



Public Service Reform and Rejuvenation Project (P122229)

AFRICA | Congo, Democratic Republic of | Governance Global Practice |
IBRD/IDA | Investment Project Financing | FY 2014 | Seq No: 8 | ARCHIVED on 06-Mar-2019 | ISR34038 |

Implementing Agencies: CMRAP Ministry of Public Services, PRRAP Project

Key Dates

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Bank Approval Date: 12-Dec-2013

Effectiveness Date: 26-May-2014

Planned Mid Term Review Date: 17-Jun-2019

Actual Mid-Term Review Date: --

Original Closing Date: 30-Apr-2019

Revised Closing Date: 31-Dec-2021

Project Development Objectives

Project Development Objective (from Project Appraisal Document)

The project development objective is to improve the human resource management capacity of selected ministries and rejuvenate their workforce.

Has the Project Development Objective been changed since Board Approval of the Project Objective?

Yes

Board Approved Revised Project Development Objective (If project is formally restructured)

The project development objective is to strengthen and rejuvenate the civil service in selected ministries at the central and provincial levels.

Components

Name

Component 1: Supporting Public Service Reform in Selected Ministries and Agencies:(Cost \$56.50 M)

Component 2: Supporting the Retirement Process:(Cost \$31.70 M)

Component 3:

Building Capacity through an Infrastructure of Training Centers:(Cost \$10.90 M)

Component 4:

Supporting Public Service Reform at the Provincial Level:(Cost \$7.90 M)

Component 5:

Project Management and Core Support to Government Agencies in Charge of Steering the Reform:(Cost \$8.00 M)

Overall Ratings

Name	Previous Rating	Current Rating
Progress towards achievement of PDO	● Moderately Unsatisfactory	● Moderately Unsatisfactory
Overall Implementation Progress (IP)	● Moderately Unsatisfactory	● Moderately Unsatisfactory
Overall Risk Rating	● Substantial	● Substantial



Implementation Status and Key Decisions

Following serious issues affecting the 2 main programs (i.e. Young professionals (YPs), and Retirement Programs), an Action Plan was agreed upon with the government, in June 2018, to put the project back on track. Based on sustained implementation of the Action Plan during the second half of 2018, the project implementation improved significantly on the four main issues that emerged:

1. **The YPs Program is fully back on track:** All wages and benefits arrears due to the first group of YPs (512) have been cleared and most importantly YPs are now regularly paid out. The training of the second and new group of 1000 YPs recruited since February 2018, following a competitive process, is under preparation. The government entities are closely working together to prepare the new YPs training program which is now slated to begin on March 15, 2019. This program represents a significant logistical undertaking, but the government entities have so far taken the necessary steps, with Bank support, to meet the challenge of organizing the training of the 1000 YPs in 18 private and public centers throughout all the 26 provinces
2. **The Retirement Program issues are being remedied and the program is expected to resume soon:** The government is completing preparation steps for the effective retirement of the second wave of 377 eligible retirees identified in 2017 in the 5 pilot ministries. The PIU and the Ministry of Civil service are planning to start meeting with Civil Service Unions in the coming weeks to discuss the revised conditions and modalities of the retirement program before proceeding to the next and final step (i.e. effective payment of separation packages to eligible retirees). This final step will be completed only after the new government is in place.
3. **The Grievance Redress Mechanism** for the retirement program is now established through a Decree #250 signed by the Ministry of Civil Service on December 13, 2018, following years of protracted discussions. PIU is taking the necessary steps to make it fully operational;
4. **The Project Management has significantly improved:** Leadership and technical problems that affected the project implementation are gradually overcome owing to changes introduced in project management during 2018 second semester. Technical issues plaguing the YPs and Retirees Programs were timely addressed, and all the fiduciary issues identified in the June 2018 FM supervision mission report are progressively being tackled by the PIU. Moreover, the government continued to repay the ineligible expenditures as agreed upon, except for the last installment scheduled in December 2018 but delayed in the 2019 first quarter given the general elections.

