

MAY 16, 2022



[LLA-PERFORMANCE MANAGEMENT SYSTEM REPORT]

FINAL REPORT

MOHAMMED SWARAY
CONSULTANT REPORT
SSWARAYMAS@GMAIL.COM

Table of Contents

1. Executive Summary	2
2. Introduction and Background.....	3
3. Objectives and Scope of the Assignment	3
4. Methodology.....	4
5. Risk Analysis and Interpretation.....	4
6. Institutional Risk Analysis and Findings	6
7. Consultation and Stakeholders' Meetings.....	9
8. Recommendations	13
9. The Concept of Public Sector Performance Management System.....	15
10. Liberia Land Authority Performance Management System.....	17
11. LLA's Readiness to Implementing Performance Management System.....	18
12. LLA Organizational System Situation Analysis.....	19
13. Core Functions of the LLA	19
14. Staffing Analysis by Functions and Gender Representation.....	21
15. Human Resource Division	22
16. Proposed Structure for the HR Division	23
17. HR Training Session on Performance Management.....	23
18. Succession Planning Program for LLA	23
19. List of Stakeholders Consultative Engagement	25

1. Executive Summary

Reform initiatives in public service organizations have increased as a result economic challenges confronting governments across the world coupled with the fact that the compelling need to improve the quality of governance structures has become more demanding than ever.

It is in this light, that the Liberia Land Authority (LLA) in 2020 through the World Bank funded Liberia Land Administration Project (LLAP) hired the services of an international consultant as well as a local consultant undertook an Organization Development and Management review of the LLA, with the intent of identifying critical gaps for remedial solutions. One of such gaps was the lack of an efficient and standard performance management system that provide monitoring and evaluation of its institutional and development programs, supported by a resounding performance appraisal framework. This means, the Liberia Land Authority is embarking on an irreversible Performance Management System that will strengthen accountability and increase the productivity of its departments.

The Liberia Civil Service Agency (CSA) requires all ministries and agencies of government to implement a structure that hold civil servants responsible for works and tasks in government. There are frameworks in the CSA program to allow the Liberia Land Authority hold its employees accountable for excellent or poor performance outcomes and with the corresponding rewarding instructions.

Nevertheless, LLA management has not implemented the CSA performance programs due to issues highlighted in the findings and risk analysis and interpretations of weaknesses and challenges affecting the LLA's Act, findings in the organization development and management reports, the lack of annual work plan, limited functional design, inadequate job profiles and job descriptions and limited institutional commitment to drive performance management system.

The levels of interventions required are outlined the recommendations contained in the report and proposed framework, including templates, tools, enterprise design and Standard Operating Procedures for the PMS, separately attached to the report.

2. Introduction and Background

In 2018, the LLA received a grant of US\$7 million from the World Bank to strengthen the institutional capacity of the Liberia Land Authority (LLA) and establish a land administration system. In the same year, the Liberia Land Administration Project (LLAP) was established to manage the project. The Project is expected to end in October, 2022. The project has four components namely:

- Support to the Liberia Land Authority,
- Piloting of registration of customary land,
- Development of a Land Administration System, and
- Project Coordination, Monitoring and Evaluation.

The LLAP in 2020 hired two consultants, a national and an international, to provide consultancy services for the organizational development and management of the LLA.

The final report of the consultancy made several key recommendations for implementation. Among other things, the report included:

- Develop LLA wide performance management system
- Development of an organizational manual;
- Restructuring of LLA Human Resource Management system and development of a revised Human Resource Management manual
- Development of an LLA-wide operations and procedures manual for monitoring and evaluation.

3. Objectives and Scope of the Assignment

The objective of the consultancy is to provide technical support to the Liberia Land Authority to develop an LLA-wide performance management system manual. The specific objectives are to:

- a) Create a basis for several administrative decisions: strategic planning, succession planning, promotions and award systems.
- b) Ensure that employees' duties are linked to and contribute to the mission, goals, and value of the agency.
- c) Ensure that performance objectives are identified for each employee which provide a clear understanding of the quantity and quality of work expected.
- d) Ensure the establishment of a process for boosting employee performance by encouraging employee empowerment, motivation and implementation of an effective reward system
- e) Develop a process for addressing employee performance that fall below expectation
- f) Ensure mid-year and annual review of LLA's activities.
- g) Ensure the establishment of key performance indicators (KPIs) to monitor performance at the senior executive, departmental, and divisional and sectional levels.

4. Methodology

Risk Indicator	Definition
----------------	------------

The approach to developing LLA-wide Performance Management System included collecting of information, reviewing and analyzing policy documents, reports, work plans, conducting meeting with commissioners, executive director, directors, senior staff and consultants. Templates were developed to gather relevant data that will ascertain LLA's Organization System Efficiency-taking stocks of the overarching strategies, its cascading processes, implementation and result frameworks, the current processes and procedures, driving organization development, analyses of functionalities, adequate staffing requirement, qualifications' obligations, competencies and positions' profiling.

The methodology was also skewed to institutional gaps Analysis on Performance Management System (PMS), assessing the internal capacity of the HR Division, reviewing of policies manual and literatures, conducting consultative meetings and engagement with Board of Commissioners, Executive Director, departments heads, Civil Service Agency, technical staff of the Liberia Land Authority on institutional readiness, buy-in and willingness to implement an efficient, accountable and transparent performance management system as measure for results and outcomes of annual programs. The methodology also included assessing knowledge and rules of enforcing procedures, policies and compliance with standards.

As part of preparing this report, consultations were held with the LLA's Board of Commissioners, in particular, the chair and co-chair, Executive Director, Directors of various Departments, technical and professional staff, and the Civil Service Agency's Director of Performance Management, as well as Mobile Telephone Network (MTN) staff as private sector engagement, technical staff of the Liberia Land Authority on institutional readiness, buy-in and willingness to implement an efficient, accountable and transparent performance management system as measure for results and outcomes of annual programs. The methodology also included assessing knowledge and rules of enforcing procedures, policies and compliance with standards.

