁹ Note that the LLA as corporate body prepares work plans. The issue here is work plans by the individual Departments and Divisions. We recommend some capacity building in work planning and the infusion of ICT into the work planning processes

³⁰ (a) how satisfied they were with management communication with staff (b) how often immediate boss communicate (c) their preferred method for management communication with staff (d) sources of information about LLA (e) challenges faced in communicating with managers (f) type or kind of information staff wish to know about LLA (g) how well informed staff are on developments and current events in LLA and (h) rating of frequency of information received.

(vii) Majority of the respondents indicated that they were not well informed about developments in LLA.

(viii) Majority (70%) of the respondents rated the frequency of information received from their managers and other sources as poor.

Our general conclusions from the internal communications assessment checklist and the subsequent desk-top communication audit indicates that there is regular vertical and horizontal flow of communication within LLA through mainly face to face meetings, memos/circulars and notice boards. However, there were some observable gaps which require remedial measures.

These gaps include (a) low deployment of ICT in internal communications (b) lack of well-defined lines of communication through the various levels of management (c) inadequate published material for staff information and (d) inadequate resources to execute internal communications.

3.6.1.1 Information Management

The thrust of the assessment under this heading was to find out if the LLA has the basic infrastructure in place for collecting, storing, managing and maintaining, sharing and archiving records and documents generated in the course of business.³¹ The assessments indicates that the Authority has some basic foundation to build on a resilient records and document management system but there were serious gaps requiring some attention listed in Table 1:

TABLE 1: GAPS IN RECORDS AND DOCUMENT MANAGEMENT

Systems and Policy framework	Infrastructure
<ul style="list-style-type: none"> • Lack of document control procedure / policy on access to records and documents and confidentiality • Lack of standard system for naming files and paper and electronic documents or house style for formatting documents • No procedures exist for the proper identification of documents indicating approvals and document history • There is no regular auditing of records and retention schedules for various documents 	<ul style="list-style-type: none"> • ICT not integrated into the records and document management system • Lack of secure facility for the storage and retrieval of paper-based documents • No documents and records master list or systems for sharing paper and documents electronic documents and backing up files • There are no security protocols for protecting documents uploaded into the ICT system

3.6.1.2 ICT Services

Our assessments of the ICT support services suggest that LLA has some basic ICT infrastructure and staff to support internal communications basic functions especially at the head office. However, gaps were identified includes absence of a proprietary software to support LLA core business services; lack of common ICT platform to link all the Departments; poor integration of the County offices into the ICT backbone of LLA and lack of an approved disaster recovery system in case of a breakdown of the systems.

3.6.2 External Communications

The assessment focused mainly on organizational unit responsible for external communications; communication vehicles used and barriers impeding effective external communications. Findings of the assessment are listed below:

3.6.2.1 Positives

- The Act established the basis for management responsibility for external communications by assigning ultimate responsibility for external communications to the Chairperson (the ToR of the Chairperson includes spokesperson for LLA).

³¹ Note that this has nothing to do with knowledge management. The Consultants were more concerned with records and document handling within the Authority which impacts on internal communications. The assessment covered (a) Records and Document Management and (b) ICT Support services. The latter focused mainly on systems in place to support collection, storage, managing and sharing information and not a detailed ICT audit.

- The Authority currently uses a number of communication vehicles such as a functional website, electronic and print media, periodic awareness and outreach activities to inform the public on developments and reach out to its publics.
- There is some commitment to external communication as evidenced by the development of LLA external communication strategy and the regular interaction between management and key stakeholders which are often uploaded on the web site and publicised in the media.

3.6.2.2 Negatives

- The Authority does not have an approved complaints management system to get feedback from the public.
- The communication strategy has not been well disseminated to employees and key publics.
- There is no evidence of KPIs to monitor the effectiveness of the implementation of the Communicate Strategy.
- There is no evidence of extensive use of publicity materials such as brochures, newsletters etc. and other tools identified in the communications strategy.

3.6.2.3 Issues related to the LLA Website

The LLA website is well designed and user friendly as compared to similar organisations in Liberia and the sub-region. However, there are some basic missing imperatives in the website. These are as follows:

- Contact Us -limited to head office only, no information on location of county offices, no Google maps, no email addresses provided.
- Frequently asked questions (FAQ) about the land sector.
- Lack of Customer Portal (to provide information on fees and charges, range of services, client service unit locations, customer service charter, downloadable forms, suggestions and complaints and other customer specific information).
- Staff Portal (to provide staff specific information such as HR policies, Staff downloadable forms, staff complaints and suggestions etc.).

3.7 STAKEHOLDER MANAGEMENT

For the sake of the assessment and ease of analysis, we categorised LLA's stakeholders into two broad groups:

- **External stakeholders**
- **Internal stakeholders (employees)³².**

The baseline assessment sought broadly to find out how LLA engages these stakeholders to satisfy their expectations and needs. Our findings are listed as follows:

3.7.1 External Stakeholders

Management has shown some commitment to external stakeholder's engagement by clearly mapping out its core stakeholders in the strategic plan. However, the assessment identified some gaps:

These gaps include-(a) inadequate resource allocation to external engagement activities (b) inadequate use of the website in its external engagement strategies³³ (c) lack of clear responsibility for external engagement and (d) no evidence of beneficiary and customer satisfaction surveys to collect feedback from key stakeholders.³⁴

³² External stakeholders as used refers to groups with some claim or expectations of how LLA should operate and includes (a) civil society organisations (b) professional bodies in the land sector (c)communities (d) government (e) development partners etc. internal stakeholders as used here refers basically to LLA Employees.

³³ The website does not provide platform for regular interaction with clients -complaints mechanism, suggestions mechanism and guidance on accessing range or services offered by LLA.

³⁴ Beneficiary and customer satisfaction surveys should be preferably be outsourced or carried out by a different department to promote objectivity.

3.7.2 Internal Stakeholders (employees)

There is some evidence of management commitment to staff engagement even though no clear strategy for employee engagement exists. Majority of the respondents confirmed this even though they felt the engagement is not regular or interactive as they expected. However, we observed:

Lack of internal stakeholder engagement strategy in place and absence of a platform in the Website devoted to internal engagement activities. Further, there is no defined responsibility for internal engagement and KPIs to monitor internal stakeholder engagement.

4 ROOT CAUSE ANALYSIS

The root/cause assessment revealed a number of debilitating factors which could impede negatively on LLA's ability to achieve its mandate and perform the core functions imposed by Section 8.1 of the Act. These factors have been summarised below:

- (i) **Poor communication circulation within LLA:** This is due to inadequate formal routes for employees to channel their grievances and views to top management; inadequate infrastructure for internal communication and poorly defined organisation structure and silo mentality of some Departments.
- (ii) **Poor Strategic focus:** This due to lack of systems to monitor the implementation of strategic plan and poor integration of the strategic plan into the operations of Departments.
- (iii) **Low staff motivation and Commitment:** This due to inadequate management engagement with staff; poor supervision from immediate superiors; uncompetitive conditions of work and wrong placement of some staff.
- (iv) **Inadequate Resources:** This due to inadequate budgetary allocation to LLA and inadequate strategies to tap the full potential of the revenue earning power of the services provided by the Authority.
- (v) **Low Productivity of staff:** This due to lack of corporate wide performance management system; inadequate resources to work with; inadequate skilled staff and uncompetitive conditions to attract and retain talented staff.
- (vi) **Poor coordination of Activities:** This due to absence of guidelines indicating areas different Departments could harmonize their activities with other.

5 RECOMMENDATIONS

The recommendations are grouped under (a) governance framework (b) organisation structure (c) business processes (e) communication practices (f) stakeholder management and (h) re-engineering of the system³⁵.

5.1 GOVERNANCE FRAMEWORK

To close the governance dysfunctionalities identified during the assessment phase we recommend FIVE under listed remedial actions (Sections 5.1.1-5.16) and some guidelines on interactions between BoC/Commissioners and Directors (or other middle-/low-level management:

5.1.1 Clear definition of the policy making functions of the BoC

We recommend a clear definition of the policy making functions assigned exclusively to the BOC. Pursuant to this and based on the provisions of the LLA Act we recommend the following:

- (i) Approval of **STRATEGIC DECISIONS** related to the technical functions/processes listed in Section 8.1 (a-o) of the Act.
- (ii) Accounting to stakeholders for LLA's financial performance through (a) financial reporting (Section 49.2 of the Act) (b) prudent use of funds allocated to LLA or revenue collected on behalf of Government (c) acquisition of assets (d) internal control framework (e) budgets and budgetary control framework etc.
- (iii) Approval of external engagement strategies designed to improve LLAs reputation and public profile through engagement with external stakeholders (Section 8.1(o))

³⁵ See Annex 11

- (iv) Approval of reports going to the major stakeholder -the Government (Section 20.2 of the Act). Any formal report emanating from the LLA related to the core mandate of the LLA must have the collective endorsement of the BoC. ³⁶
- (v) Approval of strategic operational policies (including SOPs/work instructions) pursuant to the technical functions listed in Section 8.1(a-o) and or impacting on the core mandate of the LLA (Section 7.1 of the Act);
- (vi) Approval of terms and conditions of service including HR policies, employee manuals, salary structure, staff establishment, staff benefits, disciplinary procedures, recruitment procedures, scheme of service etc. -section 20.2(c);
- (vii) Final approval of LLA's Strategic Plans (this include general implementation arrangements, Annual LLA Corporate work plans and business plans of Departments) - {Section 20.2(v) of the Act};
- (viii) Evaluation of the performance of Executive Director and Directors.

5.1.2 Strengthen BoC structures

Under this heading we recommend the following interventions:

- (i) **Development of SOP for the BoC:** Specifically the SOP/Board Charter should provide information on (a) board decision making processes (b) board meeting procedures(c) committee structure etc. *In Annex 5 we recommend a prototype which could be adopted by LLA.*
- (ii) **Building capacity in Corporate Governance:** We recommend massive investment in capacity building in corporate governance for all BoC members as well as middle and low-level managers³⁷.
- (iii) **Setting up a Board Secretariat:** The effectiveness of the Board and its members improves if there is a well-resourced administrative unit/staff to support its work. We recommend the setting up of a BoC Secretariat with a solid line reporting relations with the ED and a dotted line reporting to the Chairperson. Reporting directly to the ED the secretariat will provide administrative support services; make preliminary meeting arrangements, arrange documentation; type minutes etc. The secretariat need not be a physical one -It could be a virtual one made up of existing staff directly in charge of all issues related to BoC.
- (iv) **Adopt inclusive decision-making process:** Inclusive decision making could be promoted through (a)regular consultations with middle and low level managers especially Directors before approving technical issues in the Department(b)co-opting of middle and low level managers into BoC Committees(c) ensuring that middle and low level managers are sufficiently informed about major decisions taken by the Board through their respective Commissioners or through ICT based platforms and (d) frequent planned meetings between the BoC as a collective body and Directors .

5.1.3 Improve Strategic Focus

In many organizations, the Board collectively are the chief strategic managers of the organization and often fully integrated in all aspects of the strategic management process. *We have observed that the BoC has not fully discharged its strategic management roles effectively.* To reverse this situation, we recommend:

- (i) **The BoC takes the lead in marketing the strategy plan:** The BoC collectively must continuously engage all internal and external stakeholders to create awareness on the plan. These include summarizing the strategic plan and circulating in the form of pocket size brochures; carrying out regular review of progress reports on the plan; provision of highly visible symbols and imagery to make the plan visible and uploading the mission, vision and value statement on LLA website and circulation of same in all offices of LLA.

³⁶ Or submitted by the Chairperson on the express approval of the BOC This is prudent because in the case of a negative repercussion all the BOC members are collectively liable even one member acted without informing the others

³⁷ These capacity building initiatives should include Principles of corporate governance, Board Dynamics, Ethics and integrity, Risk management, Leadership, Emotional intelligence, strategic management etc.

- (ii) **Improve administrative support systems for the plan:** We recommend top management strengthen the existing M&E framework to take corrective actions ;ensure that each Department incorporates aspects of the strategic plan in its annual work plan and budget, and above all link the performance management system with the strategic plan³⁸
- (iii) **Strengthen implementation arrangements:** In many jurisdictions, the implementation committee is the driving force behind strategic plan implementation and often provides the required momentum the Board does not possess. *The role of the Strategic Plan Implementation Committee (SPIC) and strategic planning implementation process are detailed out in Annex 14.*
- (iv) **Harmonization of the strategic implementation processes:** We recommend that top management harmonize the implementation processes for the strategic plan across all Departments.

