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ACRONYMS AND ABBREVIATIONS

ACCA	Association of Chartered Certified Accountants
AfDB	African Development Bank
CNO	Chief Nursing Officer
DFID	Department for International Development
DOS	Department of State
DOSE	Department of State for Education
DOSFEA	Department of State for Finance and Economic Affairs
DOSHSW	Department of State for Health and Social Welfare
GGC	Gambia Groundnut Corporation
GPA	Gambia Ports Authority
GPPA	Gambia Public Procurement Authority
GRA	Gambia Revenue Authority
GTTI	Gambia Technical Training Institute
HRH	Human Resource for Health
HRIS	Human Resource Information System
HRM	Human Resource Management
HRM/D	Human Resource Management and Development
IFAD	International Fund for Agricultural Development
IFMIS	Integrated Financial Management Information System
MDI	Management Development Institute
MTEF	Medium Term Expenditure Framework
NADA	National Agricultural Development Agency
NAO	National Audit Office
NGO	Non-Governmental Organization
NAWEC	National Water and Electricity Company
NPC	National Planning Commission
PMO	Personnel Management Office
PPHO	Principal Public Health Officer
PRSP	Poverty Reduction Strategy Paper
PS	Permanent Secretary
PSC	Public Service Commission
PTR	Pupil Teacher Ratio
RVTH	Royal Victoria Teaching Hospital
SG	Secretary General
SSA	Sub-Saharan Africa
WBI	World Bank Institute

Vice President:	Obiageli Katryn Ezekwesili
Country Director:	Habib Fetini
Sector Manager:	Antonella Bassani
Task Team Leader:	Hoon S. Soh

African Development Bank

Vice President:	Aloysius Ordu
Regional Director:	Franck Perrault
Lead Economist:	Issa Koussoube
Task Team Leader:	Jamal Zayid

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Executive Summary

1.   There is a general consensus that The Gambia's civil service has a number of key capacity weaknesses. In response, the President announced at the swearing-in of the new Public Service Commission that he wanted to "reintroduce civil service reform" and "create a civil service based on merit" that would be "leaner and better remunerated." As the first steps towards realizing this vision, the Government plans on preparing a comprehensive civil service reform strategy. It formed a Technical Committee and requested donor assistance.

2.   In response, the World Bank, African Development Bank (AfDB) and the Department for International Development (DFID) formed a team with the member of the Technical Committee in order to analyze key public sector capacity constraints. The exercise involved collecting and analyzing relevant data and conducting staff surveys and stakeholder consultations. This report summarizes the results of the analysis and also proposes the key next steps and policy options to consider for the detailed reform strategy to be developed by the Government.

Public Sector Capacity

3.   Good governance is a key determinant of the capacity of the public sector to deliver goods and services. According to the World Bank Institute's governance indicators, the country ranks poorly on government effectiveness, voice and accountability and control of corruption. This is consistent with the results of AfDB's 2007 Country Governance Profile of The Gambia. The findings highlight the need to strengthen the capacity and independence of the legislature and the judiciary, enhance the transparency and access to information on public services, and strengthen anti-corruption measures.

4.   A more detailed assessment of government effectiveness identified some of the major public sector constraints: (i) difficulties in recruiting and retaining qualified staffs; (ii) weak capacity for policy-making and strategic planning, including for human resource management; and (iii) little management for performance. In particular, policy-making and the budget preparation process could be further improved if the Cabinet was involved earlier in budget formulation, and the policy units of the Cabinet, the Office of the President and the line Departments were strengthened.

5.   A key question is whether the size and the composition of the civil service are reasonably supportive of the government's capacity to delivery public services. Civil service reforms are sometimes triggered by a government that has grown unmanageably but the size of the civil service in The Gambia appears to be relatively reasonable. The central Government consists of 12,192 civil servants, 7,131 in the uniformed services (Defense and Interior) and 4,082 in subvented agencies, a total that represents approximately one and a half percent of the population. The wage bill compares favorably with similar countries. A greater concern is the steady decline of the wage

bill's share of expenditures from 2001 to 2005 and its repercussions on performance incentives.

6.   Staff composition rather than size appears to be the more critical issue. With respect to the distribution across major functional areas, key observations are that the uniformed services are relatively large at 31 percent of total Government staffs, although this is not entirely unique among similar countries, and economic services employ only 6 percent, which is a relatively small percentage. These observations are preliminary and a more in-depth review would be a useful component of the civil service reform strategy.

Changing Staff Composition by Grades

Job structure	2003		2007		Percent.
	No.	%	No.	%	Change
Managerial (grades 11-12)	158	2	136	1	-14
Senior professional (grades 9-10)	790	8	479	4	-39
Junior professional (grades 7-8)	2,601	25	2,468	22	-5
Technical & paraprofessional (grades 4-6)	3,654	35	3,665	33	0
Semi-skilled & unskilled (grades 1-3)	3,286	31	4,302	39	+31
Total	10,531	100	11,050	100	+5

Sources: Payroll, July 2007; Attrition Study, 2005

7.   In the opinion of the team, staff composition across grades is the most critical issue in the Government of The Gambia. Specifically, there has been a serious deterioration of professional and managerial capacity in the Government as a result of the loss of approximately 40 percent of its grades nine and ten staffs between 2003 and 2007 (see table above). This is reflected in a vacancy rate of 38 percent in these grades, despite the fact that less qualified staffs have been prematurely promoted to senior positions due to the dearth of candidates. By contrast, actual staff numbers substantially exceed establishments for the lower grades, most of it due to "unqualified" teachers which are provide fixed term contracts.

Pay and Benefits

8.   One significant reason professional staffs are leaving government service is because they are poorly paid. Civil service salaries are low compared with other low income countries; the average civil service salary is three time per capita income in The Gambia compared to five times for the Sub-Saharan average. The lowest grades can barely afford a bag of rice with their monthly salaries. Professional civil servants can increase earnings ten to twenty times by leaving the Government. Salaries are highly compressed, indicated by the salary compression ratio of 7.4. This ratio increases to 20 when allowances are added but this is because grades 1 and 12 have unusually low and high average compensation, respectively. When compared to grade 2, the average compensation ratios range mostly between 1 and 3, which are extremely low. Such ratios indicate that there are limited compensation differentials for skilled professionals, which contributes to their high attrition rate.

9.   Recognizing this problem, the Technical Committee proposed salary increases ranging from approximately 83 percent at the bottom to 68 percent at the top grades. This would significantly improve incentives. Also, it would be fiscally affordable as the wage bill will only rise to 5.8 percent of GDP, which remains relatively low by low income country standards. However, the proposed increases would further compress salaries and would not target the precipitous loss of professional and managerial staffs which is considered the most critical problem in the civil service.

10.   Therefore, the team developed a second proposal which provides even greater increases of salaries of professional staffs. The second proposal maintains the proposed increases for grades 1 through 6 in the first proposal but provides further increases for grades 7 and higher, thus bringing them up to the lower salary levels of public enterprises. The second proposal would result in the wage bill rising to 6.1 percent of GDP, which is still relatively reasonable compared to similar countries. It should be noted that these two proposals are meant to be illustrative, and that the Government would want to test a number of other options before deciding on which proposal best addresses incentives and living wage issues while ensuring fiscal sustainability. The planned increases should be outlined in a medium term pay reform strategy.