5. Risk Analysis and Interpretation

The finding and risk indicators below set out the detailed ratings assigned to each challenge represent findings during the review period. The findings and risk analysis are limited to Scope of Work (Performance Management System) and related limitations hindering its effective implementation across the Liberia Land Authority.

significantly Negative	significantly negative- A fundamental and critical control weakness that could lead to a significant negative impact on the Liberia Land Authority. This requires immediate management action.
Significantly Weakness	Significantly Weakness-Control weakness considered to be of a serious nature that could lead to a negative impact on the Authority. This should receive management attention in the short term.
Caution	Caution-These weaknesses do not represent a significant risk to the control environment and can usually be corrected at minimal cost. This should receive attention in the short to medium term.
Excellence	Excellence-Subject to the findings of the HR Expert's sampling, key controls appear to be satisfactory with no challenge.

6. Institutional Risk Analysis and Findings

#	Findings	Risk Indicators	Comments
1.	Organizational Structural functions	Significantly Weakness	The lack of adequate clarity by the LLA's Act on the roles and functions of the administrative and operational function of LLA, there are potential possibilities of structural and functional conflicts, negligence and "divide and rule" situations, something that aligns employees to conflicting parties. This creates crisis and major disagreements in the instruction with stalemate, impasses and deadlocks. In most instances also, Communication gets misunderstood and misrepresented, fabricated and distorted in its dissemination processes.
2.	Civil Service Agency (CSA) PMS Policy Manual	Caution	Not institution of government is allowed to create performance Management Policy on their own as a separate policy manual.
1.	Organization Development and Management Report	Significantly Weakness	<p>The Report highlights many limitations confronting LLA. They cover:</p> <ol style="list-style-type: none"> 1. Institutional inadequacy 2. Weakness in functions 3. Ambiguity in LLA's structural design 4. Lack of clarity in supervision and reporting lines and requirements 5. Very limited jobs descriptions 6. No change management programs 7. No communication strategy to facilitate reforms 8. Unclear HR governance procedure and policies 9. Limited employees' involvement into institution's operational activities (including work planning, decision making processes, getting involve with specialized meetings, or know how to meet reporting requirements), 10. Low motivation and job satisfaction 11. Limited resilience of the HRM Division 12. Limited HR budgets 13. Limited strategic framework for accountability and procedures
2.	Five Years' Strategic Plan	Caution	<ol style="list-style-type: none"> 1. The LLA Five Years' Strategic Plan was commissioned in 2018 and is expected to expire in October 2022. The plan itself went through intermittent interruption of COVID-19, which incurred setback in its implementation. The duration has covered approximately four (4) years and six (6) months. Nevertheless, Programs implementations has an annual deficit of a year

			<p>2. Lack of Communication strategies-medium to long term strategic plans are usually accompanied by a very good communication and change management strategy, designed to sensitize, communicate and create awareness on the ownership, identify stakeholders, content layout, explanatory mechanisms around estimated budgets, implementation timelines, functional roles and responsibilities, counterparts' roles and commitment, government responsibilities, etc. The LLA should have established a robust communication program to drive the five years' plan both internally and externally to facilitate the implementation.,</p> <p>3. Resource Mobilizations Plan-the estimated cost of the five years' strategic plan is approximately Seventy-Seven Million, Four Hundred Thirty-five Thousand Forty United States Dollars (US\$75,435,000,).</p> <p>a. The government of Liberia, through the LLA was required to make 25% or Eighteen Million, Nine Hundred Seventy-five Thousand, United States Dollars (US\$18,975,000) contributions</p> <p>b. The funding gap was 75% or Fifty-Six Million, Nine Hundred Twenty-five Thousand United States Dollars (US\$ 56,925,000).</p> <p>c. Desk Review- showed that there hasn't been all-inclusive resource mobilization strategy to demonstrate institutional readiness to generate government's portion of 25% of the funding.</p> <p>4. Limited Budget Support- Appropriation to support the LLA's program has significantly limited the institution's ability to implement the five (5) years' strategic plan. Donors' funding has been largely responsible for driving the five years' plan</p>
3.	Annual Work Plan	Significantly Negative	The Liberia Land Authority does not work with an Annual Work Plan. This needs to be addressed immediately to get the institution on trajectory of accounting for work through performance management system.
4.	Annual Report	Significantly Weakness	<ul style="list-style-type: none"> - LLA only Annual Report referenced during the review period was the report produced in Fiscal Year 2019/20 - LLA does not seem to prioritize annual reporting as a requirement. Departments must account for work and resources allocated to them for tasks implementation.
5.	Performance Management	Significantly Negative	LLA does not have Performance Management System in place; which signifies lack of strategic purpose and direction that creates ineffective systems and

	System		creates a demoralizing and demotivating system of work environment.
6.	Motivation, Reward & Recognition	Significantly Weakness	The Liberia Public Sector Performance Management System attract limited attentions in the budgetary of government. Ministries and agencies find creative ways outside appropriations to reward employees. In addition to the recommendations made the performance management guide, LLA has to set aside dedicated amount reward performance outcomes.
7.	Monitoring and Evaluation division at the LLA	Caution	LLA Monitoring & Evaluation - function requires technical capacity strengthening in order to make the M&E function productively result-oriented. Currently LLA's M&E collaborates with the World Bank Project Implementation Unit (PIU) for M&E reports, including data tracking, measuring indicators, field monitoring and providing reports. LLA's M&E division's independent role in providing data, monitoring implementation, tracking results and assuring qualitative measurements need to be built with resilience, monitoring and evaluation tools, and database for accurate data collections,
8.	Internal Assessment of HRM Functionality	Caution	<p>The Human Resource (HR) Division has seven (7) staff managing and driving HR functions in the LLA. The HR functions cover HR Management and general supervision of LLA staff, providing professional support that include recruitment & selection, classification, employees' relations, performance management, succession planning, staff development, employee welfare, employee safety and risk management, payroll, compensation and benefits and administers approved HR policies; and performing a variety of complex administrative support tasks in the HR division such as job specification, analysis, HR Audit, HR governance and compliance, organization development, and institutional profiling, maintain HR database and the overall institutional and administrative support. To effectively carry out these functions, positions need to be created.</p> <p>In order to establish a Performance management system at the LLA, the positions required in the HR Division need to be occupied by qualified, competent, knowledgeable and experienced individuals that can lead the performance planning progress, undertake continuous review, provide real-time feedback, frequent communication, coordinating employees' coaching and</p>

			mentoring, looking forward to improving staff performance, recognizing good work, undertaking performance analytics, rewarding improved performance.
9.	Positions Profile and Job Descriptions	Significantly Weakness	Job descriptions across four departments are not standardized in accordance with jobs analysis and specifications.
10.	Budget Support	Significantly Weakness	LLA is confronted with inadequate financial resources to support operations and program related activities, as 95% of its budget is dedicated to servicing payroll and compensation. This seems to be a risk to productivity and service delivery commitment