5.1.4 Commissioners functions for Departmental Oversight

In the context of corporate governance oversight over a Department involves review and monitoring of policies, plans and programs of the Department to ensure it is achieving expected results and are in compliance with applicable policies, strategies and work plans approved by the Board. In the specific case of BoC oversight functions should include the under listed:

- (i) **Implementation of operational technical functions of the Department approved by the BoC.** ³⁹
- (ii) Approval of annual reports, annual work plan and budgets, review of the JDs of staff, performance assessment report on staff and technical reports from the Department.
- (iii) Enforcement of Internal and budgetary controls in their Department.
- (iv) Ensuring that the Department's activities comply with legal and ethical standards established by the Board.
- (v) Management of the relations between the Department and external stakeholders with the approval of the BoC.
- (vi) Monitor the performance of Directors per KPI's or performance contracts
- (vii) Monitor the use of resources allocated for the Department's activities.
- (viii) Recommend disciplinary actions to the HR to take the appropriate action.
- (ix) Supervise the implementation of the strategic plan and operational policies approved by the BoC in the Department.

5.1.5 Define the Duties and Responsibilities of Directors ⁴⁰

In principle the Directors are accountable to the Commissioners of the Departments for the performance of the under listed tasks: ⁴¹

- **Assist the Commissioner (a) in technical /operational management**
- Assist the Commissioner in the preparation of annual reports of the Department.
- Develop job descriptions or review JDs of staff for approval by the Commissioner.
- Enforce compliance with the legal and regulatory frameworks governing the Departments operations.
- Ensure the day to day implementation of the Department's work plans and aspects of the strategic plan relevant to the Department.
- Initiate the work planning and budget preparation process.

³⁸ Through KPIs and Performance contracts

³⁹ This function MUST be performed by the Commissioner in consultation with the Director of the Department but in case of conflict it must be stated clearly that the Commissioner has the final say in the execution of all technical functions of the Department since he bears ultimate responsibility

⁴⁰ It may be prudent to re-designate Directors of the Program related Departments as Technical Directors and ensure that Directors appointed to head technical Departments are qualified by educational or professional qualifications required for that Department to occupy the position.

⁴¹ The Commissioners bear the ultimate responsibility for the delegated tasks and Directors that they are in principle expected to execute delegated authority on behalf of their Commissioners.

- Monitor the activities of the Divisions on behalf of the Commissioner.
- Monitor the use of resources allocated for the Department's activities.
- Prepare annual budget of the Department in consultation with Divisional heads.
- Prepare performance reports on Divisional heads per KPIs.
- Prepare technical reports for the approval of the Commissioner responsible for the Department.
- Recommend changes in the organisation structure of Divisions reporting to them.

5.1.6 Interactions between BoC Commissioners and Directors ⁴²

Commissioners and Directors working under them in the same Department have a symbiotic relationship. The Commissioner is ultimately accountable to the BoC for the efficient management of the assigned Department and bear ultimate responsibility for tasks delegated to Directors. In the performance of their respective roles they owe some responsibilities and accountabilities to each other as listed below:

(i) Responsibilities of Commissioners towards their Directors

- Define tasks expected of the Director, monitor the execution of these tasks and take corrective actions if the need arises.
- Delegate authority as required to perform functions of the Department.
- Hold Director accountable for core technical functions of the Department to ensure efficient implementation in line with approved work plan.
- Monitor the execution of approved policies, work plans in line with relevant KPIs.
- Provide resources required by the Director to execute responsibilities assigned or authority delegated.
- Circulate information on BoC decisions likely to impact on the work of the Director.
- Hold Directors accountable for regular reporting on responsibilities and tasks assigned to the position.

(ii) Accountabilities of Directors towards their Commissioners

- Assist the Commissioner in the execution of technical and managerial functions of the Department.
- Execute delegated authority functions approved by the Commissioner of the Department.
- Provide sound advises and recommendations to the Commissioner on issues referred to his/her attention
- Provide relevant materials and information required by the Commissioner to make informed decisions.
- Respond to issues raised by the Commissioner of the Department.
- Share information relevant to the functions of the Department with the Commissioner.
- Support the vision of the Commissioner for the Department.

5.2 ORGANISATION STRUCTURE

The baseline assessment indicates that there are dysfunctionalities in the structure of LLA leading to poor definition of functions, authority and responsibilities; role overlaps and constricted flow of information critical for effective work. To help reduce these dysfunctionalities, we recommend the re-design of the Organisation structure focusing on four key elements:

- 1) Develop and disseminate organisation structure
- 2) Rationalize existing organisation Units and establish new organisation Units
- 3) Develop and/or review TORs of all Departments and Divisions
- 4) Reporting relationships

5.2.1 Develop and disseminate organisation structure

We recommend three major interventions under this section:

⁴² And other Middle Management staff with roughly similar status

- (i) Development of detailed organisation structure/charts for corporate LLA, Individual Departments and Divisions and County land Offices. These charts must clearly indicate the nature of the reporting relationships among various positions and if possible modified to include names of position holders. *The approved organisation structures/charts should be widely disseminated across all Offices of the Authority and modified to include names of position holders and uploading of same in the Staff Portal in LLA Website.*
- (ii) Sections 22 to 35 of the Act provides some guidance on the expected hierarchy of authority and chain of command at the top management level but probably left some grey areas to be filled by top management based on the exigencies of the work. *The key grey areas include a clear definition of which positions constitute middle and low level managerial staff.* In Annex 10, we have made an attempt to categorize the key positions in LLA using the above mentioned *three levels.*

5.2.2 Rationalize some organisation Units and establish new Units

We recommend the rationalisation of the under listed units to improve supervision and monitoring and ensure a more efficient use of resources:

- (i) **Review the span of control of the Administration and Customer Service Department (DACS):** In Section 3.2.4 we indicated that the span of control of this Department was too wide and impliedly required some review. We have been informed that this issue has also been resolved by the BoC. In the new arrangement the Comptroller reports directly to the Chairperson while Audit reports to the Commissioner of the DACS. The HR reports to the Commissioner for DACS but has functional (dotted line) relations with the office of the ED. Furthermore, all sections/units in Administration (asset management, procurement, IT, general services, etc.) report to the ED. Customer Services and the Revenue Unit report to the Commissioner for DACS.⁴³ *These changes must be accompanied by a review of the ToRs of the affected Departments/Sections/Offices and the JDs of the Commissioners involved and captured in the proposed organisation manual/charts.*
- (ii) **Review organisation design of the ED's Office:** To minimize the gaps mentioned in section 3.2.8 we recommend (a) review of the role and functions of the Office to take cognisance of Section 36(b) and 36(c) of the Act (b) redefinition of the TOR and span of control of the Office (c) development of an organisation structure and chart for the office and (d) an SOP /work instructions for the Office.

Thankfully a BoC resolution has made a serious attempt to resolve some of the gaps in the ED's Office. The resolution defined the relationship between the Office and some identified organisation units such as Project director, HR, Asset management, Procurement and IT. In the said resolution all documents and or requests originating from sections and units falling under Administration must be attested by the ED and approved by the Vice Chairperson. Furthermore, operational units such as procurement, asset management and IT will report to the Executive Director.

These arrangements must be captured in the JDs of the ED and Departments & Commissioners affected and inserted in the proposed organization manual and organisation chart to make it official. It may also require changes in LLA records and document management systems to track documents moving through multiple Departments.

(iii) Review the Design of the following Organisation Units

- **Audit Division:** We recommend clear definition of span of control of the Division; approval of organisation structure for the Division; development of SOP and KPIs and expansion of the scope of the Internal Audit to include risk management and performance Audits of Departments.⁴⁴
- **Human Resources Division:** We recommend redefinition of the main purpose and span of control of the Division; development of an approved organisation structure for

⁴³ We wish to stress here that to maintain objectivity and independence of the internal auditor the Auditor ideally and in line with best practice should report to the Audit Committee of the Board or the Chairperson.

⁴⁴ Performance audits will help to provide more information on how well Departments perform their functions and evaluates if their activities are "achieving economy, efficiency and effectiveness in the employment of available resources" This will complement the LLA wide performance management system advocated for by the Consultants.

the Division; development of a SOP to guide the Division and KPIs to measure performance⁴⁵.

- **Public Relations Unit:** Redesign the Unit to provide clear definition of purpose and functions of the Unit; provide a functional organisation structure for the Unit and develop SOP and work instructions for the Unit.
- **Legal Services:** In Section 3.2.5 we raised the issue of two legal units and raised the possibility of duplication of effort and conflicting reporting relationships and made reference to management explanation for keeping the two Units separate.
To reduce the possibility of duplication of effort we advise that detailed terms of reference must be developed to clearly articulate their respective duties and responsibilities. Furthermore, areas where the two Units should harmonize their activities to promote synergy should be stated so that the LLA makes the best use of the lawyers it has on the payroll.
- **Customer Service Division:** To resolve the structural gaps identified in section 3.2.12 we recommend FIVE major interventions: (a) Development of a SOP (inclusive of a Customer Service Charter and Customer complaints mechanism) and approved organization chart (b) Development of KPIs/Quality assurance standards to measure the performance of the Division and (c) progressive decentralization of the Division to the counties to bring the services of LLA closer to primary clients. Ghana operates a Client Service Access Units (CSAU) which provides one stop services for all land services offered by the Ghana Lands Commission including plan preparation, stamp duty, official searches, issuance of land title certificates etc. and outlet for bank to collect payment by clients.
The Customer Services Division could be restructured along similar lines to maximize its value addition to LLA mandate and reduce the turnaround time in the delivery of land services.
- **Gender Division:** Some of the bottlenecks identified with the Gender Division could be reversed with the appointment of existing staff as gender desk officers in each Department or set up a cross functional Gender mainstreaming task force or team to coordinate gender issues in individual Departments. It will also be helpful to clearly define the terms of reference of the Division; develop KPIs to monitor gender mainstreaming within LLA and in government land programs and carry out a full performance audit of the Division to identify challenges impeding the full integration of gender issues in activities of LLA and resistance to gender mainstreaming in LLA. We also recommend full integration of gender issues into project management in LLA and repositioning of the Division in the LLA organisation structure. *It should report directly to the Chairperson or vice Chairperson to provide extra top management push for the gender mainstreaming exercise.*

(iv) **Establish new Units:** We also recommend the setting up of the under listed new Divisions or Sections to provide specialised services for LLA:

- **Document Management Unit⁴⁶:** This Unit will be in charge of LLA's paper based and electronic document management and will have primary responsibilities for managing all paper based and electronic documents generated by LLA in the course of its operations and tracking of the movement/ of documents across Departments. To buttress this Unit we recommend the development of a SOP to govern records and document management in LLA.⁴⁷ *Management may also consider development of a business continuity plan/disaster recovery plan for records and document and ICT based systems to manage electronic and hard copy documents as required.*
- **General Services Unit:** This Unit may include **Procurement**, Stores, Fleet Management and Janitorial Services and located in Administration and Customer Service Department. We are aware that there is currently a Logistic and Asset Management Section that is responsible for janitorial services and maintenance, transport, stores, etc. *General Services as a concept is an organisation unit expected to provide shared corporate services such as facility management, facility*

⁴⁵See Annex 20 for the proposed content of the manual

⁴⁶ to be located within the Administrative and Customer Service Department

⁴⁷This should govern filing, storage; house style for document formatting, documents numbering/issuance/review/dispatching/recording and archiving

maintenance, supplies and stores, security and other support services that cannot be confined to a particular department.

- **Policy, Planning, Monitoring & Evaluation Division:** We expect this Division to coordinate Strategic planning, Work planning, Budgeting, Monitoring & Evaluation⁴⁸.

5.2.3 Develop and /or review TORs of all Department and Divisions

Poor definition of the Span of control/TOR of Departments and Divisions has been a recurrent issue raised by many respondents during the baseline assessment. In a separate document annexed to this report, we recommend a set of TORs for all the Departments and Divisions to provide a clear delineation of their functions.

5.2.4 Clear definition of Reporting Lines and Protocols

A well-defined reporting system in an organization helps staff to understand who they are accountable to in the organization and makes it easier for superiors to monitor the work of their subordinates and coordinate their activities. *We recommend a clear definition of reporting lines and authority through the development of two related tools (a) Reporting Line Matrix and (b) RACI Matrix/Chart:*

- (i) **Reporting Line Matrix:** Reporting line Matrix indicates precisely to staff exactly WHO THEY REPORT TO AND WHO REPORTS TO THEM.⁴⁹ Reporting lines may be Solid line and Dotted Line: *Solid Line or direct report relationship:* A staff with a solid line reporting relationship with another position reports directly to the latter. *Dotted Line reporting relationship:* Staffs with a dotted reporting relationship with another position has some level of accountability to the latter but is not in a direct reporting relationship.⁵⁰ The Matrix in *Annex 6* has columns indicating Department /organisation unit, List of Positions and who they report to and the nature of the reporting relationship.
- (ii) **RACI Matrix /Chart:** It will provide general guidelines on the protocols staff are expected to follow to carry out major tasks. It tells them the series of steps (protocols) each staff performing a particular task/business process/function is expected to follow and reinforces the SOPs. *Annex 7* provides a typical RACI matrix based on the business processes identified in this report. The RACI matrix indicates participation of various positions in executing tasks.