11.   Allowances should be viewed together with salaries when developing the medium term pay reform strategy. In fact, pay reforms often includes the folding of allowances into the basic salary. This would enhance transparency and reduce discretionary and ad hoc determination of compensation. Basic allowances are significant, accounting for on average 38 percent of total personal emoluments and they exceed salaries for grades 11 and 12. Most pay reform programs eliminate the more obscure allowances and fold job related allowances into basic salaries. However, relocation and hardship allowances should be retained given their facilitation of rural deployment. They can perhaps even be enhanced if they are not sufficient to encourage staffs to move to rural areas.

12.   The Government has indicated that pay increases are likely to be combined with a reform of the civil service pension system, including the possibility of moving from a non-contributory to a contributory scheme. Currently, pension benefits are too low and unpredictable and create weak incentives and inequities among different cohorts. A combination of reforms would address these shortcomings and still be fiscally sustainable. They include introducing contributions and automatic price indexation, increasing current benefits up to the official poverty line, revising the commutation factors, early retirement benefit reductions, reference wage calculations and the retirement age. A separate report outlines in more detail the analysis of the Government pension system.

Human Resource Management

13.   The analysis of human resource management was informed by a survey of civil servants on employee satisfaction, human resource management practices and corruption. Survey results indicated that any reform of human resource management would have to be accompanied by improvements of the compensation package. They also indicated that managers tend not to delegate decision-making powers to subordinates nor give them

regular feedbacks on their performance, and political and family connection still influence appointment decisions. Many survey respondents acknowledged that corruption is a serious problem in the Government.

14.   Without improved human resource management, simply increasing salaries will not necessarily result in improved performance. The team has identified several deficiencies. The institutional and legal framework, consisting of the Public Service Act (1991), the Public Service Commission Regulations (1990) and the General Orders (1994), is outdated and urgently needs to be reviewed. The Act should set out the main principles governing civil service employment and specific policy statements on key areas of human resource management. However, with the exception of discipline, HR policies and principles are generally lacking in the Act and, where they exist, they have been incorporated within the PSC regulations.

15.   The main agencies, the Personnel Management Office (PMO) and the Public Service Commission (PSC), currently focus disproportionately on operational activities. The PMO should perform more strategic and regulatory roles, focusing on human resource management policies and strategies, and they should gradually hand over operational responsibilities to the line Departments. The PSC currently focuses on conducting interviews for appointments and approving recommendations for promotions. However, Commissions elsewhere simply oversee and monitor such activities. The PSC appears to be already moving towards this direction, as evidenced by the recent delegation to Education and Health of the hiring of recent graduates.

16.   Human resource planning is mostly short term and incremental. Establishments have not been systematically reviewed yet all establishments are fully funded in the budget. Therefore, there is little budgetary pressure for efficient human resource planning. New positions not necessarily rigorously justified and offset by reduction in funded post elsewhere, as required by the regulations.

17.   The schemes are service and the job structures should be thoroughly overhauled. Schemes of service broadly describe duties and qualifications but they lack specificity. Job descriptions do not really exist in the country. Currently, the schemes of service base promotions mostly on minimum qualifying periods of service in each grade, rarely mentioning performance requirements. As a result, they are poor tools for selection and promotion based on merit. Promotions are still based largely on seniority and senior positions are filled through political appointments.

18.   The current performance appraisal system is not being used. It would need to be revised and reintroduced if the President's policy of a merit-based civil service is to be implemented. The government appraisal system was developed in the 1980s but its implementation was not sustained. The shortcomings of the schemes of service and job description could have played a role in the system not being used. According to Government staffs, an important cause is the local culture which inhibits open criticism of others (Maslaha); however, the private sector and the public enterprises seem to be able to operate more effective appraisal systems. Patronage, political and personal connections could also play a critical role in constraining objective critique.

19.   Human resource information systems are weak and unreliable, and comprehensive and timely data are generally unavailable. Although the Integrated Financial Management Information System (IFMIS) offers an opportunity for improvement, the underlying flow of information would still have to be improved in order for the system to capture all relevant data. Establishment control is also weak, as indicated by the significant excess of staffs in-post for both the fixed and first grades.

20.   On paper there is an elaborate system of procedures for discipline and dismissal cases but it is not strictly applied. The official Code of Conduct governs disciplinary breaches and the PSC is sole disciplinary authority. For dismissal cases, disciplinary investigation must be carried out. If the investigation substantiates charges, then the PSC must appoint a committee for final recommendations. However, in practice disciplinary procedures and due process are not necessarily followed, particularly for top managers, and often cases are not appealed to the PSC. This is a critical issue because there has been a rapid turnover of top managers which has resulted in difficulties in maintaining policy sustainability and institutional knowledge. The resulting lack of job security could be a significant factor in the loss of upper managerial and professional staffs.

21.   The lack of practical, job-related, in-country training is one of the main causes of civil service capacity constraints. Ninety percent of the Government's training budget is spent on training a few staffs overseas, who often do not stay long in the Government.

Education and Health

22.   Many of the general factors that contribute to poor personnel management also apply to the Departments of State of Education and Health. Issues more specific to the social sectors include: (i) fragmented human resource management which undermines strategic and coordinated approaches; (ii) ambitious staff expansion plans which strain human resource planning, particularly in the absence of reliable HR data; (iii) the challenge of coordinating the management of the large share of staffs in subvented agencies; (iv) the absence of human resource staffs from PMO in either sectors; (v) imbalances in the distribution of staffs between rural and urban areas and primary and higher levels; and (vi) limited career advance opportunities that exacerbate staff attrition.

23.   However, the two sectors have taken some initiatives that have started to address some of the shortcomings. Recently Education was delegated the responsibility for an open and competitive promotion and recruitment drive. If successful, this initiative could be used as a model for other Departments. Also, the sectors have indicated that increased hardship allowances have contributed towards more successful rural deployments.

Next Steps

24.   Based on the main findings of this report, the Government has prepared a civil service reform and capacity building strategy, based on widespread stakeholder consultations. In implementing this strategy, a multistakeholder team should be formed with key representatives from the Department of State for Finance and Economic Affairs (DOSFEA) and the PMO, and also the key service delivery Departments. Its role should

evolve over time from planning the reforms to coordinating their implementation. Ideally, donors would fund technical assistance to augment the capacity of the team, and they would work with the Government to prepare a program of long term support for the implementation of the strategy through a coordinated sector-wide approach.