Overall, the project activities are resuming, and they are expected to pick up quickly when the new government is in place.

Risks

Systematic Operations Risk-rating Tool

Risk Category	Rating at Approval	Previous Rating	Current Rating
Political and Governance	--	● High	● High
Macroeconomic	--	● Substantial	● Substantial
Sector Strategies and Policies	--	● Substantial	● Substantial
Technical Design of Project or Program	--	● Substantial	● Substantial
Institutional Capacity for Implementation and Sustainability	--	● Substantial	● Substantial
Fiduciary	--	● High	● High
Environment and Social	--	● Low	● Low
Stakeholders	--	● Substantial	● Substantial
Other	--	--	--
Overall	--	● Substantial	● Substantial

Results

PDO Indicators by Objectives / Outcomes



Strengthen and rejuvenate the civil service in selected ministries at central and decentralized level				
►Percentage of staff who state that they have used the training that they received on the job (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	--	0.00	75.00
Date	31-Dec-2013	--	31-Dec-2018	31-Dec-2021
Comments:	The indicator was not available at end of December 2018 because SENAREC (focal point) has not collected the data. Moving forward, it is planned to instruct SENAREC to first implement the mid-term training program and then systematically collect the data to inform this indicator.			
►Civil servants eligible for retirement in the targeted ministries have received their retirement benefits/packages and retired from active service (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	42.00	42.00	90.00
Date	31-Dec-2013	27-Jul-2018	31-Dec-2018	31-Dec-2021
Comments:	No change to this indicator during 2018 since the retirement program grinded to the halt since end of 2017. At end of December 2017, a total of 2191 civil servants were identified as eligible for retirement in the 5 pilot ministries (891 in provinces, 377 in Regies, and 923 at central level). 917 have received their separation package and left the government services.			
►Young professionals employed in the public administration, after completing their training program (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	--	52.40	70.00
Date	31-Dec-2013	--	31-Dec-2018	31-Dec-2021
Comments:	Data indicates the percentage of YPs hired before end of 2017. No progress was registered since end of 2017 because the program was suspended due to persistent salary and benefits payments issues with the hired YPs.			
◄of which at least 25 percent are women (Percentage, Custom Breakdown)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	--	20.60	25.00
Date	31-Dec-2013	--	31-Dec-2018	31-Dec-2021

Intermediate Results Indicators by Components

Component 1: Supporting Public Service Reform in Selected Ministries and Agencies

►Civil servants in targeted entities recruited per the new organizational norms and procedures (Percentage, Custom)



	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	--	30.00	70.00
Date	31-Dec-2013	--	31-Dec-2018	31-Dec-2021
Comments:	Measuring this indicator has proved problematic since it aims to evidence that revisions to pilot ministries functional framework are actually undertaken. This indicator will be reformulated as part of the Mid-Term Review.			
▲At central Government level (Percentage, Custom Breakdown)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	--	60.00	90.00
Date	31-Dec-2013	--	31-Dec-2018	31-Dec-2021
▲At provincial Government level in pilot provinces (Percentage, Custom Breakdown)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	--	0.00	50.00
Date	31-Dec-2013	--	31-Dec-2018	31-Dec-2021
▶Cases of irregular civil servants in targeted ministries is resolved (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	63.00	63.00	50.00
Date	31-Dec-2013	27-Jun-2018	31-Dec-2018	31-Dec-2021
Comments:	This indicator definition is also complicated and its computation very difficult. First, it is not very clear for the government counterparts what is an "Irregular Civil Servant" since there are various situation: (i) Nouvelles Unites are staff who are working and are on the Payroll for years, sometime 30 years, without ever having a formal hiring decision; (ii) Staff who have formal hiring decision but who are not in the Payroll because they lack Matricule; and (iii) People who have "Matricules" but not formally hired. This confusion comes from the fact that the Ministry of Civil Service is the one delivering formal hiring decisions; the Ministry of Finance the "Matricule"and, the line Ministries, the ones recruiting "Nouvelles Unités". Also, the denominator is not clear. The indicator will be reformulated as part of the MTR.			
▶Young Professionals are trained for both the central and provincial levels as part of a YP program (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	435.00	435.00	1,400.00
Date	31-Dec-2013	27-Jun-2018	31-Dec-2018	31-Dec-2021
▲Of which at least 25% are women (Percentage, Custom Supplement)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	21.83	21.83	25.00