5.3 POSITION MANAGEMENT

Recall that in Section 3.4 we identified gaps in the position management system in relation to Job design, Work force/Succession planning, and Scheme of Service and Establishment control. In this Section we recommend FOUR interventions to close the gaps:

- 1) Review the Job Design
- 2) Develop Scheme of Service
- 3) Develop Establishment Control
- 4) Develop Work/Succession Plan

5.3.1 Review the Job Design

This would involve identifying all positions relevant to LLA's core functions; grouping the jobs into families; developing job descriptions for all positions, and developing guidelines or policy for position management.

- (i) **Identify all positions (jobs) relevant to LLA mandate:** We recommend preparation of a list of positions based on the approved organisation structure.

⁴⁸ Annex 21 provides proposed contents of an M&E framework. ATOR for this Division is provided for in a separate document on TORs of Departments/Divisions.

⁴⁹ In other words it helps the subordinates to know who they are accountable to and Superiors what their span of control is.

⁵⁰ Example, the ED reports directly to the Chairperson but has a dotted line relationship with all the Commissioners.

- (ii) **Grouping the positions (jobs) into Families:** The positions (jobs) identified above must be classified into well-defined job families or graded with position numbers.⁵¹
- (iii) **Developing Job Descriptions for all Positions:** We recommend that job descriptions with consistent formats across all Departments must be developed for all positions and these job descriptions must be signed off by the **employees** and their line managers.
- (iv) **Develop guidelines or policy for position management:** These will provide guidelines for filling new positions, creation of new positions or requests for new positions; position numbering and nomenclature governing job/position titles in LLA. *The position management SOP could be stand-alone document or incorporated into a HR Policy document or Organisational Manual.*

5.3.2 Develop a Scheme of Service

A scheme of service as used in the context of this report refers to a document specifying job titles, qualifications, duties, competences, skills and experience and career progression for all positions in an organisation. The Scheme of Service provides a single reference document for all positions in LLA.

5.3.3 Develop Establishment Control

A well-defined establishment Control' helps to maintain a balanced labor force adequate for present and future needs of the organization, reduce staff shortages/ overstaffing and staff budget over runs. *We are recommending (a) detailed workload analysis of each Department to determine the number of employees required for each Department or organisation unit to perform its tasks efficiently (b) establish staffing norms to ensure that at any point in time every Department has the requisite number of staff it requires*⁵².

5.3.4 Develop Work Force and Succession Plan

In section 3.2.4 we pointed out that the Authority currently does not have plans to ensure that it has the 'right people with the right skills, in the right place at the right time' and systems in place to fill gaps arising from planned or unplanned departure of staff occupying critical positions.

We strongly recommend that LLA Management develop robust workforce plan and succession plan to ensure regular flow of talent for the Authority in the future. The two plans should be developed at the same time as any review of the LLA HR systems and development of the HR Manual.

The ultimate objective of the two plans are to (a) identify key positions where position holders are likely to retire within the next five years and prepare possible successors (b) identify the key skills critical to the performance of the technical and support functions of the Authority (c) fast track management development program to prepare young managers to take up future positions (d) provide procedure for selecting talented staff for training and mentoring.

5.4 BUSINESS PROCESSES

In section 3.5.1 of this report, we identified lack of SOPs/KPIs/resources/reporting systems as some of the key factors impeding the effective and efficient performance of business processes in various Departments. To reverse these, we recommend the following:

- 1) Development of SOPs for Technical, Support and Management processes
- 2) Resource Audit
- 3) Develop a corporate wide performance management system

5.4.1 Development of SOPs for Technical, Support and Management processes

We recommend the development of SOPs for:-

⁵¹ Our attention has been drawn to the fact responsibility for classification and grading rest with the Civil Service Agency and Wage Harmonization Team has developed new classifications and grades that LLA must follow. We recommend these must be incorporated into the proposed organisation manual for LLA

⁵² The staff establishment norms should indicate (a) number of positions per Department (b) minimum and maximum number of permanent staff per Department (c) procedure for determining the number of staff per position/Department and (d) procedure for changing the approved establishment.

- ALL technical functions mentioned in section 3.5(i) of this report as well services provided by LLA to clients.
- ALL Departments /Divisions providing support services in LLA.
- ALL management services mentioned in section 3.5(iii) of this report.

In *Annex 12* we have indicated key areas where SOPs are required.

5.4.2 Resource Audit (RA)⁵³

Resources as used here include financial resources, human resources (number, competences and skills) and physical resources (office space, equipment, technology). *We recommend a RA of every Department including the office of the Chairperson and ED to identify existing resources available, resources needed to provide at least the basic services imposed by the LLA Act and gaps to be filled.* The information should be used to identify (a) priority areas that require resource retooling especially in relation to non-financial resources and (b) develop a retooling strategy based on the RA for donor support.

5.4.3 Develop corporate wide performance management system

Performance Management System as used in the context of this report has to do with systems put in place to assess whether the organisation is delivering the right services to the right people, at the right time and right cost in accordance with its objectives⁵⁴. Under this heading we recommend the following measures:

- (i) **Develop a performance management system for all levels of staff:** We recommend the development of performance management schemes at three levels:
 - Low level non managerial staff based on the Liberia Civil Service Agency guidelines or customized performance appraisal tool.
 - The Director/middle management level based on performance contract system. We note that a performance contract system is being worked on for heads of Ministries, Agencies and Commissions of the Government of Liberia through the office of the Director General of the Cabinet. In many jurisdictions in Africa the Heads of Agencies are also expected to extend the performance contracts to their key subordinates – especially directors and assistant directors. *The system works well if it is part of a corporate wide performance management system.*
 - At the BoC level we recommend the development of a tool to monitor performance of the Board, the Executive Director and Directors. In many jurisdictions, Boards assess their individual and collective performance on an annual basis. Annual Board Assessment helps the Board to assess how well they have performed against established best practice; allow for reflection on the role of the Board and how it has fulfilled those objectives and above all provide a basis for identifying future development needs of the Board.⁵⁵ See Annex 15 for key areas for BoC assessment.
- (ii) **Develop a work planning framework:** Management should develop guidelines to guide work planning in LLA; enforce preparation of Annual work plans in all Departments/Divisions⁵⁶ and put in place systems to monitor the implementation of work plans. We also recommend a strong linkage between work planning, annual budgeting and the strategy plan implementation processes.
- (iii) **Corporate reporting:** We recommend the preparation of annual reports which provides disaggregated information on performance of each Department and performance of cross functional business processes such as projects, gender mainstreaming etc. (*See Annex 18*) *A well-structured reporting system will enhance the image and credibility with external stakeholders especially donors and indicate objectively how well the BOC is performing.* The attention of the Consultants has been drawn to the fact that LLA has been preparing summary reports containing both activity and financial information. These are sent to the

⁵³ Resource audit simply put has to do with identifying and mapping availability of resources required by an organisation to facilitate its core business, growth and success.

⁵⁴ Ghana Public Services Commission 2014

⁵⁵ Board Evaluations: Insights from India and beyond -IFC (World Bank Group) 2015

⁵⁶ The performance of these Divisions could be monitored against the targets set in the work plans.

Legislature during budget hearing. Summary activity reports are also sent to the President for possible inclusion in his annual message to the Legislature. We note LLA is in the process of preparing an annual report covering the year 2019. We recommend that this report must take incorporate some of the key areas mentioned in *Annex 18*.

- (iv) **Introduce half yearly or yearly performance reviews of LLA activities.** Performance review is basically an internal self-assessment tool used to find out how an organisation is performing against key targets set in its annual work plans. The focus of the assessment should be on the performance of the four departments and key Divisions/Sections with huge impact on the mandate of the Authority. *The performance reviews should be driven by the BoC, Strategic Implementation Committee and/or Change Management Team*⁵⁷.
- (v) **Development of KPIs to be used to monitor performance:** The KPIs should be at three levels:
- **Executive Level (BoC)**⁵⁸: This should cover KPIs for the BoC itself: A robust well-crafted KPI provides objective metrics to assess the performance of the Board. The yearly self-assessment should be based on these KPIs. The KPI should cover areas such as (a) Board meetings (b) Budget Performance (c) Financial health of LLA (d) Financial reporting (e) Human resource management (f) Internal stakeholder engagement (g) Legal responsibilities (h) Strategic plan implementation and (i) Project management.
 - **Departmental level KPIs:** There should be KPIs for every Department and critical areas of the Authority's functions that are critical for its sustainability).
 - **Divisional and Sectional level:** The KPIs here should cover Divisions/ Sections and Units of the Authority.

5.5 INTEGRATION MECHANISMS

Under this heading we recommend a number of simple options to improve coordination of activities in the Authority:

5.5.1 Cross cutting Committees⁵⁹

Cross cutting committees allow wider participation in decision making and enable Departments with interest in an issue or project to have a say. We are recommending the following:

- **Inclusive Board Committees:** We mentioned in Section 2.1 that even though committees enhance the effectiveness of a Board, they have *not been fully utilised by the BoC*. Some Board Committees are required by law, whilst others are voluntary creations of management to improve corporate governance. We understand that Management is working on establishing two legally mandated committees required by the PPCC Act and the Financial Management Act-Procurement and Budget Committees. *Management can go further to strengthen corporate governance in LLA by establishing other committees listed in Annex 6 with detailed TORs.*
- **M& E Committee:** This should be set up as part of a general review of the M&E Framework of LLA. A technical M&E committee with the right expertise should be able to assist the M&E head to monitor activities and projects in all Departments in line with KPIs.
- **Special Adhoc Committees** (e.g. Technical Committees dealing with the implementation of the Land Rights Act) and special project teams or task forces used for specific projects and dissolved immediately after the project.

⁵⁷ The essence of the internal yearly performance review is to review the performance of the of LLA as an institution

⁵⁸ As mentioned by Kaplan "Things that are measured get done more often than things that are not measured. KPIs provide quantitative measures against which actual performance could be measured. **See Annexes 4** for possible areas for KPIs

⁵⁹ A cross cutting committee is one made up of people from one (different divisions) or more than one departments.

5.5.2 Deployment of ICT Tools

Coordination of work processes and activities across all Departments could be enhanced with the infusion of ICT tools such as (a) electronic calendars (b) intranet (c) SharePoint (d) Zoom (e) Skype etc.

5.5.3 Harmonizing of Work Process

Coordination of work processes could be enhanced through inserting in TORs of Departments and JDs provisions related to *organisation/working relationships* to indicate in advance organisation units or positions an incumbent will need to work closely with in day to day work organizational manual; cross functional training of staff in core competences required most staff to function effectively in LLA and above all ensure that Departments do not duplicate tasks and responsibilities.

5.6 COMMUNICATIONS PRACTICES

We are recommending a comprehensive review of the Internal Communications and External Communications landscape of the authority:

5.6.1 Internal Communications

Effective internal communications facilitates exchange of information and ideas between top management employees and helps everybody to know and appreciate what is going on in LLA. It is against this background that we strongly recommend review of internal communications ecosystem focusing on the following:

- (i) **Provision of required infrastructure** : These include (a) deployment of ICT based systems such as Intranet, Outlook and Share Point etc. (b) publication of internal newsletters, brochures and other publicity materials and (c) regular circulation of relevant information through the Notice Boards, Circulars and other media readily accessible to staff .
- (ii) **Development of an internal communication strategy**⁶⁰: The proposed strategy should include (a) definition of responsibility for internal communications⁶¹ (b) channels and vehicles and tools to be used for internal communications including staff portals, staff complaints mechanism, newsletters , bulletin boards , circulars etc.
- (iii) **Use of liaisons or expeditors or special assistants**⁶²: These are expected to handle Information flow between the Department s/projects; and provide linkages between Departments. We recommend designating of some staff as special assistants to the Board Chairperson and Commissioners and ED to follow up on Board decisions and handle the relations between the offices of the Commissioners with other staff. The Executive/special assistant we hope will help to ensure harmonization of the relations between top management and other staff, log incoming and outgoing incoming documents and follow up on Board decisions and instructions.
- (iv) **Develop and deploy change management strategy**: Successful change management and communication are Siamese twins. Successful change management in an organisation cannot happen without consistent targeted communications. It is against this background that we recommend a change readiness assessment of various Departments to identify various push and pull factors impacting on change efforts in LLA; reasons for resistance to changes and impact of the changes introduced so far. *This will inform the development of a Change Management strategy and the setting up of a change management team to help staff adapt to the frenetic changes going on.*
- (v) **More work required to promote LLA's organisation culture**: Employees imbibe an organization's culture only when the culture is well articulated and communicated consistently by management. In the light of this we recommend that management :
 - Introduce regular on-boarding of new staff and frequent orientation of existing staff based on approved curricula.
 - Print and circulate of the mission, vision and values statement to all offices of LLA.