Box 1: Summary of Proposed Civil Service Reform Measures

Short Term (within one year)

- Develop medium term civil service and pension reform strategies
- As part of the civil service reform strategy, develop a pay reform strategy which specifically targets professional and managerial staffs in the higher grades
- Develop more transparent and fair recruitment, promotion and dismissal processes
- Strengthen payroll and establishment controls
- Develop a civil service training policy and reallocate Government training funds from overseas to local training
- Improve manual processes for capturing information on HR transactions

Medium Term (two to five years)

- Continue implementing civil service and pension reform strategies
- Conduct functional reviews to determine ministerial organizational objectives (building on existing sector strategies)
- Develop and pilot performance appraisal tools in select Departments
- Overhaul job descriptions and schemes of service
- Reorient PMO and PSC to more strategic and regulatory roles and gradually decentralize operational aspects of hiring and promotion to line Departments
- Build local training capacity and allocate more resources to on-the-job and locally based training
- Strengthen policy-making capacity in the Offices of the President and the Secretary General
- Apply a more strategic, long term and coordinated approach to human resources planning and management
- Fully integrate the HR personnel system and the payroll system within IFMIS
- Apply a more strategic and coordinated approach to human resources management in Education and Health

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25.   The purpose of this report was to provide an analytical basis for the civil service reform strategy. It was not meant to be overly prescriptive regarding the content of the strategy. However, chapter five outlines reform measures which address some of the major findings of the report. These measures are options that can be considered for the civil service reform strategy. The box above summarizes these reform measures.

26.   Given that the data underlying the report was collected in 2007, clearly the quantitative analysis would need to be updated and in fact the updating should be carried out on a regular basis in order to ascertain progress in strengthening the performance of the civil service. In particular, it appears that the civil service has expanded significantly

since 2007, which would have reduced the fiscal space thought to have been available for improving civil service remuneration. Although it is mostly likely that many of the key recommendations remain critical, ideally they should be revisited based on an updated quantitative analysis. Given a somewhat unexpected expansion of the civil service, strengthening capacity for centralized manpower planning and monitoring could be an area that deserves to be further highlighted.

I.   CIVIL SERVICE CAPACITY

INTRODUCTION

1.   There is a general consensus that The Gambia's civil service has a number of key capacity weaknesses. Pay is too low to hire, motivate and retain key technical and professional staffs. Staffs are not managed to achieve results, neither rewarded for good performance nor sanctioned for poor performance or breaking the rules. Frequent removals and transfers of Government officials have undermined job security and institutional knowledge. Many staff are either unqualified for their duties or have not been given relevant or practical training. Acknowledging these shortcomings, the President announced at the swearing-in of the new Public Service Commission that he wanted to "reintroduce civil service reform" and "create a civil service based on merit" that would be "leaner and better remunerated." This would require a comprehensive civil service reform strategy.

2.   As the first steps towards preparing a civil service reform strategy, the Government formed a Technical Committee and requested donor assistance. In response, the World Bank, African Development Bank and the Department for International Development (DFID) conducted a series of missions to assist the Technical Committee in analyzing public sector capacity constraints. The exercise involved collecting and analyzing relevant data and conducting stakeholder consultations. It included two separate surveys, one on job satisfaction and human resources practices within the civil service and another on salaries outside the public sector for comparative purposes.

3.   **Objective.** The main objective of this report is to outline the results of the analysis of civil service capacity constraints. Based on the analysis, the report presents options to consider for the proposed civil service reform program which the Government plans on preparing. The Personnel Management Office (PMO) drafted a reform strategy in August 2007, the "Public Sector Reform Sector Strategy Paper 2007-2011," which can be further developed by incorporating the findings of our report. The expected goal of this strategy is to build the capacity of the civil service to formulate policies and allocate resources to implement those policies so as to ensure effective delivery of public services.

4.   It should be emphasized that "capacity" is not narrowly defined as individual skills and training. Capacity is broadly defined as the way the civil service is organized, the systems and processes by which it does its business, the incentives that motivate staffs, and the skills of the staffs to carry out their responsibilities. There is much evidence that simply increasing staff training does not improve the efficiency and effectiveness of the civil service. Putting well trained staffs back into their old jobs, at their old salaries, in departments that operate in the same manner as before, with little regard for results or service, will not result in the changes in behavior and performance needed to improve the quality and implementation of the Government's policies. This

report promotes the views that it is necessary to improve incentives and the way the civil service does its business, at the same time as staffs are trained to enhance their individual skills.

5.   Earlier attempts at reforming the civil service in The Gambia were not sustainable because the incentive and institutional constraints were not effectively addressed. To quote from the "Public Service Reform Sector Strategy Paper,"

> *Upon independence in the 1960's, The Gambia had a compact Civil Service with a reasonable level of capacity, although thinly staffed. Its basic competence was broadly maintained until at least the mid-1970's, but thereafter the trajectory was broadly downward due to over-expansion, patronage hirings, corruption, informality and an exodus of professional and technical skills. The politicization of the Public Service rather than rational bureaucracy created problems vastly affecting Government functions.*

6.   This report is organized as follows: (i) chapter one identifies the overall capacity constraints in the civil service; (ii) chapter two analyzes civil service pay and benefits; (iii) chapter three assesses human resource management; (iv) chapter four focuses on the education and health sectors; and (v) chapter five summarizes the major findings and proposes reform options and the next steps.

HISTORICAL AND POLITICAL ECONOMIC PERSPECTIVES

7.   Even if there is a clear need, can we be reasonably confident that civil service reforms will not only be successfully implemented but sustained? This is not the first time that the Government, with donor support, has set out to reform the public service. Many of the reforms that will be discussed in this report have been attempted in the past but very few have been sustained. Unfortunately, civil service reform in The Gambia has a long history with good intentions but little sustained results.

8.   Upon independence in the 1960s, The Gambia had a compact civil service with a reasonable level of capacity, albeit perhaps thinly staffed. Its basic competence was broadly maintained until at least the mid-1970s, but thereafter the trajectory has been broadly downward due to over-expansion, patronage hirings, corruption, informality and an exodus of professional and technical skills. In the 1980s, the authorities focused on reducing and controlling the size of the civil service wage bill, supported by structural adjustment programs funded by the World Bank and the Fund. Although some success was achieved initially, the size of the civil service gradually increased back to its pre-retrenchment levels and the wage bill was further curtailed mainly through deterioration in real wages. This hampered the Government's ability to attract and retain qualified personnel.

9.   During the 1980s and early 1990s, there were also various initiatives to improve centralized management of human resources and career development. The PMO was established and subsequently granted autonomy under the revised 1991 Public Service

Act. The payroll was computerized. The pay and grading system was revised, including the reduction of the salary grades from 21 to 12. A staff inspection program and a performance based staff appraisal system were developed in an effort to link compensation with performance. However, these instruments were incompletely implemented and were not sustained.[1] The challenge of linking performance to incentives still remains to this day.

10.   In the first half of 1990s, the World Bank prepared a Sector Adjustment Loan (SECAL) to support civil service reforms focused on improving governance, but the SECAL was derailed due to the 1994 coup d'etat and never revived.[2] Since then, the authorities have mainly focused on building capacity in select areas of the public sector, supported by donor capacity building and sector reform projects. However, there has been an absence of a comprehensive approach to reform of civil service, although the authorities and development partners continue acknowledging its need.