7. Consultation and Stakeholders' Meetings

In week two (2) of the assessment, meeting and working sessions were organized. Productive discussions were held specifically skewed towards institutional improvement and resilience building. The following officials of LLA were met:

Discussants	Highlights of Discussions
Executive Director	<ul style="list-style-type: none"> - Highlighted the various assessments and institutional strengthening interventions including the Organization Development and Management Assessment, the Five Years Strategic Plan, the Five Year Capacity Development Plan etc. A critical concern focused on critical need to holding employees accountable at work for performance and results. He was assertive and resolute about implementing the new Performance Management System and encouraged the HR Director to take ownership. - Job Descriptions for staff across the four departments need to be completed and standardized - LLA's Annual Work Plan for the fiscal year January to December, 2022 has not been finalized due to a large extent on the slow pace of receiving inputs from the departments, and therefore monitoring implementation might not be possible at this time until the AWP is completed. - The consultant mentioned that there seems to be low ownership about leading the development of LLA's Annual Work Plan, to which the ED mentioned that this activity is being led by the M& E Division with the Department of Land Policy and Planning with support from the Office of the ED.

<p>Director of Human Resources</p>	<ul style="list-style-type: none"> - The HR Division is under-staffed by technical HR professionals who are supposed to be specialized in various HR functions. - Performance Management Officers will need to be recruited or staff within LLA with the requisite technical knowledge and skills need to be identified to take on the responsibilities - HR needs to be strengthened with technical capability - Roles and functions need to be reviewed - Performance Management System introduction is very crucial at this time. As it stands, it appears 20% of the work force is performing 80% of the work - Motivation programs need to be introduced to encourage employees perform their job with commitment and dedication - As it stands, 90% of LLA's budget is skewed to payroll and 10% is directed to operational cost (this needs to be reviewed if the LLA performance system must work to make the difference.
<p>Land Use Management Department</p>	<p>There was a concern expressed on the following:</p> <p><u>Clarity in reporting lines and requirements</u></p> <ul style="list-style-type: none"> - The Director of Land Use and Management Department mentioned that most of the staff in the department know their reporting lines but are unaware of the reporting requirements. "something that must be addressed in order to strengthen performance and work accountability" - The Directors also emphasized that some officials of the Board of commissioners sometimes choose to work subordinates staff of directors, issuing assignments, requesting reports and some case rendering counter instructions to their under staff in the Authority. The director believes this creates distrust and shallow leadership structure in the work place and needs to be addressed also. - Also, Commissioners mostly rely on information and reports from under staff that are often characterized by flaws and errors
<p>Monitoring and Evaluation</p>	<p>The Technical Coordinator of the LLA's M& E mentioned that:</p> <ul style="list-style-type: none"> - There isn't an M&E framework design to guide the implementation the Five Strategic Plan, from the perspective of the LLA - M&E operation manual is being developed - LLA does not have national resource plan or mobilization plan to support the Five Year Strategic plan - Amongst other things, the World Bank Project seems to be the most important

	<p>activities in the LLA. Most of the activities are contingent on the World Bank's program, hence there aren't much on the side of government or LLA to account for in terms of indicators</p> <ul style="list-style-type: none"> - M&E Division of the LLA need to be capacitated, provided with adequate tools as a framework to design, develop, monitor, track and report on M& E indicators as may be required
<p>Discussion with the Customer Service Center Head</p>	<p>The Customer Service functions in the Department of Administration include:</p> <ol style="list-style-type: none"> Deed Registration Issuing letter of Administration Providing supervision for counties' offices providing customers services Receiving complaints and calls at HQ Processing payments and issuing receipts <p>The staffing composition at the Customer Service Center:</p> <ul style="list-style-type: none"> - HQ has 10 staff - Margibi has 2 staff - Grand Bassa has 2 staff <p>There are agents, contractors and volunteers that are also performing functions such as (a) payment collections (b) Deed registration (c) issuing letter of Administration (d) Submitting quarterly reports</p> <p>Observations</p> <ul style="list-style-type: none"> - The Customer Service Center needs to be reorganized to meet resilient service delivery standards, - Call Center needs to have equipment supported by technology - Business processes need to be designed to guide client-side of transactions - Business process for payment needs to be reconfigured to include Mobile Payment or e-payment system - The average turnaround time to process one deed registration is 336 hours. This must be reformed to meet maximum average standard of 120 hours - Regular SMS blasting to notify citizens peak or organic activities of the LLA is essential. - FAQs and brochures have outlived and need to be reviewed and updated - Customer Service nationwide outreach programs need to be developed and introduced - Salary improvement and motivation programs are critical concern for the Customer

	Service Team
Communication and Outreach	<p><u>The Communication and Outreach Officer discussed the following points:</u></p> <ul style="list-style-type: none"> - The LLA's Communication and Outreach Annual Work Plan (AWP) is primarily supported by donor funding, specifically USAID, EU, World Bank and the Swedish Aid. - However, it is important to note that the World Bank Project with the LLA ends Oct 2022, the Swedish Aid ends September 2023 and the need for continuous funding and support cannot be overemphasized, especially the need for these donors funded projects to consider sustainability plans in program and project design - As it stands, LLA will need to rely on fees/charges obtained from the provision of services to public and charges to budget for its Communication and Outreach programs. A committee has been step up to look into the idea "Fees too can Feed" Concept - The Communication and Outreach officer believes that 20% of LLA'S workers are performing 80% of workloads. Motivation for hard work must be rewarded by the institution. LLA scored 77% of millennium challenge corporation (MCC)through the hard work but yet no attention has been given to motivation of staff
Civil Service Agency	<p>Civil Service Performance Management Manual allows the Ministries and Agencies to adopt their performance forms based on business needs but they cannot produce their own Performance Management policy or manual. The CSA has a standard policy manual across government to govern Performance Management System.</p> <p>CSA Performance Management System policy document makes it a compulsory requirement for all ministries and agencies to be in compliance with the use of its performance management system manual. This is meant to maintain consistency in standard and policy implementation</p>

8. Recommendations

The risk indicators constitute the depth of interventions required to fix each situation identified as limitation. The Liberia Land Authority must consider these risks as measures for corrections based on their magnitude and required interventions. Particular attentions must be accorded to the followings:

- a. **Organizational Structural Issue**-the LLA must consider amending its Act to differentiate policy functions from technical operational responsibilities. This effort may increase productivity with maximum results, increase efficiency, institutional visibility, commit employees to job functions, responsibilities and build significant alignment to the organization
- b. **Annual Work Plan**-one of the tools emphasized by the Civil Service Agency as an important instrument is LLA ensuring that it has formulated an Annual Work Plan (AWP). Institution with established AWP produces efficiency in the performance management circles, because it helps to define critical work activities to be achieved over the period of a year. LLA must address this weakness to create institutional niche that delivers strong and vibrant leadership, commits employees to goals, objectives, tasks and holds team members' accountable results. To date, LLA has not finalized its 2022 annual work plan but is presumably working on cross-cutting functional activities as may be described by department functions. Accountability for performance and results in such a manner cannot sustainably create a drive for results.
- c. **Annual Report**- The LLA needs to prioritize the preparation of Annual Report as a key deliverable for the institution, hence the Management must request department heads to provide inputs for the preparation of the institution's annual report. The annual report is record of accountability that presents LLA's programs and financial standing to the government and donors, projects its image, services rendered to the public and listing of performance milestones accomplishments and challenges confronted. The imperative of the annual report gives substantial insights into where the LLA may be headed in the future, therefore prioritizing it will be in the best interest of the LLA.
- d. **Performance Management System**- LLA requires a PMS framework that plans and accounts for tasks, works or jobs' responsibilities. LLA's consideration to introduce a standard Performance Management System is a decision that must be supported by LLA's management and leadership. The institution requires an integrated Performance Management System that will consider tasks based on KPIs and Person Development Plan (PDP) based on capacity gaps. The HR Division would need adequate capacity (both qualitative and analytical) to partner with various departments and divisions or units in order to implement the Performance Management System. The standard PMS framework should include:
 - a) The process performance management system,
 - b) Job evaluation, analysis and classifications

- c) The formation of clear, concise statements of objectives,
- d) The development of realistic action plans for attainment,
- e) The systematic monitoring and measuring of performance and achievement
- f) Review past performance & give feedback
- g) The taking of corrective actions necessary to achieve the planned results.
- h) Defining expectations, directions and objectives to improve performance
- i) Assess & support training & development needs (learning, job/career change)
- j) Discuss & encourage potential/promotability
- k) Reviewing LLA performance reward mechanism
- l) Make retention decisions (probationary period)
- m) Control manager behavior towards staff

These reviews will inform decisions on the quality of framework to be selected and recommended for Performance Management System implementation in the LLA.

- e. **Positions Profile and Job Descriptions-** The LLA HR Division must undertake a systematic approach to conduct a comprehensive job analysis, where information will be collected about jobs' profile, tasks, responsibilities and the skills and experiences required to perform those tasks, the level of supervision and reporting requirements. A design framework should include one employee per position to remove duplications as follow:

- Department
- Reporting Relationship
- Job Identification
- Job Classification
- Job title and designation
- Job Specification
- Duties and Responsibilities
- Experience Needed
- Educational qualifications
- Statement of the needed knowledge, skills, and abilities required to perform the job
- Job Context (Relationship)

This will help make LLA's work environment competitive and productive and increase the significance of coming to work.

- f. **Civil Service Agency Performance Policy Manual-**consultant established from the CSA that the Civil Service Policy Manual designed in collaboration with the USAID Governance and Economic Management Support Project (USAID-GEMS) in March 2016

(<http://csa.gov.lr/doc/Performance%20Management%20System%20Manual.pdf>) is very compressive and centers on Liberia Public Sector Management System. The policy manual contains leading and best practice approaches and provides decisive policy objectives. Moreover, **Chapter 8 of the Civil Service Performance Management Policy Manual** indicates the effectiveness of the PMS being largely depended on the strength of the monitoring and evaluation mechanisms in place to ensure adherence and compliance to the policy requirements.

g. Output Affecting LLA Performance Management System Process manual-

A separate standard operating procedure (SOP) has been developed as guide to the entire performance management process. The guide includes templates, tools and frameworks and processes and procedures to complement Performance Management System in LLA. These tools include:

1. Performance Management System and Processes
2. LLA'S Strategic Management Framework
3. Annual Work Plan Template
4. Performance Objective setting Process Design
5. Key Performance Indicators Framework
6. Performance Planning Process Design
7. Performance Management Cycle
8. Liberia Land Authority Performance Management Form
9. Personal Development Plan Form
10. Personal Development Plan Business Process Design
11. Guide to LLA's Performance Management Form
12. Feedback Discussion Procedure
13. Step to Administer Discussion Planner
14. Monitoring and Evaluation Data Tracking Framework
15. Monitoring and Evaluation Process Design
16. Succession Planning Business Process

- h. Budget Support-** About 90% of budgetary allotments for the LLA in a Fiscal Year covers payroll and up to 10% dedicated for operational expenditures. The budgetary limitations affect programs design and implementations. LLA requires adequate support to allow it function properly in the various program areas of the institution.

9. The Concept of Public Sector Performance Management System

Public Sector performance management system is a managerial function essential to promote well-performing policy management and service delivery. Standard definitions of performance management include:

“Performance management is the systematic process by which the organization involves its employees, as individuals and members of a group, in improving organizational effectiveness in the accomplishment of organizational mission and goals”.

‘Performance’ refers to the ability of the government to acquire resources and put these to efficient (input-output relationship) and effective (output - outcome relationship) use to achieve the desired outcomes and impacts.