⁶⁰ This could be part of a review of the External Communications strategy

⁶¹ It may be instructive to note here that internal communication is often a shared responsibility between the HR and PR Manager

⁶² We have been informed that every Commissioner has an assistant currently. To be effective people occupying this position must have detailed JDs and given enough authority to follow up on documents and issues across departments'. They should be competent enough to head at least a Section in LLA and knowledgeable in the functions of the Departments assigned.

- Develop a code of conduct to govern all staff based on the current Liberian Code of conduct for public servants.
- Remove manifestations of poor organization culture such as micro-management of subordinates, poor internal communication, top down decision making process and the like.
- Promote gender sensitive organisation culture in LLA through the use of gender sensitive/inclusive language in memos, reports and other relevant documents; review of HR policies to make them gender compliant; ensuring gender disaggregated data analysis in all reports prepared by Departments; inclusion of gender related indicators in existing M& E indicators and gender skill training for all levels of staff.⁶³

5.6.2 External Communications

We are aware that the LLA management has shown some commitment to external communications through development of a website; development of a communications strategy and setting up of a communication Unit. To ramp up this momentum we recommend review of the communication landscape of LLA focusing on:

- (i) **Redesign of LLA website:** Many organisations now use their web site to provide fully integrated communication mix and LLA should not be left out. The current web site is comparatively good but requires some sprucing up to (a) provide information on all locations of LLA offices with Google maps (b) Frequently asked questions (FAQ) about the land sector (c) Customer Portal- to provide information on fees and charges, range of services, client service unit locations Google maps, customer service charter, downloadable forms, suggestions and complaints and other customer specific information and (d) Staff Portal- to provide staff specific information such as HR policies, Staff downloadable forms, staff complaints and suggestions etc.
- (ii) **Develop a strong advocacy and lobbying campaign:** This involves developing a strong issue-based advocacy and lobbying campaign targeting the Government Machinery to get all aspects of the LLA Act critical to its mandate fully implemented.
- (iii) **Assign communication responsibility to Commissioners:** They must be assigned responsibility for speaking engagement on the thematic areas to be developed by the PR Unit. Management must also invest in the training of key staff in land related communications so that they can handle information required by the public confidently and accurately. *The underpinning philosophy is for LLA to tell its story in a coherent manner using an integrated communication mix.*
- (iv) **Review current approach to customer/client communications:** These should include detailed a listing and description of services offered and uploading of same in the Customer portal in the website ; development of a wide range of publicity materials for the services offered and uploading same in the LLA Website ; full integration of ICT into customer service procedures and massive investment in customer service training for the Division and other frontline staff of LLA and institutionalization of beneficiary and Customer satisfaction surveys. *Communication messages targeting customers /clients will be enhanced if it is based on actual data derived from beneficiary surveys and customer satisfaction surveys. We recommend that the Customer Service staff and PR staff and county level staff should be trained in the tools used for this survey so that management could better informed on the needs and wants of stakeholders and impact of its activities.*

5.7 STAKEHOLDER MANAGEMENT

5.7.1 External Stakeholders

We recommend SIX strategies to reduce the gaps identified in LLA's external stakeholder management practices:

- (i) **Remapping of External stakeholders:** These include (a) a comprehensive re-mapping of the stakeholders of LLA and their classification by level of influence in the Land sector, Sector, Expectations/interests and Impact on LLA (High, Medium or Low) .The mapping could be done at different levels: -government both central and local, private sector and

⁶³ These should cover issues such as gender disaggregated reporting, gender budgeting, gender responsive research, gender disaggregated planning and gender analysis etc.

CSO, community, international donor/partner and subsequently develop external stakeholder engagement guidelines based on the re-mapping exercise.

- (i) **Building capacity in external stakeholder management:** These should cover training staff on proposal writing techniques, stakeholder mapping and beneficiary impact assessment tools etc.
- (ii) **Operationalizing the National Consultative Forum:** Section 11.1 of the Act provides a framework for National Consultative Forum (NCF). The NCF was supposed to discuss the affairs of the LLA and make appropriate recommendations. This body could expand the tentacles of LLA in key Government institutions whose support is critical in the enforcement of Liberia's land laws and provide additional support for LLA in its unending quest for resources and valuable expertise to execute its mandate.

To operationalize the setting up of this critical body we recommend (a) appointment of a desk officer from existing staff to drive and manage the process of setting up NCF (b) development of operational guidelines (including detailed TOR) for the NCF and (c) designing and insertion of NCF Portal in the Website.

5.7.2 Internal Stakeholder (employee) Management

We recommend TWO strategies to reduce the gaps in the LLA's internal stakeholder management practices:

- **Develop an employee engagement plan.** This should clearly define methods and options for employee voice and participation including use of ICT based platforms to interact real-time with staff of LLA and year-end management /staff general meetings. Others are suggestion schemes; LA fun games and employee of the year awards etc.
- **Ensure regular direct contacts:** We recommend institutionalization of regular face to face formal contacts among staff of the Authority through inter- Departmental meetings among Directors; intra –Departmental meetings to be attended by members of a Department only ; senior staff meetings -made up of all senior staff including Commissioners and ED and regular monitoring visits by the Commissioners to the field. *These meetings should be evidenced with documented minutes.*

5.8 REENGINEERING OF THE SYSTEM

The working Board model used by LLA enhances members' appreciation of operational issues, leverage their expertise and networks operations areas to push the Authority and increase the throughput time for executing decisions since there is a fusion between policy making and policy implementation. However, in practice this model has inherent challenges such as boundary disputes with Directors over policy implementation issues; ultimate responsibility in case of failure of a policy (c) responsibility for monitoring the performance of Commissioners⁶⁴. These questions could be answered in the long run when the Board is **reengineered** in the context of an amendment of the LLA Act⁶⁵. The key areas where fundamental changes would have to be made to bring the LLA in sync with best practice are the following:

5.8.1 Governance Framework

- (i) Decoupling of governance from management so that Commission members do not wield executive authority but focus on governance role. The long run sustainability of LLA will depend largely on a clear division of responsibilities between the Board and management for the running of the LLA.
- (ii) Review the composition of the County Boards to make them easier to be constituted.

⁶⁴ These problems do not arise in organisations with policy making/governance only Boards. In standard corporate governance practice the Board plays an oversight role over the management staff through monitoring of the managers functions, collection of reports from the Board etc. In the current dispensation the Commissioners develop the policies in their roles as heads of Department and approves the strategies at the Board in a different capacity as a Board

⁶⁵ In Annex 7, we recommend several options for the composition of the Board in the long run

- (iii) Review the composition of the National Consultative Forum to make it leaner (restricted to a few institutions whose functions have a direct impact on LLA) and easier to organize meetings.
- (iv) The Executive Director must be the Executive head of the Authority in charge of the day-to-day administration of the Authority-with clearly defined functions--not paralyzed by multiple solid and dotted line reporting relationships like what is happening in the current working Board system.
- (v) The review should not burden Commissioners (or Directors) with additional role of oversight responsibility for County Offices. The oversight could be carried out by a specialized Division at the Head Office.

5.8.2 Organisation Structure

We recommend the creation of additional Departments. The Administration and Customer Service Department and some of the Technical Departments could also be broken up to provide some autonomy and improve their services. Furthermore there should be a review of the Headship of Departments-- ideally this should be Directors whilst non-executive Commissioners play a governance role.

5.8.3 Condition precedent

To provide a solid foundation for the reengineering processes some reforms have to be undertaken to make the Authority's existing organizational management structures sustainable. Some of these reforms include the under listed:

- (i) **Strengthen Internal Controls:** This involves developing and implementing strong controls procedures over key result areas such as procurement, finance & budgeting, auditing and risk management and all technical processes
- (ii) **Build Capacity across all departments:** This should involve training a critical mass of skilled technical staff that could be relied upon to manage the technical functions of the Authority with minimum supervision and investing in massive management development to build a critical mass of staff that could run the Authority as Directors.
- (iii) **Identify responsibility centres:** A responsibility centre is a component of an organisation given some autonomy with a manager who has some degree of delegated authority and responsibility to act within defined parameters established by top management .Some Divisions in LLA who have the potential to generate revenue (e.g. Customer Service, Revenue unit, Valuation Unit, Survey Division) could be given some autonomy and resources to work without too much interference. This should be complemented by the development of a *financial sustainability plan*. The latter involves identifying and strengthening areas which could improve the revenue earning capacity of LLA and reduce its dependence on donor support for operational activities.
- (iv) **Fully decentralize the LLA:** The county land offices as provided for in the Act must be set up. *The county offices must be structured to provide the range of CORE SERVICES provided by the technical departments/customer service at the head office.* ⁶⁶ The Decentralisation need not cover all the counties. A detailed feasibility studies should be commissioned to identify some counties with enough land issues to keep a fully-fledged County Land Offices busy throughout the year. The feasibility studies should include a detailed resources audit to identify the resources (offices, equipment , staffing, financing, management model etc.) required to provide the full range of services provided at the head office. These could be put together as a **PROPOSAL FOR DONOR SUPPORT**. The underpinning thesis behind the selection of a county is its ability to generate enough business to keep the office functional and busy throughout the year without depending on the head office in Monrovia.

⁶⁶ In Ghana the regional offices are fully-fledged cost/responsibility centers with full delegated authority to provide the full range of land services provided at the Land Commission head office in Accra .The LLA Act implicitly supports the same model. WE strongly urge management to pursue this line of action

6 IMPLEMENTATION OF RECOMMENDATIONS

6.1 Transition Plan

To operationalize the above recommendations, we are proposing a detailed Transition Plan which details out the key tasks and activities to implement the Consultants' recommendations and provide a clear direction on what should be done to ensure that the recommendations are internalized and sustainable.

The Plan has grouped the recommendation under seven (7) general outcomes

1. Enhanced Governance processes and framework to facilitate the achievement of the Mandate of LLA.
2. Improved organization design processes and structures to facilitate the management of LLA.
3. Enhanced resource management to facilitate achievement of Mandate of LLA.
4. Better communication practices within the Authority.
5. Beneficial and positive representation of LLA image and reputation in Liberia.
6. Improved HRM management systems to promote employee growth, commitment, productivity and motivation.
7. Improved organisation culture, understanding, perceptions, and attitudes towards change.

In Annex1 we have listed in detail activities to be executed under each outcome, proposed timelines for implementation, responsibilities for implementation and provided indicative costs. Organization development issues are often cross cutting and impacts on all departments, all levels of staff, business processes and working relationships across an organization. The plan therefore places a lot of responsibility on the BoC as a collective body, Commissioners, Directors and technical staff with the relevant competences to drive the process to ensure the achievement of the outcomes mentioned above.

6.2 Cost and benefits⁶⁷

Generally, the set of recommendations may trigger the need for some funding to pay for the services of consultants and third party experts (mainly process consultants) to aid management staff in the execution of some tasks and activities. Some funding may be required to finance critical workshops and programs to roll out some activities listed in this report. In *Annex 2* provide details of the estimated/indicative costs to be incurred in implementing the recommendations. We expect that the overall outcome of the recommendations will strengthen the LLA's organizational and governance framework with a strong strategic focus, clarified roles and responsibilities, and robust internal management, reporting and communication systems that will better position the LLA to fulfil its legal mandate.