11.   It is difficult to identify the exact causes of past failures to fully reform the civil service. There appears to have been a lack of sustained political leadership. Leadership is crucial to deepening and entrenching institutional reforms. There is a need for clear champions that can help drive the reform agenda and also a coordinated change management and communication strategy that highlights the benefits of the reforms. Currently in The Gambia, the relatively powerful Presidency can provide the necessary political leadership for sustained reforms. The regime has been in power for 14 years and the President's party commands a large majority in National Assembly. Within the executive office, the offices of the Secretary General and the PMO would be able to provide the operational leadership to civil service reforms.

12.   At this point, there does not appear to be a clear political constituency which would be opposed to a comprehensive civil service reform, particularly since wholesale retrenchment is not currently envisioned. There are no strong Government unions to oppose the possibly tougher elements of reforms. Civil society organizations are limited but are keen to see improvements in public service delivery and governance. Donors are similar united in supporting public service reform as a high priority.

13.   Although there are no clear political constituencies opposed to reforms, it is also not clear whether the political environment currently puts a premium on public sector performance, the ultimate goal of reforms. This lack of accountability for performance is reflected in the relative absence of systematically identified and monitored measurements of service delivery and performance results. The absence of robust opposition political parties constrains the oversight role of the National Assembly, which could demand greater accountability for performance. The National Audit Office has also not been able to play a strong oversight role due to significant backlogs in the preparation of public accounts, although progress has been made in clearing the backlogs. The capacities of

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[1] World Bank, "Program Completion Report, Second Structural Adjustment Credit (Credit No. 2032-GM)," African Region, Report no. 12936, 7 April 1994.
[2] Pinto, Rogerio, "Projectizing the governance approach to civil service reform," World Bank Discussion Papers, no. 252, 1994.

NGOs are generally weak, with a few exceptions, and the opposition media is limited. There is little popular participation which gives people a "voice" that could potentially make public services more effective and responsive to citizens' needs.

14.   The above overview of historical developments and the general political landscape indicates that while there are no apparent strong opposing forces, reforms have stalled in the past due to the absence of sustained and engaged leadership and also supportive and empowered constituencies which would have demanded improved performance. The development of the civil service reform strategy would need to be based on a more in-depth understanding of the underlying causes of civil service deterioration that goes beyond the general analysis provided above. This would include drilling down on the causes of more specific instances of civil service dysfunction, for example the low levels of civil service compensation.

15.   As described in subsequent chapters of this report, the failure to adjust civil service pay over the year is one of the major causes of the deterioration of civil service capacity. The key question is why civil service compensation was allowed to significantly deteriorate. There exists a Salaries Commission which has regularly recommended upward adjustments of salaries and wages. However, these recommendations were often not implemented due to reasons related to lack of funding. For the very recent years, the rapidly rising Government interest payments appear to have crowded out other expenditures, including wages and salaries. However, the deterioration of civil service pay goes back much before the recent years and there does not appear to be a clear understanding of the political economy that allowed this deterioration. At a minimum, it indicates that coordination between the Salaries Commission and DOSFEA could be improved so that implementable recommendations on pay adjustments are developed.

OVERALL PUBLIC SECTOR CAPACITY

16.   **Governance.** Good governance is a critical determinant of public sector capacity. For the purposes of this report, it is broadly defined as the political and institutional environment of the country which enhances accountability, transparency and meritocracy in the public sector. Poor governance can result in poor delivery of public services, undermined by corruption, moonlighting, patronage and generally ad hoc ways of doing business. Public Financial Management (PFM), legal sector, and pay and employment management reforms can ultimately be viewed as mechanisms to strengthen the governance of the country.

17.   The Gambia is generally rated poorly on governance according to the World Bank Institute's (WBI) governance indicators (Table 1). These indicators are composite indicators of how experts perceive a country's quality of governance. They are aggregated from several hundred individual variables from 33 separate surveys. The assessments are presented as percentile rankings which correspond to the proportion of countries that are ranked worse than the selected country; higher values indicate better governance ratings. While WBI governance indicators provide a useful snapshot of

experts' perceptions of a country's overall quality of governance, users should also take into account their limitations for cross-country and time series comparisons.[3]

Table 1: **World Bank Institute Governance Indicators for The Gambia**
(percentile ranking)

	2000	2002	2006	2006 SSA Avg
Voice and accountability	18	32	24	32.7
Political stability	55	68	54	35.6
Government effectiveness	52	26	26	27.2
Regulatory quality	44	33	40	27.4
Rule of law	44	46	48	28.8
Control of corruption	51	38	31	30.3

Source: Governance Matters VI, 2007, World Bank.

18. The Gambia ranks particularly poorly on government effectiveness, voice and accountability and control of corruption. On both government effectiveness and control of corruption, The Gambia is currently ranked below Ghana and Senegal but above Sierra Leone. The country is ranked below all three countries on voice and accountability, which measures the extent to which the country's citizens are able to participate in selecting their government, and the freedom of expression, freedom of association and a free media. The Gambia is approximately average in Sub-Saharan Africa with respect to control of corruption. This indicator measures the extent to which public power is exercised for private gain, and "capture" of the state by elites and private interests.

19. The WBI governance indicator on government effectiveness measures the quality of public services, the quality of civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies. This indicator measures many of the core issues assessed in this report. The country's percentile ranking of government effectiveness has significantly deteriorated from 52 in 2000 to 26 in 2006. The Gambia is currently ranked below Ghana and Senegal but above Sierra Leone.

20. The country's rating on government effectiveness reflects underlying assessments by the World Economic Forum, the Economists Intelligence Unit, IFAD's Rural Sector Performance Assessment, the Brown University's Center for Public Policy, and also relevant questions from the World Bank's Country Policy and Institutional Assessment (CPIA)[4] and the African Development Bank's equivalent country assessment. These

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[3] Concerns have been raised regarding the difficulty of understanding a country's ratings due to the sheer number and diversity of indicators used. The number and sources of data can change over time, making comparability over time challenging. The underlying theory of good governance, which provides the basis for the evaluation, is not completely transparent.

[4] The World Bank's CPIA assesses the quality of a country's present policy and institutional framework. "Quality" refers to how conducive that framework is to fostering poverty reduction, sustainable growth, and the effective use of development assistance. There are currently 16 criteria organized into four major areas: economic management, structural policies, policies for social inclusion and equity, and public sector management and institutions. The CPIA ratings are used in the World Bank's resource allocation process and several other corporate activities.

assessments noted the low capacity in the public sector, the lack of independence of the legislature and the judiciary, persistent structural problems in the groundnut, and the lack of transparency and access to information on public services. They include firms' perceptions of the quality of infrastructure and schools and "wastefulness of government expenditures."

21.   The WBI assessment is generally consistent with the results of the World Bank's CPIA and the African Development Bank's 2007 Country Governance Profile of The Gambia. The CPIA assessment indicates that policy-making and service delivery capacity vary across ministries. The quality of financial management and tax administration have improved in recent years, but capacity building efforts are undermined by a lack of continuity in sector policies and administrative structures, coordination mechanisms which sometimes prove to be inadequate, and frequent turnover and transfers of public officials.