►Mid-career civil servants between 35 and 55 years of age are trained as part of a mid-career program (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	--	0.00	450.00
Date	31-Dec-2013	--	31-Dec-2018	31-Dec-2021
▲Of which at least 25% are women (Number, Custom Breakdown)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	--	0.00	112.00
Date	31-Dec-2013	--	31-Dec-2018	31-Dec-2021

Component 2: Supporting the Retirement Process				
►Grievances/Disputes on retirement benefits solved during the retirement process (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	100.00	60.00
Date	31-Dec-2013	27-Jun-2018	31-Dec-2018	31-Dec-2021
Comments:	A formal GRM was established in December 2018 and will start functioning in 2019. So far, the grievances on retirement are compiled and managed by a consultant hired by the government. The consultant received and processed 29 complaints that were subsequently submitted to the Minister for final decision.			
►Regular Government employees identified and validated through the biometric identification process (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	37.00	37.00	90.00
Date	31-Dec-2013	27-Sep-2017	31-Dec-2018	31-Dec-2021
Comments:	This indicator is also complex and needs more clarification. As it stands, it means that the government would do a census of all civil servants and build a database with biometric information for 90% of its workforce. This is a huge undertaking which would require a lot more funding than available with the project. The indicator will be reformulated as part of the Mid Term Review.			

Component 3: Building Capacity through an Infrastructure of Training Centers				
►New training centers with work plans established and operational (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	--	0.00	2.00
Date	31-Dec-2013	--	31-Dec-2018	31-Dec-2021
Comments:	The two new centers locations have been identified (Equateur and Kwilu). Rehabilitation work is expected to start in 2019.			



▶Rapid Results Initiatives achieving at least 90 percent of the goals set in the performance contract (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	--	55.00	70.00
Date	31-Dec-2013	--	31-Dec-2018	31-Dec-2021
Comments:	This indicator is difficult to track and measure. It will be reformulated as part of the mid-term review.			

Component 4: Supporting Public Service Reform at the Provincial Level				
▶Pilot provinces with core administrative functions (Finance, Budget, Civil Service, and Planning) established and operational (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	--	0.00	5.00
Date	31-Dec-2013	--	31-Dec-2018	31-Dec-2021
Comments:	The 5 provinces (Equateur, Lualaba, Kasai Central, Kwilu et Sud-Kivu) to be supported by the project have been identified and some work has started. However, the project did not put focus on this area in 2018 since it was decided to prioritize the issues in the YP and Retirement Programs.			
▶Provincial level Data-dashboards are operational with Citizen Feedback embedded (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	--	0.00	3.00
Date	31-Dec-2013	--	31-Dec-2018	31-Dec-2021
Comments:	See comments above.			

Overall Comments

The PIU developed a revised M&E Plan to adjust to the Additional Financing Results Matrix Framework. Still, the document is incomplete since there are some indicators that are not yet fully defined and monitored.

Data on Financial Performance

Disbursements (by loan)

Project	Loan/Credit/TF	Status	Currency	Original	Revised	Cancelled	Disbursed	Undisbursed	% Disbursed
P122229	IDA-D1850	Effective	USD	45.00	45.00	0.00	5.60	41.01	12%