⁶⁷ In Annexes 13 we have listed the benefits and cost analysis of all the recommendations made in the report. Costs as used here include staff time and cost to be incurred on consultants or experts whose services could be sourced to assist in implementing some of the recommendations

ANNEX 1: IMPLEMENTATION PLAN

1. Enhanced Governance processes and framework to facilitate the achievement of the Mandate of LLA

s/n	Recommended Action	Action description /Intervention recommended	Time Frame		Responsibility	Indicative Cost
			2020	2021		
1.1	Clear definition of the policy making functions of the BoC	<ul style="list-style-type: none"> Define policy functions of BoC to indicate governance role of the BoC Define the relationships between the Directors and Commissioners in the duties and responsibilities Define responsibilities of Commissioners towards their Directors and accountabilities of Directors towards their Commissioners Input the policy functions into proposed organisation manual 			BoC	Staff Time
1.2	Strengthen BoC structures	<ul style="list-style-type: none"> Develop Board Charter/ SOP for the BoC to guide its activities Set up relevant BoC committees and BoC Secretariat Put in place process to provide outlets for participation by middle/low level management staff in BoC decision-making process Input the BoC SOP/Charter into proposed organisation manual 				
1.3	Improve Strategic Focus	<ul style="list-style-type: none"> Build Capacity of BoC members, Directors and Middle level managers in Corporate Governance, Strategic Management and Stakeholder Management Improve marketing of the strategic plan through regular sensitization of all staff and dissemination of LLA vision statement, mission statement and Value statement Improve administrative support systems for the strategic plan implementation by setting up and resourcing the strategic plan implementation committee(SPIC) and integration of strategic plan into LLA annual work plan and budgeting processes of LLA Develop a SOP on strategic planning and work planning and input into proposed organisation manual 			Consultant	10,000

2. Improved organisation design processes and structures to facilitate the management of LLA

s/n	Recommended Action	Action description	Time Frame		Responsibility	Indicative Cost
			2020	2021		
2.1	Develop and disseminate organisation structure/charts	<ul style="list-style-type: none"> Develop organisation structure/charts for Corporate LLA, Departments, Divisions and Sections Develop/review ToR and lines of authority for Departments/Divisions, Sections and Units Develop job descriptions for all staff –Commissioners, Executive Director, Directors and all Managers and Low level managers and non-managerial Input the organisation structure into proposed organisation manual 			Consultant	30,000
2.2	Rationalize existing organisation Units and establish new organisation Units	<ul style="list-style-type: none"> Review the span of control of the Administration and Customer Service Department (DACS) Review the Organisation Design of ED's Office, Audit, Human Resource, Public Relations, Customer Service and Gender Establish new organisation Units-Records & Document Management, General Services and Policy, Planning, Monitoring & Evaluation Division Input results of review of the Administration and Customer Service Department, ED's office, new organisation Units into proposed organisation manual 			ED/BoC	Staff Time

3. Enhanced resource management to facilitate achievement of Mandate of LLA

s/n	Recommended Action	Action description	Time Frame		Responsibility	Indicative Cost
			2020	2021		
3.1	Development of SOPs	<ul style="list-style-type: none"> Develop SOPs for all Technical Processes and other core technical functions of LLA Develop SOPs for selected Support Processes -records and document management; asset management and logistic; audit services; customer services; finance and accounting; gender mainstreaming; monitoring and evaluation procurement; project coordination; public relations and work and strategic planning. Combine all Technical SOPs into an Operational manual for LLA 			Consultant	30,000
3.2	Resource Audit	<ul style="list-style-type: none"> Set up a cross functional team to carry out Resource Audit of all Departments of LLA Develop a resourcing plan for LLA and develop strategy to source resources for LLA Develop a financial sustainability plan for LLA 			BoC/ED/Comptroller of LLA	Staff Time
3.3	Develop corporate wide performance management system	<ul style="list-style-type: none"> Develop KPIs for corporate LLA itself , Departments , Divisions ,Sections and Units Carry out rapid assessment of current performance management practices Develop a performance management system for Cooperate LLA, BoC , Directors and non-managerial employees Develop guidelines for half yearly and yearly performance reviews Develop guidelines for LLA Annual reporting to key stakeholders Input corporate performance management system into proposed organisation manual 			Consultant	10,000

4. Better communication practices within the Authority

s/n	Recommended Action	Action description	Time Frame		Responsibility	Indicative Cost
			2020	2021		
4.1	Provision of required ICT infrastructure	<ul style="list-style-type: none"> Carry out ICT Audit of all business processes in LLA and identify ICT programs needed to enhance services provided by LLA Identify ICT Infrastructure for internal communications - Example Outlook, Intranet, Share Point, Zoom, Skype etc. Review LLA Website to identify areas to be reviewed and recommend changes Deploy business continuity plan/disaster recovery plan system for LLA Develop an ICT Policy and input same into proposed organisation manual 			Consultant	20,000
4.2	Develop internal Communications strategy	<ul style="list-style-type: none"> Review existing communications strategy Develop internal communications strategy based on the above review Expand Internal communications role of the PR Section Incorporate reviewed communications strategy into proposed organisation manual 			Consultant	5000
4.3	Review information management systems	<ul style="list-style-type: none"> Carry out document audit in every Department and develop a document management SOP Set up an organisation unit to manage paper based and electronic records and document management system Train key staff on paper based and electronic records & document management procedures Input records and document management policy into proposed organisation manual 			Consultant	20,000

5. Beneficial and positive representation of LLA image and reputation in Liberia

s/n	Recommended Action	Action description	Time Frame		Responsibility	Indicative Cost
			2020	2021		
5.1	Remapping of External Stakeholders	<ul style="list-style-type: none"> Identify, remap and classify external stakeholders Develop advocacy and lobbying campaign strategy based on the remapping exercise Carry out detailed assessment of Develop customer service center into One Stop solution centers providing the full menu of land services Develop SOP for Customer Service Design and run 3 day Customer service training for selected frontline staff Carry out stakeholder management training needs analysis Design and run course in external stakeholder management , advocacy , lobbying skills Develop external stakeholder management strategy and input into proposed organisational manual 			Consultant	15,000
					Consultant	15,000
5.2	Operationalizing the National Consultative Forum	<ul style="list-style-type: none"> Assign responsibility for operationalizing the National Consultative Forum Develop guidelines for operationalizing the National Consultative Forum Input guidelines for operationalizing the National Consultative Forum into proposed organisation manual 			ED /BoC	Staff Time

6. Improved HRM systems to promote employee growth, commitment, productivity and motivation

s/n	Recommended Action	Action description	Time Frame		Responsibility	Indicative Cost
			2020	2021		
6.1	Restructure LLA HRM System	<ul style="list-style-type: none"> Carry HR Audit of existing HR policies, procedures and practices to identify practices in HR department operational areas (e.g., recruiting—both internal and external, employee retention, compensation, employee benefits, performance management, employee relations, training and development) Carry out analysis of the existing staff distribution per Department, Division and Section Carry out Job Skill analysis distribution across all Departments, Divisions and Sections Carry out employee gender distribution assessment across all Departments, Divisions and Sections Carry out age distribution assessment across all Departments, Divisions and Sections Carry out benchmarking of HR practices in the Liberia public service and other countries Identify legal issues impacting on HR practices in the Liberia Review the Job Design of LLA and develop guidelines for position management Based on the above develop Human resource Management Policy Framework and Manual 			Consultant	25,000

7. Improved organisation culture, understanding, perceptions, and attitudes towards change

s/n	Recommended Action	Action description	Time Frame		Responsibility	Indicative Cost
			2020	2021		
7.1	Assess current staff attitude and develop an employee engagement plan	<ul style="list-style-type: none"> Design and carry out employee morale and attitude survey and integrate into employee engagement plan Develop processes for regular direct contacts with employees 			LPPD/HR	Staff Time
7.2	Develop Change Management strategy	<ul style="list-style-type: none"> Set up a small cross functional Change Management team Carry out change readiness assessment of LLA Develop change management plan 			BoC/Consultant	10,000
7.3	Develop Code of Conduct for all staff	<ul style="list-style-type: none"> Develop code of conduct document and orient all staff in the Code Input change code of conduct into proposed organisation manual 			Consultant	10,000
7.4	Introduce template for on-boarding of all new and existing staff	<ul style="list-style-type: none"> Develop and roll out template for on-boarding of new and existing staff Develop and roll out cross functional training designed to integrate and promote cohesiveness among staff of LLA⁶⁸ 			Consultant	10,000
7.5	Mainstream Gender issues	<ul style="list-style-type: none"> Build staff capacity on all aspects of Gender mainstreaming Input Gender policy in proposed organisation manual 			Gender Division/BoC	Staff Time

⁶⁸ These should include (a) Evolution of LLA (b) All Land laws of Liberia (c) Government land policies (d) ICT (e) Customer service and (f) Policies of LLA Management

ANNEX 2: INDICATIVE BUDGET

ANNEX 3: INDICATIVE BUDGET

	Recommended Action/Cost Item	Unit	No. of Units	Unit Cost (\$)	Total Cost (\$)
1.	Remapping of External Stakeholders (Incl.3 Day Customer service training for all Staff)	Man-day	30	500	15,000
2.	Development of Internal Communication strategy	Man-day	10	500	5000
3.	Improving Strategic Focus (corporate governance & strategic management training)	Man-day	20	500	10,000
4.	Development of organisation structure and manual	Man-day	40	900	36,000
5.	Development of sop for all business processes	Man-day	60	500	30,000 ⁶⁹
6.	Restructuring of LLA HRM system/development of HRM manual	Man-day	50	500	25,000
7.	Develop Corporate- wide Performance Management System	Man-day	20	500	10,000
8.	Review information systems(incl. Document management system)	Man-day	40	500	20,000
9.	Provision of required ICT infrastructure (including redesign of website)	Man-day	60	500	30,000
10.	Build capacity in external stakeholder management	Man-day	30	500	15,000
11.	Development of change management strategy (including training)	Man-day	20	500	10,000
12.	Development of code of conduct for all staff	Man-day	20	500	10,000
13.	Introduction of template for on-boarding for all new and existing staff	Man Day	20	500	10,000
14.	Total				220,000

⁶⁹ Could be more depending on number of documents to be developed or if an international consultant is used

ANNEX 4: COMPARATIVE GOVERNANCE FRAMEWORK

	Organisation	Governance
1.	Tanzania land Use Planning Commission	<ul style="list-style-type: none"> • Board of commission meetings at least once in a year • Vice Chairperson elected by the Commission members for one year tenure • Meeting procedures provided for in the enabling Act • Commission members not involved in day to day running of the Commissions –Focus is policy making and strategic direction of the LUPC
2.	National Lands Commission of Kenya	<ul style="list-style-type: none"> • Eight commissioners not involved in the day to day management of the organisation • Meetings procedure provided for in the enabling legislation • The Commission has Committee system which deliberates on key issues before presentation to the full Commission meeting.
3.	Ghana Lands Commission	<ul style="list-style-type: none"> • There is non-executive stakeholder-based Commission who meet once a year • Processes for Board fully indicated in the enabling Act • Specifically indicates that that the Chairperson, who shall not be a Minister or a Deputy Minister; • The Executive Secretary is a member of the Commission
4.	Uganda Lands Commission	<ul style="list-style-type: none"> • Top management is comprised of the Chairperson and eight (8) Commissioners who are responsible for the execution of the mandate of the Commission. • Commissioners are non-executive with the exception of the commission is full time while the rest of other Commission members are part time. • The processes for governance activities provided in the enabling legislation

ANNEX 5: COMPARATIVE ORGANISATION STRUCTURES

Organisation	Organisation structure
Tanzania land Use Planning Commission	<ul style="list-style-type: none"> • Director General is an ex-officio member of the Commission and secretary to the Commission and responsible for the day to day management of the Commission • There are Four Director s reporting directly to the DG • LUPC decentralized into zonal offices and integrated with local government system
National Lands Commission of Kenya	<ul style="list-style-type: none"> • The Commission appoints the secretary who is the CEO of the commission and secretary to the Commission • The Commission has 9 Directorates at the National level • The Commission is decentralized at the County level as County Land Management Boards (CLMBs) at the County level
Ghana Lands Commission	<ul style="list-style-type: none"> • There is an <u>Executive Secretary</u> works with an Executive Management Team and Four Divisional Directors • There are Five Department s at the corporate Head office • Decentralized into Regional Land Commissions run by Regional Land officers who reports to the Regional Chairperson
Uganda	<ul style="list-style-type: none"> • Two tiers Structure comprising of the top management and the Secretariat. • The Secretariat is headed by the Secretary who is responsible for overall coordination, direction and management of all functions of the Secretariat. • The Secretary is assisted by an Undersecretary who heads three distinct functional units namely; Finance and Administration, Technical Support and Land Fund.

ANNEX 6 : DRAFT SOP FOR THE BoC

1. Purpose

To guide the Chairperson, Commissioners and the Secretary to the BOC in performance of their governance functions

2. Legal Positions of the Commission

- In line with Section 15.1 of the LLA Act the Commission is composed of five Commissioners including a Chairperson and a vice Chairperson appointed by the President with the consent of the Senate.
- The Chairperson of the Commission shall be the executive head of the Authority.
- The Executive Director (ED), appointed by the Board of Commission shall assist the Chairperson in the day-to-day administration and operation of the Authority⁷⁰.

3. Responsibilities and duties of BoC

- Provide leadership for the attainment of LLA's vision, mission, values;
- Approve the strategic plan, annual budgets and other relevant documents and formulating organizational policies and monitoring their implementation;
- Put in place a robust risk management systems for LLA;
- Exercise oversight over management of LLA through monitoring of the implementation of the strategic plan; establishing and promoting the objectives, business and integrity of LLA ;approving the appointment of top management; control over finance; risk mitigation; performance monitoring and request of appropriate reports from management;
- Ensure compliance with all applicable laws and regulations of Liberia;
- Ensure regular internal/external auditing of business transactions of LLA and enforce the implementation of audit recommendations;
- Ensure the development of appropriate HR policies, procedures and practices to promote high productivity.