22.   The AfDB's Governance Profile noted progress made in recent years on public financial management and public procurement, but concluded that accountability, transparency, stakeholder participation and fight again corruption were weak and needed strengthening. It noted that the frequent dismissals and transfers of top civil servants undermined accountability. The separation of the executive, legislative and judicial branches of the Government was weak. A limited opposition media undermined transparency of Government operations and has resulted in the country's ranking of 130 out of 169 countries in the Reporters Without Borders' 2007 World Press Freedom Index. Stakeholder participation would be enhanced through implementation of the existing decentralization legislations. The Gambia is ranked 121 out of 163 countries in Transparency International's 2006 Corruption Perception Index. Anti-corruption measures were weak and have not been formally legalized, and there was no specific enforcement agency. Above all, the Governance Profile emphasized the importance of political leadership in instituting good governance throughout the public sector.

23.   As part of the exercise, government effectiveness in The Gambia was assessed according to the three main functions of public administration: policy-making, resource allocation and service delivery (Table 2). The assessment identified the major shortcomings in organizational structure and processes, incentives, and staff skills and experience. The assessment is based on a multistakeholder workshop conducted in March 2007, and interviews with representatives of the public and private sectors, public enterprises and the civil society.

24.   The capacity assessment indicates that most parts of the Government lack dedicated **policy-making capacity**, and there are few personnel qualified in policy and planning skills. Policy units that exist tend to focus on operational rather than strategic matters. The Public Service Commission (PSC) should focus more on policies and monitoring and less on operational aspects of personnel management. Similarly, the Personnel Management Office (PMO) tends to be preoccupied with daily operational rather than regulatory matters. With some notably exceptions such as Education and Health, few ministries have sectoral strategies that are meaningfully being implemented.

In particular, Agriculture has lacked a coherent and consistent sectoral strategy for many years, although a comprehensive groundnut sector reform "roadmap" was recently prepared. There is a need to strengthen the linkage of the country's Poverty Reduction Strategy Paper (PRSP), its national development strategy, with the domestic budgeting process.

Table 2: **Overall Capacity Assessment of Public Administration**

	Structure and Processes	**Incentives**	**Skills**
Policy-making	• The SG has a policy advisory unit, and only two ministries have functioning planning units • PRSP exits but poorly linked with budget; few ministries have strategies • Newly established NPC not yet functional • Centralization of promotions and filling vacancies slows personnel processes; PSC acts as executive not policy and monitoring agency • PMO handling day-to-day rather than policy matters • Civil service laws out-of-date	• Difficult to attract and retain best trained staff • High rates of dismissals and transfers discourage the best professionals	• Few with policy and planning skills • Those trained overseas do not use skills on return
Resource Allocation	• Cabinet only involved at end of budget process • No multi-year planning • Ongoing major public financial management reforms, particularly GRA and IFMIS • IFMIS has potential to become human resource management information system	• Wage bill in budget overstated since based on establishment not actual staffing • Substantial pay increase planned in budget, consistent with available resources	• Finance cannot retain well trained staff, except by paying through projects • Funds allocated to train a few abroad; little funding for training in The Gambia, including for on-the-job training
Service Delivery	• Improvements in services most often where there is strong donor support or where subvented agencies or public enterprises are responsible	• No management for performance, except in Education, which could be a model • Many promotions not based on merit • Frontline service providers very poorly paid, with many vacancies	• Almost no training after joining civil service • Skilled staffs imported from other countries

25.   Ongoing reforms have improved the government's capacity for effective **resource allocation**, but challenges still remain. Major reforms to improve resource allocation and public financial management, such as the Integrated Financial Management Information System (IFMIS) and the Gambia Revenue Authority (GRA), are ongoing. The planned integration of the payroll and human resource systems under IFMIS should improve personnel management. At present, the two systems are separate and maintaining an updated and comprehensive personnel database has been difficult. Past efforts to implement multiyear planning have not been successful, making it difficult to consider the medium to long term implications of resource allocations. Coordination among the sectors would be improved if the Cabinet would get involved in the earlier stages of the budgeting process. Inadequate pay and training are critical shortcomings which are analyzed in this report.

26.   Sectors with improved **service delivery** have generally been characterized by strong donor support and a consistent and coherent medium to long term sector strategy. Education and health are two such sectors. Even with a consistent strategy and donor support, difficulties in staff recruitment and high staff turnover have undermined service delivery. Furthermore, there is little management for performance, and promotions are generally not based on merit. In response to these institutional deficiencies, one strategy utilized by the government has been to create subvented agencies with more clearly defined performance objectives and higher salary scales. Recently created subvented agencies include the Gambia Revenue Authority (GRA), the Gambia Bureau of Statistics (GBOS) and the Gambia Public Procurement Authority (GPPA).

27.   The **policy-making and budget formulation process** was assessed more in-depth given its critical role in public service delivery. The assessment focused on how policies are prepared, implemented and their impact monitored (Table 3). The analysis indicates that there are several ways to improve the policy-making process of the Government: (i) involve Cabinet in budget formulation at earlier stages; (ii) strengthen the policy advisory and coordination units of the Cabinet and the Office of the President; and (iii) expand policy preparation capacity of Departments of State.

28.   Countries with particularly effective budgetary processes, in terms of predictability of the budget and effective implementation of policy priorities, involve the Cabinet in the budgetary process from the very beginning of the process. In The Gambia, the Cabinet gets involved only towards the end of the process. The Cabinets in countries such as South Africa and Uganda initiate the process by approving the budget circular which sets the policy priorities and expenditure ceilings. This encourages all members of the Cabinet to buy into the policy choices that form the foundation of the budget. In addition, these two countries and now many others in Africa have a budget in the form of a Medium Term Expenditure Framework (MTEF).

29.   All developed countries and an increasing number of developing countries have a policy advisory and coordination unit in the Cabinet Office or the Office of the President, both to manage the policy process and to provide advice to the President and Cabinet on

proposals coming from the departments. This unit would ensure that coordination among departments takes place in the preparation of the Cabinet Memorandum and would monitor the implementation of policies on behalf of the Cabinet. The Secretary General's Policy Unit could become such a unit.

Table 3: **Policy-Making Process of the Government of The Gambia**

Key Characteristics	Government of The Gambia
• Frequency of Cabinet meetings	Weekly
• Length of Cabinet meetings	Six hours
• Items on agenda	Five plus
• Standard format for memoranda	Yes
• Who attends?	Ministers and SG, and sometimes Permanent Secretaries
• Technical review by policy advisor group to Cabinet?	No, but previous stakeholder review
• Memos cleared by Finance for availability of funding?	No, but Finance comments
• Types of matters discussed by Cabinet	Major policy plus some operational issues
• Chair of Cabinet meetings	President,or VP if President absent
• Who prepares memoranda?	PS leads; few have planning departments
• Is implementation of decisions monitored by Cabinet?	Not systematically but Cabinet may discuss implementation in subsequent meetings
• Does Cabinet evaluate impact of decisions?	No, impact assessments very rare
• Does Cabinet formally approve the Budget Call Circular?	No
• When does Cabinet become involved in budget process?	Just before budget sent to National Assembly

30.   Most Departments of State do not have strong policy preparation capacity. Only two have functioning planning units. This is a weakness that should be addressed since increasingly the role of a central government is to prepare policies and monitor their implementation, while the responsibilities for implementation are devolved to subvented agencies, local governments and the private sector.