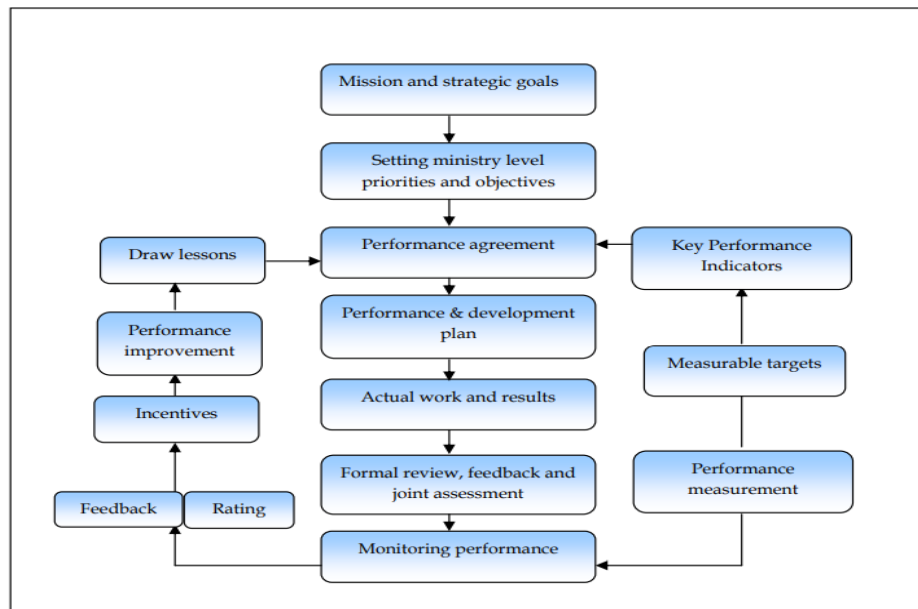
‘Performance measurement’ tracks processes (such as compliance to formal rules), results (such as use of inputs, outputs produced or policy goals achieved) or more complex ratios (such as efficiency, productivity, effectiveness or cost effectiveness)⁴. It also involves the design of balanced and well calibrated key performance indicators, supported by a good Management Information System.

‘Performance management’ is a broad system of defining and measuring performance, besides developing incentives for individuals and organizations. It touches the processes of planning, implementing, reviewing, evaluating and reporting to gauge the impact of policies and programmes. It promotes growth and learning, and recognizes that capacity building and improvement in individual performance leads to better achievement of organizational goals.

Figure 1: Performance Management System

The concept of Performance Management System according to the Second Administrative Reforms Commission of India is illustrated in figure above.

A strategic performance measurement framework, providing a comprehensive view of business



(Source: Adapted from Second Administrative Reforms Commission's Tenth Report, 2008)

performance and relating measurement to strategy, vision and mission – **invented by Robert Kaplan and David Norton Balanced Scorecard- (1992, 1996)**. The framework has four (4) Perspectives that include (1) Finance (2) Customer Service (3) Internal Processes (4) Learning and Growth.

10. Liberia Land Authority Performance Management System

Robert Kaplan and David Norton Balanced Scorecard is an extremely influential management tool that remains enduringly popular with organizations around the world. At its most basic level, the Balanced Scorecard helps organizations to clarify their strategy and communicate the business's top strategic priorities and objectives. Essentially a strategic framework, divided into four areas (called "perspectives") that are critical to business success.



The Financial perspective

For most for-profit organizations, money comes up tops but in the case of LLA, Land Services delivery should be of top priority. Essentially, any key objective that is related to the LLA's financial well-being, revenue and performance may be included in this perspective.

The Customer perspective

This perspective focuses on performance objectives that are related to customers and the market. In other words, customer service and satisfaction (increasing net promoter scores, or reducing call center waiting times, brand awareness, increasing interactions on social media)

The Internal Process perspective

Processes put in place to deliver customer and finance-related objectives, internal controls, operational goals and objectives – or, in other words LLA needs to have in place strategic objectives to drive performance. Examples of internal process objectives might include:

- Process improvements (e.g streamlining an internal approval process)
- Quality optimization (such as, reducing citizens' payment process for deed registration)
- Capacity utilization (using technology to boost efficiency)

The Learning and Growth perspective

Human capital – skills, talent and knowledge (for example, skills assessments, performance management scores, training effectiveness) and Organizational capital – culture, leadership, employee alignment, teamwork and knowledge management (for example, staff engagement, employee net promoter score, corporate culture audits)

The Frame is fortified by critical dimensions that also include result framework (Output, Input, Time, Focus, Quality, Cost and Output). Similarly, this framework is strategically measured by:

- Quantity of work objectives and activities
- Timeliness of work implementation
- Quality of work and expected results
- Efficiency Use of Resources
- Customer (External & Internal) Impact/Value Addition
- Employees –Reliance and readiness
- Department Attributions based on Strategic objective
- Productive Work Environment
- Alignment & Compliance with reporting requirement

Therefore, the HR Division should conduct training sessions to strengthen performance management in the LLA.

11. LLA's Readiness to Implementing Performance Management System

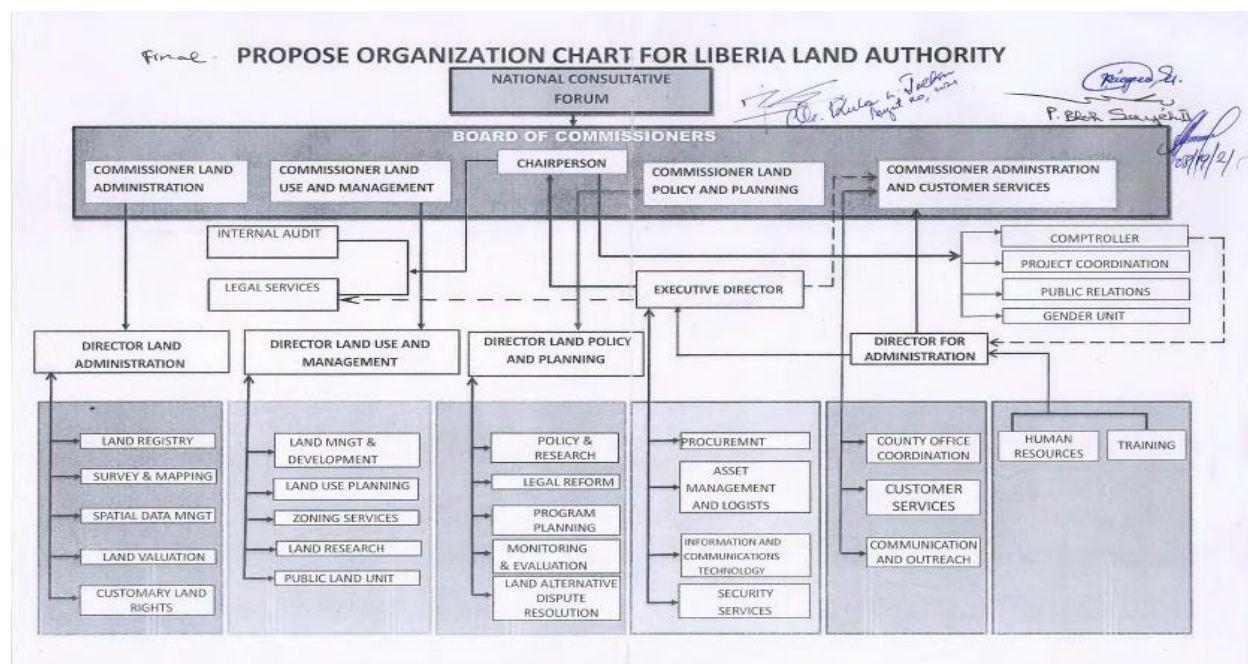
The Civil Service Agency of Liberia has indicated that the requirements for implementing Government wide performance management System include the availability of the following:

- a. Institutional Vision and Mission Statements
- b. Strategical Objectives
- c. Institutional Framework and Functions Design
- d. Annual Work Plan
- e. Job Descriptions and Job Analysis
- f. Performance Management System
- g. Capacity Building

Clearly, there are institutional limitations currently confronting the LLA with regard to Performance Management System implementation. However, the LLA's readiness to introduce a standard performance management system is very promising, as the offices of the Executive Director and the Human Resource Division are in sound readiness to drive the new LLA's Performance Management System.

12. LLA Organizational System Situation Analysis

Proposed Organization Structure of the LLA



13. Core Functions of the LLA

1. **Administration and Customer Services Department**-Provides general administrative, financial, human resource, procurement and logistical support services required for the operations of the Authority and the successful implementation of the activities of the three mandate/technical departments mentioned above for the achievement of their objectives and outputs, and also provides customer services to customers of the Authority and public awareness and outreach on the LLA and its activities.
 - a. **Divisions**-1) Human Resources & Training, 2) Finance and Accounting, 3) Procurement, Asset Management and Logistics, 4) Information and Communications Technology, 5) Security Services 6) County Office Coordination, 7) Customer Services, and 8) Communications and Outreach
2. **Land Administration Department**- Recording and disseminating information about the location, ownership, value, and use of land and associated resources, and determining rights and other attributes of such land.
 - b. **Divisions**-1) Land Registry, 2) Survey and Mapping, 3) Spatial Data Management, 4) Land Valuation, and 5) Customary Land Rights
3. **Land Policy and Planning Department**-reviewing and updating existing policy; developing new policies in coordination with relevant departments; facilitating

and managing legal reforms; ensuring gender mainstreaming in land related activities and programs; preparing action plans and budgets for consultations on and implementation of land policies; coordinating the development of LLA's strategic and annual work plans; supervision, monitoring and evaluation of programs, projects and activities which LLA is participating in and or partnering with NGOs, CSOs, etc.

c. Divisions-1) Policy and Research, 2) Legal Reform, 3) Program Planning, and 4) Monitoring and Evaluation

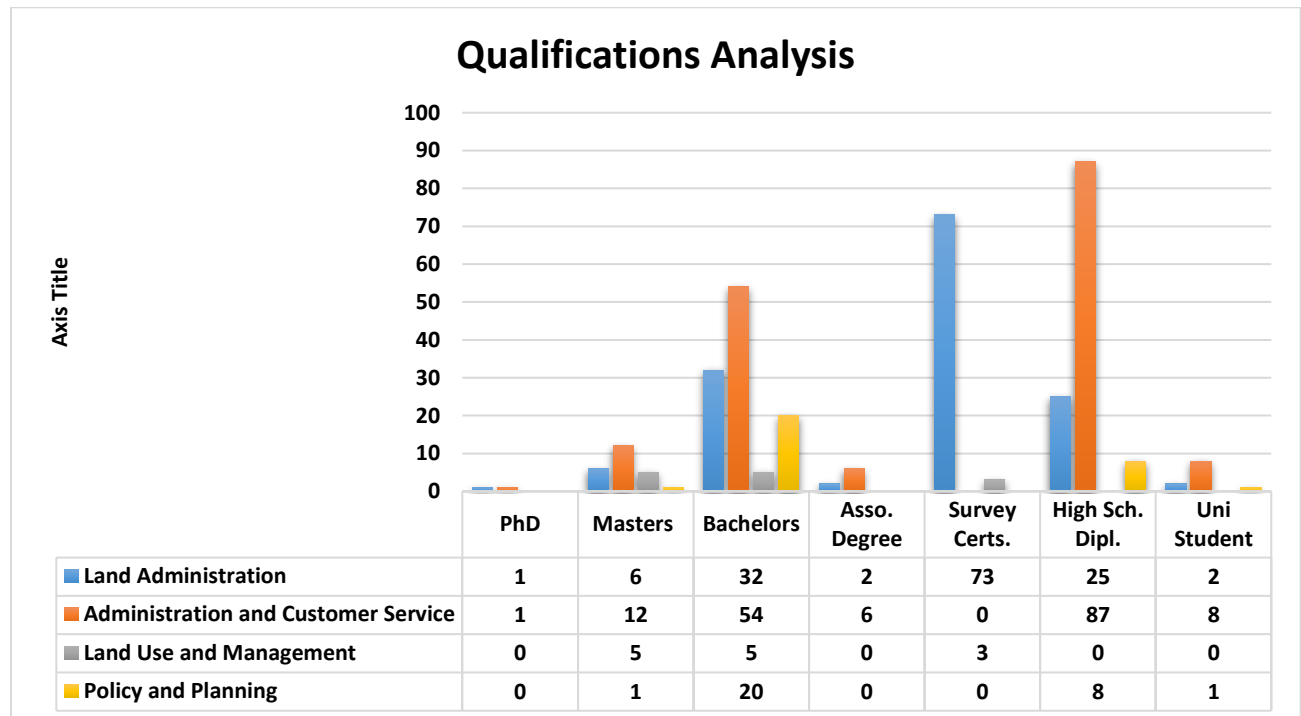
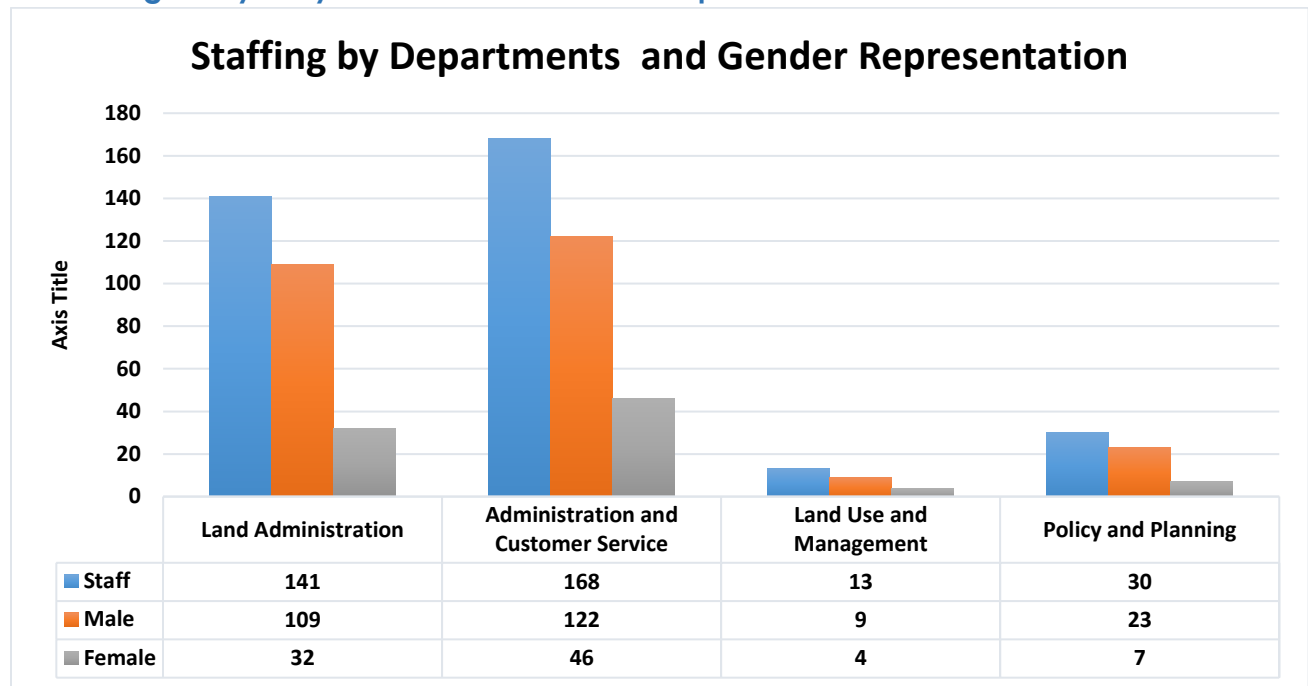
4. Land Use and Management Department-Land management and development, land use planning, land use research, public land inventory and vetting, and provision of zoning services