4. Accountabilities of BoC Members

- Attend BoC meetings regularly and punctually;
- Ensure that they implement decisions taken by the BoC promptly in their mandate areas;
- Exercise fiduciary duty of care not to put themselves in a position where there is a potential conflict between their own personal interest and their duty to LLA;
- Promote good corporate governance in the LLA and their mandate areas ;
- Review critically all working papers, documents and proposals and other issues placed before the Commission.

5. Duties and responsibilities of the Chairperson of BoC

- Convening BoC meetings, presiding over the meetings in line with good corporate governance;
- Determination of agenda, venue and date of BoC meetings in consultation with the Secretary;
- Ensuring that Board committees are properly established and composed with clearly defined terms of reference;
- Leading the BoC in the determination of the Authority's strategy and in monitoring the achievement of its goals;
- Providing overall leadership to the BoC without limiting the principle of collective responsibility.

6. Duties and responsibilities of the Vice -Chairperson of BoC

- The Vice Chairperson shall assist the Chairperson in performing the latter's governance duties and responsibilities.

⁷⁰ Section 15.2 indicates that the Chairperson is assisted in the day-to-day administration and operation of the Authority by an Executive Director(ED), appointed by the Board of Commission.

- In the absence of the Chairperson work collaboratively with the Secretary to determine agenda, venue and date of BoC meetings , convene and preside over the meeting and approve the minutes;
- During the period when the Chairperson is absent, the Vice Chairperson will act as Chairperson during BoC meetings until the Chairperson resumes.
- Provide support BoC committees in consultation with the Secretary.

7. Duties and Responsibilities of the Secretary to the BOC

Section 12 of the Act provides general directions on the duties of the Secretary to the BOC:

- Coordinating management reports for consideration by the BoC.
- Guide the BoC collectively and individually as to their duties and responsibilities;
- Make BoC members aware of all relevant regulations and legislations relevant to their functions;
- Organize BoC and committee meetings in consultation with the Chairperson;
- Prepare meeting agenda in consultation with the Chairperson and other members;
- Provide inputs for the preparation of BoC work plan (calendar of activities);
- Take minutes of proceedings at meetings.

8. Procedures

8.1 Meetings of the board

The term meeting includes, except where inconsistent with any legal enactment: (a) physical presence of members; (b) video conference or similar electronic channel allowing simultaneous visual and audio participation; (c) telephone conferencing; and (d) written resolution signed by all Board/Council members.

8.2 Procedure for convening meetings

- It is the responsibility of the Chairperson to requisition a Board meeting in consultation with the Secretary;
- Meetings shall be convened in accordance with the provisions in the LLA Act and held once month in line with Section 6.2 of the LLA Act;
- Notice of a BoC meeting shall indicate proposed date, time, venue and agenda;
- The duration of BoC meetings shall be determined by the agenda to be discussed and the frequency of meetings held by the Commission ;
- The Secretary shall in consultation with the Commissioners prepare a Schedule /Calendar of meetings every year for approval by the BoC.

8.3 Agenda of meetings

- The Chairperson and the ED shall draw up the agenda of the meeting in consultation with the Commissioners;
- The agenda shall contain the list of items of business to be discussed at any particular meeting and include (a) confirmation of previous minutes (b) matters arising from decisions taken at the previous meeting (c) formal approval of matters requiring limited discussions(d) reports from management staff etc.(e)reports from BoC standing committees (f) operational policy issues and (g) any other business
- The BoC shall determine the form, structure and time of receipt of all papers for discussion;

8.4 Quorum

- In line with Section 30.5 of the LLA Act the number of members constituting a quorum is 3. Section 30.6 states "In the absence of the Chairperson an Vice-Chairperson, the members present and forming a quorum shall elect one of the members to preside over a meeting of

the Commission and the member so elected shall exercise all the ordinary powers and perform all the duties of the Chairperson at the meeting.

- Where a quorum is not obtained, the meeting can be automatically adjourned for some days and members reconvene at a later time when a quorum will be attained;
- Where there is no quorum, members present shall meet and arrive at decisions which may be ratified at the next meeting when a quorum is formed.

8.5 The Role of the Chairperson during meetings

The Chairperson shall perform the following functions in relation to Board meetings:

- Ensure that the Secretary has sent out the notice, agenda and supporting documents in good time in accordance with Board policy;
- Ensures that items on the agenda can be covered within the time set for the meeting;
- Signs minutes of previous meeting after approval;
- Acts as a facilitator ensuring that no member dominates discussion, that appropriate discussion takes place;
- Offers members the opportunity to speak on each item and encourages them to participate fully in the meeting;
- Ensures that Board decisions are implemented

8.6 The Role of the Secretary to the Board during meetings

The Secretary shall perform the following functions:

- Notify members of the time, date and place of meeting and prepare the agenda and circulates it with associated papers and responsible for the following arrangements
- Ensures that the meeting venue is arranged and appropriate logistics have been secured for the meeting;
- Reminds management staff who are to make presentations appropriately ;
- Ensure that the meeting is properly convened (i.e. there is a quorum);
- Record proceedings at the meeting and convey and monitors decisions of the BoC;
- Keep custody of official documents of the BoC.

8.7 Conduct of Meetings

The meeting shall be conducted as follows:

- Chairperson calls the meeting to order
- Agenda is approved
- Apologies received, if any
- Read and confirm minutes of previous meeting
- Consider matters arising from the minutes
- Receive and consider the report of the Chairperson
- Receive and consider specific management reports
- Receive and consider reports from standing committees
- Consider new business and any other business

8.8 Extraordinary Meetings

In line with Section 30.3, an emergency meeting may be convened in accordance with the provisions in the Act, where applicable to discuss matters that are urgent and cannot wait for the regular meeting. An extraordinary meeting shall discuss matters giving rise to its calling.

8.9 Minutes/Records of proceedings

- (i) It is a legal requirement that minute of all meetings of the BoC and any Committees of the BOC are kept;
- (ii) The minutes shall record -Action required, Date, time and venue for next meeting, Details of the decision, Information upon which the decision was based, Summary of discussion on each item of business and The precise wording of any resolution;
- (iii) The Chairperson shall initial all pages and sign the last page. The Minutes shall be confirmed and approved by members who were present at the earlier meeting.

9. BOC Decisions

- (i) Board decisions may be arrived at in one or a combination of Consensus ,Compromise, Majority vote or Casting vote;
- (ii) BoC members are jointly and severally responsible for the decisions of the BoC and the actions taken thereon by management of LLA and are therefore expected to accept collective responsibility for the decisions of the BoC;
- (iii) Where a member disagrees colleagues on the decisions made, the member can consider taking any or all of the under listed options:
 - Document his/her dissent and request that his decisions be put in the minutes
 - Express in unequivocal terms, his/her dissent and the reasons thereof
 - Request for a second professional opinion on the subject
 - Request for a special BoC meeting to consider the subject
 - Request that the decision be postponed for further research, reflection and consultation.

10. Committees of the BoC

Section 34 of the Act indicates that the LLA could set up any committees. The general objective of these Committees are to execute specific tasks assigned to them, take informed decisions within the framework of delegated authority, and make specific recommendations to the BoC on issues within their terms of reference. The BoC may set up the following committees.

10.1 HR & Administration

- Ensure the Authority has appropriate HR human resource policies and monitor implementation of such policies;
- Monitor compliance by management with regard to their terms and conditions of contract;
- Recommend appropriate guidelines for staff performance approval, rewards and sanctions, staff and management and compensation plans.

10.2 Legal & Governance

- Advise the BoC on legal issues;
- Coordinate BoC self- evaluation and provide feedback;
- Ensure LLA adopts best practice in every aspect of the operations;
- Ensure that LLA complies with all legal issues pertaining to its operations;
- Formulate policies that will improve upon BoC-Management relations;
- Report to the BoC on developments in corporate governance.

10.3 Audit Report Implementation Committee

- Clarify matters arising in management letters;
- Ensure that internal audit staff are given the training needed to update their skills;
- Hold discussions with Auditors on any significant matters that arise on the audit;
- Obtain assurance from the external auditor that adequate accounting records are being maintained;
- Review plans and audit program of internal auditors
- Request for reports from management on specific issues of internal control and review the adequacy of the internal control of LLA.

10.4 Finance and Budget Committee

- Oversight of compliance with statutory responsibilities relating to financial reporting in accordance with the law ;
- Review the annual budget of LLA before approval by BoC;
- Review of the financial statements and any interim audit reports.

10.5 Appointment of Standing Committee members

- In line with the LLA Act the Secretary to the Board shall serve as secretary to all standing committees.
- No Committee shall be chaired by Chairperson;
- Non-BoC members may be co-opted as members;
- The BoC shall constitute the membership of the standing committees and determine their ToRs
- The Chairperson of a Committee shall be appointed by the BoC;

10.6 Conduct and Procedures of Committee Meetings

- Committees shall observe the same rules of conduct and procedure of the BoC;
- Meetings shall be called by the use of notice and agenda;
- Any staff may be invited to the meetings of a Committee to provide technical/professional advice as and when necessary ;
- Committees shall submit written recommendations to the BoC for approval and shall not make decisions, except where they have been specifically authorized by the BoC to do so.

ANNEX 7: KPIS FOR DEPARTMENST⁷¹

	DEPARTMENT /ORGANISATION UNIT	PROPOSED AREAS TO SET KEY PERFORMANCE INDICATORS (KPIs)
1.	BOC	<ul style="list-style-type: none"> • Budgetary control • Board Meetings • Board reporting to key stakeholders
2.	Office of Chairperson	<ul style="list-style-type: none"> • Achievement of strategic plan deliverables • External and internal stakeholder engagements • Financial reporting
3.	Office of the executive Director	<ul style="list-style-type: none"> • Board & Committee Meetings • Board Minutes
4.	Administrative and Customer service	<ul style="list-style-type: none"> • Assets and facilities management • Customer relationship management system • Records and Document management system • HR policies, systems, and procedures • Procurement Management
5.	Land Use and Management	<ul style="list-style-type: none"> • Approval of land use plan • Land use planning • Public land management • Zoning regulations implementation
6.	Land Administration	<ul style="list-style-type: none"> • Compensation for land acquisition by Government • Costmary land Management • Land Information System • Production and regulation of maps • Qualifying land surveyors • Registration of deeds and other interests in land • Surveying and mapping services • Valuation of land and buildings
7.	Policy Research and Planning	<ul style="list-style-type: none"> • Gender mainstreaming • Land Policy development • Land research • M&E framework for land governance • Project management in the land sector; • Strategic Plan implementation • Work Plan and budget implementation

⁷¹ These are proposed areas. The number of KPIS should be small enough and focus on KEY RESULT AREAS to make it easier to monitor performance effectively.