CIVIL SERVICE STAFFING

31.   **Size of the Civil Service.** The Gambian civil service is smaller than the average of low income African countries. According to the July 2007 payroll, there are 12,007 civil servants in the central Government and 7,316 staffs in the uniformed services.[5] Together, they account for the 19,323 staffs in public services. The subvented agencies employ an additional 4,082, resulting in a total public sector staffing of 23,405, excluding public enterprises and local governments. The total number of civil servants is less than one percent of the population, which increases to 1.6 percent if uniformed services and

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[5] Uniformed services consist of the police, fire fighters, immigration officers and the military.

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subvented agencies are included. Annex II provides detailed staffing of the central Government.

Figure 1: **Gambian Central Government Staffing**
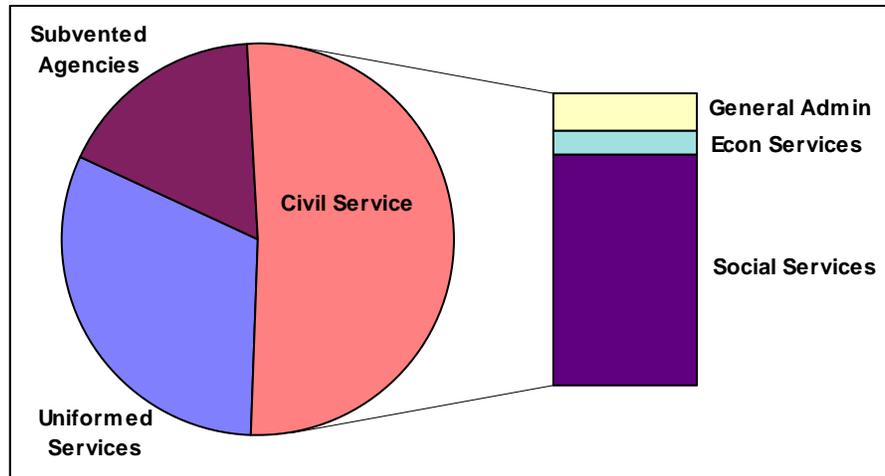
32.　　The size of the civil service has been relatively stable over the past ten years. Employment declined by 8 percent between 1998 and 2003, but since then it has increased by 5 percent. This recent growth has been mostly due to a 29 percent increase of staffs at Education, without which the civil service actually shrank.

33.　　In The Gambia, subvented agencies provide many of the public services normally expected from the Government. They receive grant support from the Government and their staffs are not paid directly from the Government budget. Major employers include upper basic and senior secondary schools, referral hospitals, the National Agricultural Development Agency (NADA) and the Gambia Revenue Authority (GRA). The continued establishment of these subvented agencies effectively reduces the number of staffs in the core civil service.

34.　　The public sector also includes public enterprises, which are government owned semi-autonomous services providers. They include the Gambia Ports Authority (GPA), the National Water and Electricity Company (NAWEC) and the Gambia Groundnut Corporation (GGC), all of which earn their own revenue but may also be supported by the Government.

35.　　The modest size of the civil service is reflected in the civil service wage bill that has been relatively well managed. Total salaries and allowances, including subvented agencies, averaged 27 percent of current expenditures and 4.4 percent of GDP in recent years (Table 4). Personal emoluments for subvented agencies included 24 million dalasis for secondary schools, 26 million dalasis for upper basic education, and 25 million dalasis for Victoria Hospital. All other subvented agencies received less than 10 million dalasis in the 2007 budget. Contingencies for salary increases and pensions are also included in the budget.

Table 4: **Budgetary Data on Salaries, Allowances and Contingencies**
(1000s of dalasis)

	2006	2007	2008
Salaries	384,974	416,916	437,762
Wages	7,912	8,493	8,918
Allowances	114,157	157,783	165,672
Contingencies	52,249	32,109	33,393
Subvented pay	65,039	118,515	124,441
Total	624,331	733,816	770,186
as percent of total recurrent budget	24.1	29.3	27.5
as percent of GDP	4.4	4.6	4.3

Source: DOSFEA. The 2006 figures are the outturn, the 2007 the approved budget, and 2008 the numbers underlying the Call Circular.

36.   The total wage bill is relatively low by low income African standards (Table 5). Typically, SSA countries have wages-to-GDP ratios of 5 to 9 percent and sometimes significantly larger, compared to 4.6 percent for The Gambia. Wages and allowances as a proportion of domestic revenue are significantly smaller than most SSA countries. At 39 percent of the total recurrent expenditures, The Gambia also compares relatively favorably to the 45 percent which is more typical among SSA countries.

Table 5: **Comparative Data on the Wage Bill**
(percentages)

Country	Wage / GDP	Wage / Dom Revenue	Wage / Recur Exp
Senegal	5.4	29	44
Ghana	5.3	27	30
Kenya	9.0	42	38
Malawi	6.3	35	34
Mozambique	6.7	53	44
Rwanda	5.2	42	33
Tanzania	4.3	35	31
Zanzibar, FY 2005/6	12.0	68	55
Burundi (07 budget)	15.0	67	45
The Gambia	**4.6**	**21**	**39**

Source: World Bank data for 2002-2003; recent pay reform studies for Zanzibar and Burundi; IFMIS 2007 payroll data and the 2008 Budget Call for The Gambia.

37.   The share of the wage bill in total recurrent expenditures has generally decreased over the years up to 2005, before subsequently increasing in more recent years (Figure 2). The rapid increase of interest payments crowded out salaries and wages as well as operations and maintenance expenditures. Correspondingly, the recent decline of debt service resulted in larger shares for salaries and wages and other expenditures. In order to improve public service delivery, any proposed increases of civil service pay should also ensure that other expenditures are also adequately funded.

Figure 2: **Recurrent Expenditures, 1995 – 2007**
(Percentage of Total Recurrent Expenditures)
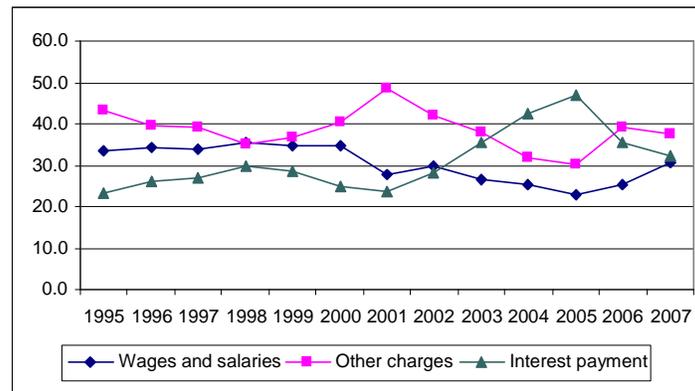
Source: IMF staff reports.