d. Divisions-Land Management and Development, 2) Land Use Planning, 3) Zoning, 4) Land Use Research, and 5) Public Land

The Commissioners are committed to sticking with policy responsibilities and according free hands to directors to supervise work activities based on reporting requirement as suggested in the structure. However, the proposed organogram of the Liberia Land Authority might require reviewing core functions of departments and delineating policy responsibilities from technical support activities that attract daily routine administrative and operational tasks. One of the critical principles underpinning organization system and functional development is avoiding duplication and redundancy. The former having the potential for crisis and the latter being characterized by the lack of productivity. This limitation that has been observed in the LLA might interfere with the effective implementation of a standard performance management system across departments. They also have the potential to impede LLA's ability to achieve its mandate and perform the core functions imposed by Section 8.1 of the Act. They may impose following consequences as well:

- (i) Disordered communication circulation within LLA
- (ii) Poor Strategic focus
- (iii) Low staff motivation and Commitment
- (iv) Inadequate Resources
- (v) Low Productivity of staff.
- (vi) Poor coordination of Activities
- (vii) Limited Governance framework
- (viii) Inconsistent organization processes and procedures
- (ix) Limited job specialization
- (x) Weak decision making process
- (xi) Unclear line of authority
- (xii) Limited management and control of organizational systems, processes and procedures

14. Staffing Analysis by Functions and Gender Representation



15. Human Resource Division

The Human Resource (HR) Division has seven (7) staff managing and driving HR functions in the LLA. Liberia Public Sector HR functions cover HR Management and general supervision of staff, providing professional support that include organization development, recruitment & selection, classification, employees' relations, performance management, succession planning, staff development, employee welfare, employee safety and risk management, payroll, compensation and benefits; and administering approved HR policies and performing a variety of complex administrative support tasks in the HR Unit such job specification, analysis, HR Audit, HR governance and compliance, organization development, and institutional profiling, maintain HR database and the overall institutional and administrative support.

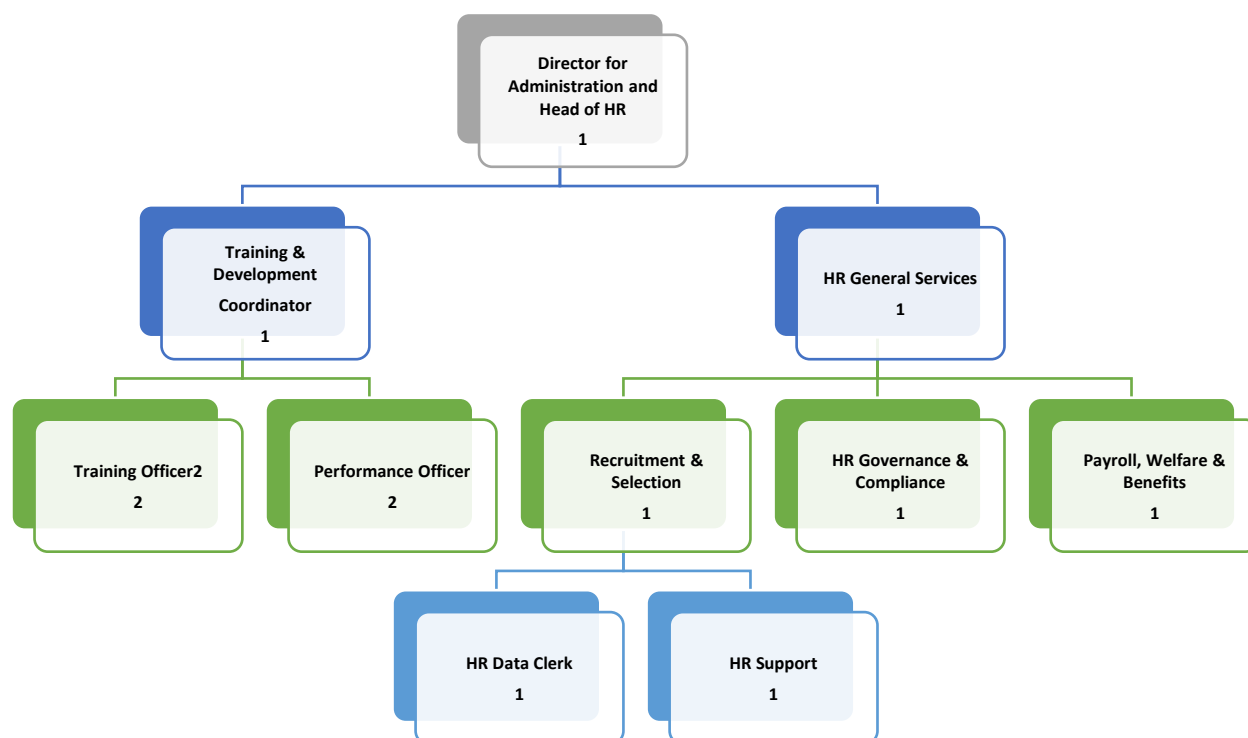
The Director for Administration with oversight for HR and Training; is literately involved with routine HR activities, technically providing mentoring and coaching to staff in the HR Division. Additionally, the staff are undertaking part time professional courses at the United Methodist University in order to strengthen HR team.