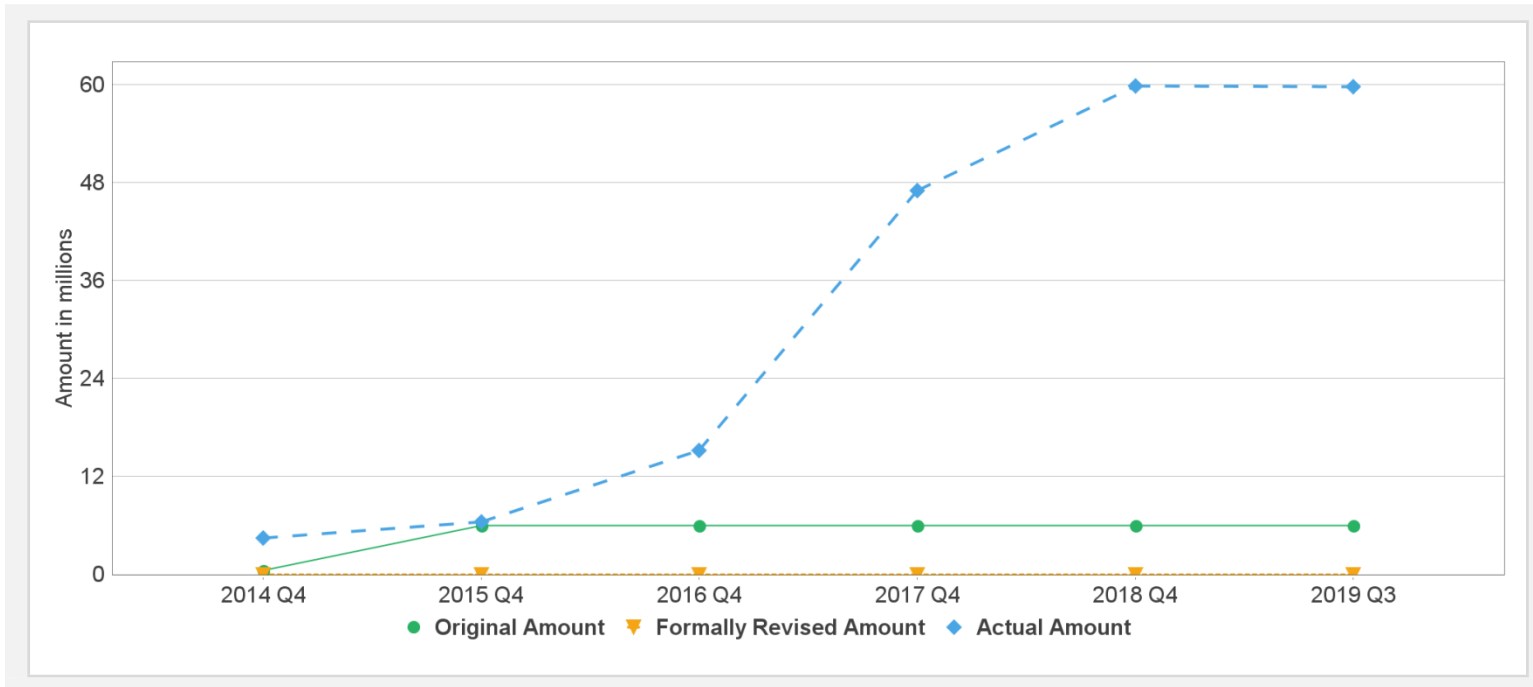


P122229	IDA-H8970	Effective	USD	77.00	77.00	0.00	54.15	15.90	<div style="width: 77%; height: 15px; background-color: #4CAF50;"></div>	77%
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Key Dates (by loan)

Project	Loan/Credit/TF	Status	Approval Date	Signing Date	Effectiveness Date	Orig. Closing Date	Rev. Closing Date
P122229	IDA-D1850	Effective	16-May-2017	13-Jun-2017	25-Aug-2017	31-Dec-2021	31-Dec-2021
P122229	IDA-H8970	Effective	12-Dec-2013	01-Feb-2014	26-May-2014	30-Apr-2019	31-Dec-2021

Cumulative Disbursements



Restructuring History

There has been no restructuring to date.

Related Project(s)

P160612-Public Sector Reform and Rejuvenation Project - AF