38.   **Composition of the Civil Service.** Social services account for almost half of total staffs in the public service. Education employs the largest number of staffs, accounting for 40 percent of the total in public services and 57 percent if subvented schools are included (Annex II). Uniformed services are the next largest, accounting for 38 percent of public services. This is a relatively large share but not entirely unique compared to other countries. The third largest is Health, which has 9 percent of public service staffs but 20 percent if hospitals are included. Economic services employ only 5 percent of total staffs, although this increases to approximately 6 percent if the recently created National Agricultural Development Agency (NADA) is included.

39.   The staff increases in the last four years have been concentrated in the lowest grades which correspond to the semi-skilled and unskilled positions. By contrast, the number of managerial and professional staff has fallen in both absolute and percentage terms. Specifically, there has been a precipitous decline in senior professional staffs (grades 9 and 10) employed, who constitute the future managers of the service. The reduction of managers (grades 11 and 12) is less marked, but the decrease may be partly explained by the recent upgrading of the post of Permanent Secretary from grade 12 to the fixed grade.

Table 6: **Changing Staff Composition by Grades**

Job structure	2003		2007		Percent.
	No.	%	No.	%	Change
Managerial (grades 11-12)	158	2	136	1	-14
Senior professional (grades 9-10)	790	8	479	4	-39
Junior professional (grades 7-8)	2,601	25	2,468	22	-5
Technical & paraprofessional (grades 4-6)	3,654	35	3,665	33	0
Semi-skilled & unskilled (grades 1-3)	3,286	31	4,302	39	+31
Total	10,531	100	11,050	100	+5

Sources: Payroll, July 2007; Attrition Study, 2005

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40.   The decline in the professional skill base may be even worse than the figures indicate. The upgrading of posts and the tendency to promote less qualified people to senior positions because of the dearth of candidates have probably reduced the overall quality of personnel in grades 9 to12.

Table 7: **Approved Establishments and Staff-in-post (June 2007)**

Departments	Establishment	Staff-in-post	Vacancies (%)
Office of the President	451	403	11
National Assembly	51	46	10
Public Service Commission	13	13	0
Defense (Civilian only)	32	27	16
Interior (Civilian only)	51	59	+ 14
Tourism and Culture	44	38	14
Foreign Affairs	118	95	19
Works, Construction & Infra	226	183	19
Trade, Industry & Emp	142	113	20
Education	7,228	7,070	2
Justice	84	57	32
Finance & Economic Affairs	275	191	31
Local Government & Lands	477	417	21
Agriculture	72	39	46
Health & Social Welfare	1,879	1,705	9
Youth & Sports	40	36	10
Forestry & Environment	241	228	5
Communication, Info & Tech	63	48	24
Fisheries & Water Resource	344	298	13
Tertiary & Higher Education	44	21	52
Total	**11,875**	**11,087**	**7**

Source: PMO, payroll.

41.   **Vacancy and Attrition Rates.** Vacancy rates also indicate that the Government faces serious difficulties in attracting qualified and experienced professional staffs (Table 8).[6] The overall vacancy rate is 7 percent, which becomes a surplus of 1 percent if fixed grades are included. However, this low overall vacancy rate is largely due to Education, which has the largest number of staffs. The vacancy rates of Justice, Finance, Agriculture and Tertiary Education are greater than 30 percent. These Departments are also those that have relatively greater requirements for professional staffs.

42.   Vacancy rates at the senior professional and managerial grades (8 to 10) are particularly high. It clearly demonstrates that the Government experiences major difficulties in attracting skilled staffs. Recruitment and retention of professionals, such as accountants, IT specialists and lawyers, have been particularly difficult. The estimated vacancy rate for the accounting cadre is 40 percent. There are only two ACCA accredited

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[6] The vacancy rates are estimated with respect to the establishments, which may be not be a perfect guide to actual requirements because they have not been reviewed in a number of years. In the future, the vacancy rates should be re-estimated based on revised establishments.

accountants in the entire civil service. Only one out of the ten senior and principal auditor positions in the National Audit Office (NAO) is currently filled. Actual staff numbers exceed establishments by a substantial margin for both the fixed grade and grade 1. It reflects a failure of establishment control.

Table 8: **Analysis of Vacancies by Grade (2007)**

Grade	Approved Posts	Staff-in-post	Vacancies (%)
Fixed	59	970	+ 1,544
12	25	35	+ 40
11	101	81	20
10	317	177	44
9	461	302	34
8	945	556	41
7	2,510	1,912	24
6	4,068	3,036	25
5	243	189	22
4	543	440	19
3	250	414	+ 66
2	848	531	37
1	1,455	3,357	+131
All	11,825	12,000	+1

Source: PMO, payroll

Note: Approved posts do not include the Judiciary, Independent Electoral Commission, National Audit Office, DEF, DOS for Interior, National Nutrition Agency, whose payroll information was not available.

43.   Many commentators have remarked that attrition is a serious problem that has significantly contributed to the loss of managerial and professional capacity in recent years. However, it is difficult to assemble robust evidence on the incidence and reasons for staff attrition. A recent attrition study investigated the problem but was unable to produce any firm estimates.[7] Nevertheless, based on the data provided in this report, the attrition rates for some of the key ministries were estimated (Table 9).[8] The highest annual rates of attrition are 3.8 percent and 3.3 percent for Education and Health, respectively.[9] These rates are not unusually high in aggregate terms. However, anecdotal reports suggest that attrition affects key cadres, such as teachers, doctors and nurses, disproportionately. It should be emphasized that the analysis of civil service capacity is

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[7] Glocoms Inc, "Strategy for Improving Recruitment and Reducing Attrition in the Civil Service in The Gambia," Capacity Building and Economic Management Project, April 2005

[8] There were several attempts to update the attrition estimates using the PMO's computerized human resource database. Unfortunately, only a small proportion of exit transactions are captured in the database. The figures represent less than 1 percent of civil servants leaving each year. The Government indicated that the main reason is that so-called "unceremonious departures" are not included because departments, and especially their field offices, fail to inform the head quarters to remove such leavers from the payroll. In addition, statutory retirements do not seem to be included.

[9] It should be noted that the attrition rate for the education sector may overstate the problem of attrition since many teachers opt for voluntary retirement after the age of 45 and are subsequently re-engaged on fixed contract, where they can enjoy a 25 percent annual contract gratuity in addition to their pension.

seriously constrained by the paucity of data. In particular, it has not been possible to analyze vacancies or attrition by occupational groups.