ANNEX 8: OPTIONS FOR FUTURE REENGINEERED BOARD⁷²

	OPTIONS	PROPOSED STRUCTURE
1.	OPTION 1	<ul style="list-style-type: none"> • Board of Commission • Executive Director • Two executive Director s (a) DED -Technical Services and (b) DED Support Services • Directors • Assistant Directors • Divisional Heads
2.	OPTION 2	<ul style="list-style-type: none"> • Board of Commission • Executive Director • Director s of various Technical Departments • Assistant Directors
3.	OPTION 3	<ul style="list-style-type: none"> • Board of Commission • Executive Chairperson • Directors of various Technical Departments • Assistant Directors
4.	OPTION 4	<ul style="list-style-type: none"> • Board of Commission • Executive Chairperson • Deputy Executive Chairperson • Directors of various Technical Departments • Assistant Directors

⁷² Note the Difference of Ex. Director or Ex. Chairperson. Executive person is a chairperson who is also a full time employee of the organisation –just like the present system in LLA

ANNEX 9 : REPORTING LINE MATRIX (MANAGEMENT STAFF

Department	Positions	Accountable to ⁷³	Nature of Reporting Relationship	
			Solid Line	Dotted Line
Office of the Chairperson	Chairperson	BOC	✓	
	Head Internal Audit and Risk management	Chairperson	✓	
	Executive Assistant	Chairperson	✓	
Office of ED	Executive Director	BOC	✓	
Commissioner Administration and Customer Service (CACSD)	Commissioner Administration and Customer Service	Chairperson	✓	
	Director Administrative and Customer Service	CACSD	✓	
	Head Human Resource	CACSD	✓	
	Head Procurement	CACSD	✓	
	Head Asset Management and Logistics	CACSD	✓	
	Head, Administrative Data and Information	CACSD	✓	
	Head Customer Service Centre	CACSD	✓	
	Head ICT Support Services	CACSD		
	Special Assistant	CACSD	✓	
Commissioner Land Administration	Commissioner, Land Administration	Chairperson	✓	
	Director, Land Administration	CLAD	✓	
	Head Land Registry Division	CLAD	✓	
	Head Survey and mapping Division	CLAD	✓	
	Head Spatial Data management Division	CLAD	✓	
	Head Land Valuation Divisions	CLAD	✓	

⁷³ Direct Supervisor

Department	Positions	Accountable to ⁷³	Nature of Reporting Relationship	
			Solid Line	Dotted Line
	Head Customary Land division	CLAD	✓	
	Special Assistant	CLAD	✓	
Land Policy and Planning Department	Commissioner, Land Policy and Planning	Chairperson	✓	
	Director, Land Policy and Planning Department	CLP	✓	
	Head Policy and Research Division	CLP	✓	
	Head Legal Advisory Division	CLP	✓	
	Head Programme Planning Division	CLP	✓	
	Head Monitoring & Evaluation Division	CLP	✓	
	Head Gender Mainstreaming Division	CLP	✓	
	Special Assistant	CLP	✓	
Land Use and Management Planning Department	Commissioner, Land Use and management	Chairperson	✓	
	Director, Land Use and Management Department	LPUMP	✓	
	Head Land Management Division	LPUMP	✓	
	Head Land Use Planning Division	LPUMP	✓	
	Head Zoning Division	LPUMP	✓	
	Head Public Land Management Division	LPUMP	✓	
	Head Gender Mainstreaming division	LPUMP	✓	
	Special Assistant	LPUMP	✓	

ANNEX 10: PROPOSED RESPONSIBILITY MATRIX (RACI CHART)⁷⁴

	Business process (task/function)	Responsible	Accountable	Consulted	Informed
1.	Board Statutory reporting	Special assistant to the Executive Director	Executive Director	All Commissioners	All Directors
2.	Management of board committees	Special assistant to the Executive Director	Executive Director	All Commissioners	All Directors
3.	Board Documentation and records keeping	Special assistant to the Executive Director	Executive Director	All Commissioners	All Directors
4.	Monitoring of strategic plan implementation	Head, M& E	Chairperson	Executive Director	All Commissioners
5.	Corporate Work Planning	All Commissioners	Chairperson	All Commissioners	All Directors
6.	Annual performance reporting to Government	Executive Director	Chairperson	All Commissioners	All Directors
7.	Annual Budgets	Head of Finance	CACSD	Executive Director	All Commissioners
8.	Monitoring of Annual Budgets	Head of Finance	Chairperson	Executive Director	All Commissioners
9.	Risk Management and Internal Controls	Internal Auditor	Chairperson	Executive Director	All Commissioners
10.	Board Statutory reporting	Executive Director	Chairperson	All Commissioners	Directors
11.	Land Administration services	Director	CLADD	All Commissioners	Executive Director
12.	Land Policy & Planning Services	Director	CLPPD	All Commissioners	Executive Director

⁷⁴ These are selected activities. Could be modified to suit operations of every department

	Business process (task/function)	Responsible	Accountable	Consulted	Informed
13.	Land Use & Management Services	Director	CLUMD	All Commissioners	Executive Director
14.	Asset Management and Logistics Services	Head Asset and Logistics Services	CACSD	Executive Director	All Commissioners
15.	Customer Services	Head Customer Services	CACSD	Executive Director	All Commissioners
16.	Human Resources Management Services	Head of HRM	CACSD	Executive Director	All Commissioners
17.	Information & Document Management	Head, Information & Document Management	CACSD	Executive Director	All Commissioners

ANNEX 11: HIERARCHY OF AUTHORITY

	Positions	Organisation level		
		Top Level	Middle Level	Low Level
1.	Chairperson	✓		

2.	Internal Auditor		✓	
3.	Project Manager		✓	
4.	Head Legal Unit		✓	
5.	Commissioner Administration and Customer Service	✓		
6.	Commissioner, Land Administration	✓		
7.	Commissioner, Land Policy and Planning	✓		
8.	Commissioner, Land Use and management	✓		
9.	Executive Director	✓		
10.	Director Administrative and Customer Service		✓	
11.	Director, Land Administration		✓	
12.	Director, Land Policy and Planning Department		✓	
13.	Director, Land Use and Management Department		✓	
14.	Divisional Heads of all the Four Department			✓
15.	Sectional Heads of Divisions			✓

ANNEX 1: POSITION MATRIX FOR LLA – MANAGEMENT STAFF

1.	Office of the Chairperson
	Chairperson of the Commission
	Head Internal Audit and Risk management

	Head, Planning, Projects, Monitoring and Evaluation
	Executive Assistant
2.	Office of the Executive Director
	Executive Director
	Special Assistant
3.	Administration and Customer Service Department
	Director, Commissioners Administration and Customer Service
	Head Human Resource
	Head Finance and accounting
	Head Procurement
	Head Asset Management and Logistics
	Head, Administrative Data and Information
	Head Customer Service Centre
	Head Public Affairs and Communications
	Head ICT Support Services
	Special Assistant
4.	Land Administration Department
	Commissioner, Land Administration
	Director, Land Administration and Customer
	Head land Registry Division
	Head Survey and mapping Division
	Head Spatial data management Division
	Head Land Valuation Divisions
	Head Customary Land division
	Special Assistant
5.	Land Policy and Planning Department
	Commissioner, Land Policy and Planning Department
	Director, Land Policy and Planning Department
	Head Policy and Research Division

	Head Legal Advisory Division
	Head Programme Planning Division
	Head Monitoring & Evaluation Divisions
	Head Gender Mainstreaming division
	Special Assistant
6.	Land Policy Use and Management Planning Department
	Commissioner, Land Use and management Department
	Director, Land Use and Management Department
	Head Land Management Division
	Headland Use Planning Division
	Head Zoning Division
	Head Public Land Management Division
	Head Gender Mainstreaming division
	Special Assistant

ANNEX 12: KEY FINDINGS AND RECOMMENDATIONS

		Key Findings of Baseline Assessment	Main recommendations
1.	Governance Framework	<ul style="list-style-type: none"> • Lack of corporate Governance capacity building • Lack of Board secretariat No mechanism for performance monitoring • Top down decision making processes • In adequate reporting • Inadequate systems in place to implement strategic plan 	<ul style="list-style-type: none"> • Clear definition of the policy making functions of the BoC • Strengthen BoC structures • Improve Strategic Focus • Define Commissioners functions for Departmental Oversight /Directors and interactions between BoC Commissioners and Directors
2.	Organisation Structure	<ul style="list-style-type: none"> • No approved organization structures • No defined TORs /lines of reporting /authority • Inadequate systems in place to coordinate activities of organisation units • Poorly defined TORs of Departments and unclear/multiple reporting lines and span of control of management staff at some Departments 	<ul style="list-style-type: none"> • Develop and disseminate organisation structure/charts • Rationalize existing organisation Units and establish new organisation Units • Develop and/or review TORs of all Departments and Divisions • Redefine reporting relationships
3.	Business Processes	<ul style="list-style-type: none"> • No organizational/operational manuals/SOPs guide business processes • Lack of corporate wide KPIs to guide monitoring of performance • Inadequate work planning processes • Not enough resource mix to execute functions and tasks • Lack of robust systems for reporting on activities /achievements, problems, gaps etc. 	<ul style="list-style-type: none"> • Development of SOPs/Written instructions for Technical, Support and Management processes • Resource Audit Develop a corporate wide performance management system
4.	Communication practices	<ul style="list-style-type: none"> • Staff not satisfied with internal communication flow /lack of internal communications strategy • Lack of robust document management system • Inadequate ICT support services 	<ul style="list-style-type: none"> • Revise Internal Communication processes • Revise Internal Communication processes

5.	Stake holder Management	<ul style="list-style-type: none"> • Inadequate internal stakeholder engagement • Inadequate systems in place to manage external stakeholders and main publics • Inadequate Customer Relationship management processes • Non-Operationalizing the National Consultative Forum 	<ul style="list-style-type: none"> • Remapping of the External stakeholders: • Building capacity in external stakeholder management: • Operationalizing the National Consultative Forum: • Develop an employee engagement plan • Ensure regular direct contact
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ANNEX 13 : SOME BUSINESS PROCESSES WHERE SOPS ARE REQUIRED

1.	<p>Technical Processes : These includes (a) Administration of data resource centre on land use plans (b)Approval & Monitoring of zoning laws (c)Assessment of compensation of Land acquired by Government (d)Development of Local Development plans (e) Land Policy Research (f)Management of Public Lands . Others are (g)Monitoring and enforcement of Customary Land rights (h) Production and selling of maps of land (i)Public surveying and mapping services (j)Registration of Deeds and other interests in Land and (k) Valuation of land and buildings</p>
1.1	<p>Technical Services for clients: These includes (a)Arbitration investigation for survey (b)Court decree of sale for real property (c)Deeds (d) Indenture for real property and (e)Issuance of stamps to license surveyors. Others are (f)Lease agreement for real property (g)Letter of administration for real property (h)Mortgage for real property (i)Public land vetting (j)Real estate agreement and (k)Survey permit</p>
2.	<p>Support Services :These includes (a)Asset management, Procurement ,Logistics and Stores (b)Audit Services (c)Customer Services (d)Finance and Accounting and (f) Fleet Management (g)Human Resources Management. Others are (h)ICT Support services (i)Legal services (j)Project coordination (k)Public Relations and communications and (l)Records and document Management</p>
3.	<p>Managerial Services ; These includes (a) Board Processes (b)M&E framework (c)Internal Controls (d)Monitoring of strategic plan/Work plans & Annual Budgets (f) Performance monitoring and (g)Stakeholder Engagement.</p>

ANNEX 14: COST AND BENEFIT ANALYSIS

		Benefits and Costs
1.	Governance Framework	<p>Benefits : (a)clear definition of role of the Commissioners and Directors (a) make it easier to measure the performance of LLA (b) define boundaries of authority of Directors vis-à-vis Commissioners to reduce role conflicts (c) improve engagement between the BOC and other staff (d) get staff involved in the strategic plan implementation processes .</p> <p>Costs : A detailed review of the Governance framework might require (a) some massive investment in capacity building in corporate governance and strategic plan implementation tools</p>
1.	Organisation structure	<p>Benefits: (a) clear definition of lines of authority and chain of command in LLA (b) reduction in unnecessary delays in decisions making (c) proper placement of Divisions for better supervision.</p> <p>Costs(a) it may take staff sometime to get used to new organisation structures (b) it requires extensive change management sensitization on new structures (c) disputes might arise over the distribution of functions and authority in the new structure</p>
1.	Position management	<p>Benefits : (a) Staff and Departments have a clear idea about their JDs and TORs respectively (b) It provides a clear career path for employees</p> <p>Costs: Consultants may be required to develop scheme of service , work /succession planning and establishment control</p>
1.	Integration mechanism	<p>Benefits: LLA through harmonization of work processes reduces unnecessary delays in carry out a task.</p> <p>Costs: It may require training of managers in basic management principles ; investments in ICT equipment need for intranet and other ICT solutions needed to coordinate various departments</p>
1.	Stakeholder management	<p>Benefits: (a) improved engagement with external stakeholder strategy (b) improved focus of government institutions attention on land issues. stakeholder engagement activities</p> <p>Costs: Consultants may be required to assist staff to carry out the mapping exercise, build skills of management in advocacy and lobbying campaign. May also require massive spending on external</p>

ANNEX 15: DRAFT SOP FOR STRATEGIC PLAN IMPLEMENTATION

Key Area	Description
Purpose	To guide the implementation of the LLA Strategic Plan at the Corporate level and Departments levels
Responsibility for Implementation	At the Corporate level- the Strategic Plan Implementation Committee (SPIC) .At the Departmental Level - departmental strategic plan champions. Subject matter Committees
Functions of the SPIC	<p>1. Membership The SPIC shall be made up of all Commissioners and Directors -including the Auditor and the Comptroller under Chairpersonship of the Chairperson.</p> <p>2. Functions</p> <ul style="list-style-type: none"> • Discuss and, review and approve strategic plan related work plans of the Departments. • Ensure that action/work plans for all key deliverables under strategic plan are prepared by the various departments. • Receive and discuss performance /feedback/progress reports form the implementing Department. • Set up subject matter sub committees from among members to review specific issues deemed by priority in the strategic plan • Submit regular strategic plan performance /progress reports to the BOC. <p>3. Reporting relationship The SPIC shall report directly to the Chairperson of LLA but shall be expected to provide regular progress updates to the Commissioners</p>
Functions of the Champions	<p>1. Who are champions Directors or managers shall be appointed champions in each department.</p> <p>2. Functions</p> <ul style="list-style-type: none"> • Ensure the inclusion of aspects of the strategic plan related to their Department in the Annual work plan and budget and monitor the implementation of the strategic plan targets in the Department • Ensure that action/work plans under the strategic plan are prepared by Divisions under the Department • Receive progress reports form the implementing Divisions and submit progress reports to the SPIC on their Departments implementation of the strategic plan
Functions of Subject Matter Committees	<p>1. Number There shall be five subject matter committees in charge of the activities indicated in the five strategic objectives indicated in the plan.⁷⁵</p> <p>2. Functions</p> <ul style="list-style-type: none"> • Monitor the implementation of the activities under the strategic objective assigned to them • Ensure the inclusion of the activities identified in the strategic objective in the work plans and budgets of the Departments