HR Division Structure

There are seven staff in the HR Division:

Director Administration	1	Head of HR functions
Assistant HR Director	1	HR Generalist
HR Welfare and Payroll	1	Compensation & Benefits
Training Coordinator	1	Management Capacity Development
Assistant Training Coordinator	2	Supporting Training
HR Attendance Officer	1	Records
Total	7	

16. Proposed Structure for the HR Division



The proposed structure of the HR Division strengthens the division with capacity to handle performance management and employees' learning and development programs that may address challenges and capacity deficits in the performance management process.

17. HR Training Session on Performance Management

The HR Division is the main custodian of the LLA-wide Performance Management System. Annually, it has to ensure that LLA's strategies for the organization and business activities are fitted into work and Performance capabilities. The HR Division will organize preparatory sessions to train and give insights into how the LLA-wide Performance Management System works.

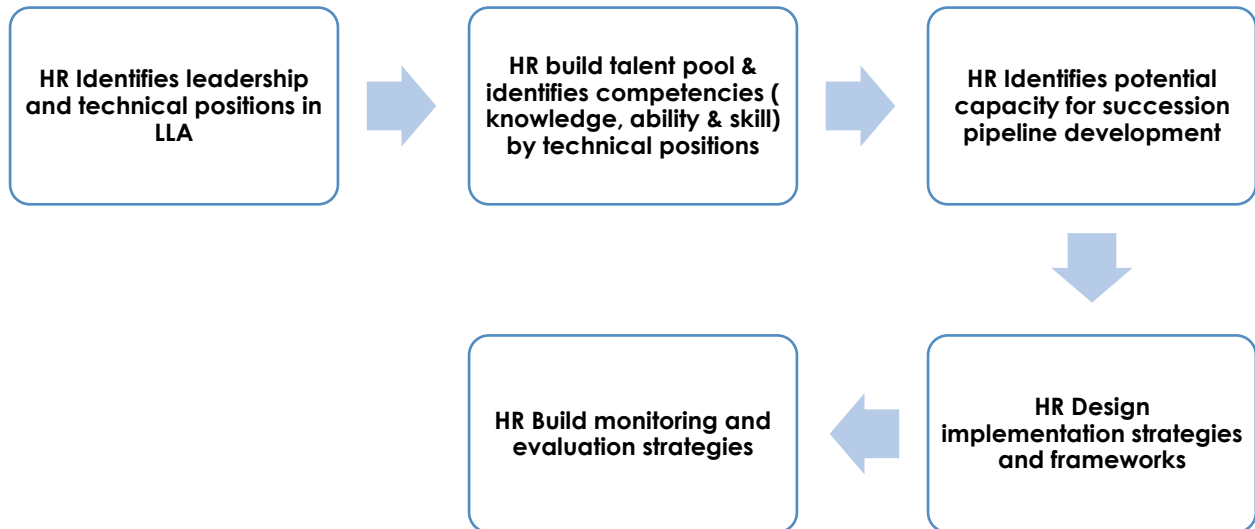
18. Succession Planning Program for LLA

The Liberia's public sector laws affecting 25 years of service or 65 years of age have constraint public interest in investing into programs such as succession planning that could possibly reduce human resource gaps or save state institutions from brain drain. Hence the need for having a pipeline of talent management programs in place as a measure to workforce and succession planning. The technical nature of the institution, the level of specialized knowledge required, and the size of the workforce in the LLA are critical to be sustained in trend and uninterrupted in service delivery.

The desire of the LLA to commit to succession and workforce planning present an opportunity for the Human Resource Division to proactively identify and plan for

staffing, training, technical knowledge management and competencies development of the current generation of workforce.

In view of the fact that there isn't a reference benchmark records of the LLA succession planning program, the need to propose a low cost and simple methodology to drive succession planning cannot be overemphasized. The methodology therefore includes the following:



19. List of Stakeholders Consultative Engagement

Meetings Held with Technical/ Senior Staff at LLA		
Land Administration		
No	Department Head/Senior Officials	Section
Land Policy and Planning Tuesday		
1	Director	Planning & Policy
2	Supervisor	M & E
3	Coordinator	Gender
4	Coordinator	Dispute
6	Asst. Director	Dispute
Land Use and Management		
1	Technical officer	LUM
2	Vetting Officer	LUM
3	Zoning officer	LUM
4	Director	LUM
Administration and Customer Services		
1	Director	Human Resource
2	Assistant Director	Human Resource
1	Assistant Director	Customer Service
2	Training Officer	Human Resource
3	Supervisor	Finance Section
4	Supervisor	Customer Service
5	Public relation officer	Chairman Office
6	Coordinator	Corporate Service
7	Supervisor	Communication & Outreach
8	Project Director	Administration
9	Technical Assistant	Administration
10	Chief of Office Staff	Chairman Office
11	Manager	Procurement
12	Assistant Director	Asset & Logistics
13	Supervisor	ICT
14	Coordinator	Administration
15	Supervisor	Maintenance
16	Supervisor	Security
17	Supervisor	Maintenance
18	Supervisor	Customer Service
Board of Commissioners		

1	Chairman	Administration
2	Vice Chair	Administration & Customer Services
3	Commissioner	Land Administration
4	Commissioner	Land Use & Management
5	Commissioner	Land policy & Planning
6	Executive Director	