⁷⁵ See Chapter of the LLA Strategic Plan

Key Area	Description
	<ul style="list-style-type: none"> • Submit regular progress reports to the SPIC on the implementation of the strategic objective. • The subject matter committees shall be chaired by Directors or other management staff nominated by the relevant Commissioner
Procedure	<ul style="list-style-type: none"> • At the beginning of every financial year the SPIC shall meet and discuss key issues for the annual LLA work plan /budget and priority areas of the strategic plan to be incorporated into the work plan /budget • The priority areas classified under strategic objective and the four mandate areas are distributed to the various Departments • The strategic plan champions for each Department are expected to incorporate the priority areas in their Departmental work plans and submit same to SPIC for approval • The SPIC shall discuss and approve the work plan for each departments and consolidate the work plans into a Corporate work plan • One month before the end of the financial year the SPIC shall organise an annual performance review workshop to discuss the progress reports on the strategic plan implementation at the corporate and departmental levels as well as the work plan and budget performance • Participants in the annual performance review workshops shall take decisions on remedial measures to mitigate bottlenecks and recommend priorities for the ensuing financial year
Reporting Format	Progress reporting shall be a combination of narratives and quantitative using (a) dashboards and other devices (b) tables and figures (c) list of challenges and mitigation measures under taken and (d) recommendations

ANNEX 16: KEY ELEMENTS FOR BOARD ASSESSMENT

	Elements
1.	Achievement of Key Performance Indicators
2.	Adequacy in monitoring the financial health of LLA
3.	Adequacy of implementation of internal controls
4.	Board oversight responsibility of over key mandate areas
5.	Budget implementation performance
6.	Employee discipline during the year
7.	Employee engagement and communications
8.	Engagement of External stakeholders
9.	Gender mainstreaming during the year
10.	Handling of Customer complaints during the year
11.	Internal Audit Reports implementation
12.	Meeting scheduling
13.	Performance of Board Committees
14.	Policy issues covered at Board meetings
15.	Procurement management issues handled
16.	Progress in the implementation of key land laws
17.	Project Implementation on target
18.	Recruitment of staff on target
19.	Revenue performance on target
20.	Statutory Financial report submitted on time
21.	Strategic Plan performance on target
22.	Capacity building initiatives
23.	Work plan implementation performance

ANNEX 17: TERMS OF REFERENCE OF A CHANGE MANAGEMENT TEAM

1. Design and deliver change management training programs.
2. Develop and implement LLA's Change management strategy and plan
3. Develop KPIs to monitor the implementation of the change management plan.
4. Ensure that the right infrastructure is in place to implement the change management plan in all Departments.
5. Identify factors leading to resistance and develop mitigation measures and resistance management plans.
6. Identify the right communication channel mix needed to target various segments of employees and levels of management with change management messages.
7. Identify resources needed to implement the change management strategy and plans.
8. Mainstream change management processes into all activities of management.
9. Periodically assess change readiness and identify the impact of change initiatives.
10. Provide change management training for all staff
11. Provide support to the Strategic Management Implementation Committee and Top management in during performance reviews.
12. Sensitize staff to new changes introduced by management to reduce resistance
13. Support the PR Section to design and deliver change oriented communications.
14. Support top management in employee engagement and internal communications in support of change management efforts.

ANNEX 18: DRAFT SOP FOR WORK PLAN IMPLEMENTATION

Purpose	To guide the implementation of the work plans at the Corporate level and Departments levels
Responsibility for work plan Implementation	<ul style="list-style-type: none"> • At the Corporate level- BOC and Executive Director (ED) • At the Departmental Level-Commissioners and Directors acting jointly • At the Divisional level –Divisional heads
Role of responsible staff in work planning	<p>1. Executive Director</p> <ul style="list-style-type: none"> • Consolidate the preparation of the Corporate work plan • Collaboratively work with Commissioners to monitor the implementation of the Corporate work plan in various Departments • Receive progress reports from Departments • Submit progress reports to the Annual performance review on the Corporate work plans <p>2. Commissioners</p> <ul style="list-style-type: none"> • Collaboratively, work with Directors to prepare Departmental work plan and related budget • Monitor the implementation of the work plan in the Department • Ensure that deliverables under the work plan are prepared are achieved • Receive progress reports form the implementing Divisions • Submit progress reports to ED on their Departments implementation of the work plan <p>3. Heads of Division</p> <ul style="list-style-type: none"> • Prepare and submit Divisional work plans to the Commissioner/Director • Monitor the implementation of the work plan targets in the Division • Submit progress reports to the Divisional implementation of work plans to the Commissioner and or /Director
Process	Procedure steps
(i) Pre-work plan	<ol style="list-style-type: none"> 1. At the beginning of very financial year the BOC provides key priority areas to be included in the work plan and budget⁷⁶ 2. The priority areas are distributed to all Commissioners to be incorporated into their Departmental work plans
(ii) Completed work plan	<ol style="list-style-type: none"> 3. Completed Work plans are submitted to the ED to for consolidation into a General corporate Work plan 4. The ED consolidates Departmental work plans into a General corporate Work plan and submits same to the BOC 5. The BOC shall discuss and approve the General corporate work plan and work plan for each departments
(iii) Post work plan	<ol style="list-style-type: none"> 6. Mid-year through the financial year each Commissioner shall submit progress reports on Departmental Work plan to the ED 7. Mid-year through the financial year each the ED shall submit progress reports on the Corporate Work plan to the BOC

⁷⁶ To ensure consistency work plan must be prepared on an approved template to be used by all departments

	<p>8. One month before the end of the financial year the ED shall organise an annual performance review workshop with all management staff in attendance to discuss the progress reports on work plan implementation at the corporate and departmental levels</p> <p>9. Participants in the annual performance review workshops shall discuss and take decisions on remedial measures to mitigate bottlenecks impeding work plan implementation and recommend priorities for the ensuing financial year</p>
Reporting Format	<p>Progress reporting shall be a combination of narratives and quantitative using (a) dashboards and other devices (b) tables and figures (c) list of challenges and mitigation measures under taken and (d) recommendations</p>

ANNEX 19: KEY ISSUES TO BE INCLUDED IN ANNUAL REPORTS

And	Key issues to be included in integrated BOC reports
1.	Board meetings
2.	Budget performance
3.	Challenges affecting performance of LLA
4.	Customer Service performance
5.	Donor Support
6.	External engagement and Internal engagement activities
7.	Labor turnover
8.	Legal obligations /responsibilities discharged
9.	Major procurements approved
10.	NCF activities
11.	New management staff appointments
12.	New resources acquired -including equipment, computer, new offices, transport etc.
13.	New staff recruitment and New top management staff appointments
14.	New projects started and or completed
15.	Performance Review carried out
16.	Progress report on Gender mainstreaming
17.	Progress report on Strategic plan implementation
18.	Reports from county offices
19.	Revenue performance of LLA
20.	Special events organised
21.	Success stories of LLA
22.	Technical reports from four mandate areas /Departments
23.	Training / Workshops and sensitization programs run executed

ANNEX 20: KEY ELEMENTS OF ORGANISATIONAL MANUAL FOR LLA

	Content
1.	Administrative structures and procedures
2.	Approved Organisation structure /charts of Departments, Divisions and Sections
3.	Board Charter
4.	Budgeting procedures
5.	Code of conduct
6.	Disciplinary procedures
7.	Forms and templates
8.	Gender Policy
9.	Governance Framework
10.	HR Policies and procedures
11.	Internal engagement guidelines
12.	Job Descriptions and Person specifications
13.	LLA Mission /Vision/Value statement
14.	Major Policies of management
15.	Occupational health and safety procedures
16.	Performance Management procedures
17.	Position management guidelines
18.	Records and Document management procedures
19.	Scheme of service
20.	Strategic Planning procedures
21.	Standard Operating Procedures
22.	Training Policy and procedures

ANNEX 21: CONTENTS OF EMPLOYEE/HR MANUAL

Key Area	Content
Description of LLA	History, mandate and functions Vision, Mission and Value statements of LLA
Employment	HR/Personnel Records
	Recruitment procedures
	Termination procedures
	Induction and new staff on-boarding
Employee Compensation	Employee Benefits
	Wages and salaries and allowances
Occupational Health and Safety	Safety Rules in the offices and Field
	Health Policies of Management
	Workmen's compensation
Career Management	Performance Evaluation
	Promotions and Upgrading of staff
	Transfers
	Training and Development
Standards and Rules	Employee Code of conduct
	Policy on sexual harassment
	Disciplinary procedures
	Diversity and Gender mainstreaming
Employee Relations	Employee Complaints management
	Management –staff engagement
	Employee Grievance management
	Leave management

ANNEX 22: PROPOSED CONTENTS OF A REVIEWED M& E FRAMEWORK

Key Area	What should be Done
Develop KPIs for Corporate LLA and all Departments	<ul style="list-style-type: none"> • Commissioners in collaboration with Directors and the head of M&E should develop quantifiable indicators for LLA itself and all Departments ⁷⁷ • Develop quantifiable indicators for LLA itself and all Departments
Develop KPIs for all Business processes	<ul style="list-style-type: none"> • Commissioners in collaboration with Directors and the Head of M&E should develop quantifiable indicators and KPIs for all key Business processes • The indicators must be as small (not more than 3) and focus on measurable activities
Develop a Monitoring system for all KPIs	<ul style="list-style-type: none"> • Key tools for monitoring the KPIs should be developed. These include (a) monitoring visits (b) reporting formats (c) score cards (d) dash boards (e) monthly /quarterly progress reporting etc. • Deploy and Train staff in the use of these tools
Set Up responsibility Centres	<ul style="list-style-type: none"> • Identify key Divisions/Sections /Counties who generate income for the LLA or a are likely to generate a lot of income for the LLA • Provide some minimum autonomy and mobilize additional resources for Divisions /Sections /Counties • Set performance goals for each responsibility centre and monitor performance • Identify Divisions which contribute highest to the cost of operations of LLA and monitor costs closely
Develop Corporate wide performance management system for Departments	<ul style="list-style-type: none"> • Develop performance management system for all Departments • Develop systems for evaluating performance of Departments through progress reporting, annual performance reviews and performance auditing (by the Audit Section) • Develop systems for taking corrective actions when performance does not match standards set • Investigate challenges and causes of poor performance and take corrective measures
Develop and deploy a performance appraisal system for employees	<ul style="list-style-type: none"> • Develop performance appraisal system employees based on Goal setting • Develop performance appraisal guidelines for staff • Develop systems for taking corrective actions when performance does not match standards set • Investigate challenges and causes of poor performance and take corrective measures • Train all managers in performance appraisal

⁷⁷ Note – The indicators must be as small as possible to make monitoring easy and

Key Area	What should be Done
Approve techniques for Control	<ul style="list-style-type: none"> • Strengthen internal Controls ⁷⁸ • Link internal controls with the performance management system • Develop systems for enforcing internal controls and penalties for not matching standards set
Levels of Evaluation	<ul style="list-style-type: none"> • Evaluation should focus on processes, outputs and impact • The M&E Section should use five types of evaluation:- process, output, outcome, impact and program
Decide on Responsibility for M&E	<ul style="list-style-type: none"> • Expand the role of M&E and mainstream into all business processes • Appoint more M&E officers to strengthen the Section • Link M&E with planning by setting up a new Divisions called PPME Employee
Build Capacity in M&E in the Authority	<ul style="list-style-type: none"> • Carry out Training Needs Analysis on M& E • Run training programme on M & E for all managerial staff of LLA
Link up with Knowledge management	<ul style="list-style-type: none"> • Strengthen knowledge generation, management and access to information required for monitoring purposes • Operationalize mechanisms for knowledge sharing to facilitate monitoring evaluation

⁷⁸ This refers to tools used to safeguard the assets of the organisation, promote operational efficiency, reduce costs, adherence to policies etc.