Table 9: **Analysis of Attrition for Select Departments (1999-2003)**

Department of State	Appointments	Increase in staff-in-post	Net attrition	Attrition rate (average p.a.)
Agriculture	107	18	89	1.9
Finance	154	150	4	0.1
Education	524	-514	1,038	3.8
Health	615	153	462	3.3
Local Government	49	36	13	0.6

Source: based on figures provided in the Attrition Study, 2005

44.   In conclusion, the analysis of the composition of civil service and the vacancy rates indicate that there has been a serious erosion of managerial and professional capacity in recent years. By contrast, semi-skilled and unskilled staffs significantly exceed establishments. This is consistent with the result of the Civil Service Survey, in which many respondents expressed the views that the civil service was "overstaffed." It could also reflect the belief that many staffs, including skilled professionals, are not very productive, rather than the belief that there are too many civil servants.

II. PAY AND BENEFITS

45.   In the late 1980s, a pay structure was developed for the civil service which was based on an evaluation of job requirements. The number of salary grades was reduced from 21 to 12 and positions were located within the structure based on their relative job weight. Because Government chose to retain a unified pay scale, a large number of diverse jobs across the service had to be compared, evaluated and graded within a single structure. The dominant principle was the establishment of internal equity, namely fair pay for work of equal value. Aligning pay with the external market was not a key consideration at the time. Real pay levels were to be maintained through regular cost of living adjustments.

46.   In the last 20 years, the principles on which this pay structure was founded have been gradually eroded. Government has not awarded regular or adequate cost of living adjustments to compensate civil servants for inflation in spite of many recommendations made by the Salaries Commission. Consequently, real pay levels have declined. In addition to undermining efforts to attract qualified staffs, the low pay has induced individual behavior which is dysfunctional for the service as a whole. Staffs seek outside consultancy contracts to augment their income. Externally funded workshops and overseas travel opportunities are actively sought for their per diems. Certificated training, particularly long term overseas master's degree programs, is particularly prized. Such opportunities are regarded as legitimate compensation for low pay.[10] The consequence is that skilled and experienced civil servants are taken away from their jobs for significant periods of time, which undermines the performance of their departments.

47.   The low pay has also led to pressures from Departments to upgrade posts which have generally been accommodated by PMO. This "grade drift" has permitted individual incomes to continue to grow without any corresponding enlargement of job responsibilities. This practice has been justified in terms of improved staff retention. However, it has also distorted internal pay structure and created a "leapfrogging" culture. As a result, the current situation is a pay system which is not rational or equitable in terms of rewarding individual job responsibilities and performance.

48.   Another consequence of the pay differential is that some parts of the civil service become projectized. For example, the Integrated Financial Management Information System (IFMIS) team heavily depends on consultants who are paid much higher than civil service salaries through project funds. Other project teams are compensated in other ways, though access to training opportunities, travel abroad, well equipped offices, and the availability of project vehicles.

49.   Schemes of services, most of which are seriously outdated, have fueled and sustained these pay practices. When the job-evaluated pay structure was designed, the

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[10] Participants in our focus group discussions even argued that their preferential access to overseas travel provided a justification for recommending larger salary increases in the lower salary grades.

intention was to review the existing schemes of service and map them onto the new grading structure. This did not happen. Instead, the existing schemes of service are long, with many levels, and they cannot easily be related to the relatively short grading structure. Furthermore, a number of Departments are attempting to introduce even longer schemes to maximize the scope for salary progression for particular job groups. It is clear that there is a considerable tension between the present schemes of services and the 12 grade salary structure. This is a key reform challenge.

SALARIES AND ALLOWANCES

50.   There is a widespread recognition that civil service salaries are too low. Salaries have not kept up with inflation. There have only been two across-the-board salary increases of 10 percent in the past ten years. The lowest grades can barely buy a bag of rice with their monthly salaries. The average monthly salary of grade 1 staff is 655 dalasis, or 861 dalasis (US$36) if allowances are included, while a bag of rice costs around 600 dalasis.

51.   Low salaries, benefits and pensions were rated among the highest concerns in the Civil Service Survey. Approximately 90 percent rated these three factors as very important for job satisfaction, and approximately one-third reported that they did not have reasonable salaries and employment benefits. Other highly rated concerns, promotions and training, were viewed mainly as routes to higher salaries.

Table 10: **Pay Comparison between Civil Service and Local UN Agencies**
(dalasis)

Govt Grade	Govt Pay Scale (2003)	UN Grade	UN Title	Market Rate (Jul 2004)	Diff (X times)
2	6,988 - 8,146	G-1	Messenger	44,687 - 64,209	6.4 – 7.9
3	8,299 - 9,723	G-2	Driver	61,554 - 101,383	7.4 – 10.4
4	9,845 - 12,338	G-3	Senior driver	98,905 - 149,386	10.0 – 12.1
		G-3	Junior clerk	84,884 - 158,099	8.6 – 12.8
5	12,440 - 15,645	G-4	Secretary	133,688 - 182,758	10.7 – 11.7
		G-4	Administrative clerk	130,513 - 187,359	10.5 – 12.0
7	19,589 - 23,239	G-4	Finance clerk	122,427 - 183,606	6.2 – 7.9
		G-5	Senior admin clerk	159,337 - 243,481	8.1 – 10.4
		NO-A	Entry level professional	269,241- 452,251	13.7 – 19.5
8	23,685 - 27,424	G-6	Secretary, office head	191,097 - 322,232	8.1 – 11.8
		G-6	Admin assistant	172,482 - 277,549	7.2 – 10.1
		NO-B	Full professional	331,767 - 553,065	14.0 – 20.2
9	28,022 - 31,761	G-7	Senr admin. assistant	177,957 - 298,707	6.4 – 9.4
		NO-B	Full professional	331,767 - 553,065	11.8 – 17.4
10	32,385 - 36,837	NO-C	Senior professional	345,628 - 576,425	10.7 – 15.6
12	42,790 - 49,735	NO-D	Mangt professional	480,696 - 952,486	11.2 – 19.2

Source: The Gambia Salary Survey, July 2004.

52.   Civil service salaries are low by low income country standards. The ratio of the average civil service salary to per capita GDP is approximately 3:1, compared with an average of 5:1 for Africa as a whole and 8:1 for Sierra Leone and 9:1 for the much poorer Burundi.

53.   Salaries for the higher grades, in particular 8, 9 and 10, are too low to attract, motivate and retain professional staffs. They have larger pay differentials compared to outside the civil service. Professional staffs can earn up to twenty times outside the civil service (Tables 10). Employment opportunities exist in the private sector, NGOs, donor projects and public enterprises. In terms of salaries and allowances, a managing director of a public enterprise earns more than three times a permanent secretary (Table 11). In fact, the survey results indicated that even an accountant in one private school earns more than a permanent secretary, and the policy and budget analyst in one NGO earns well above the salary of the Secretary General.

Table 11: **Personal Emoluments of Civil Servants and the Gambia Ports Authority (dalasis)**

GPA		Civil Service		Top Govt Officials	
MD	274,240			Chief Justice	483,000
Director	250,000	PS	84,000	Secretary of State (Minister)	170,000
Secretary	60,000	Grade 3	24,000	Speaker	170,000
Driver	44,000	Grade 1	10,000	Ombudsman	98,000
Confid Sec	140,000			Chair Electoral Commission	107,000
Senior Procurement	199,000			Accountant General	87,120
Purchasing Officer	102,000			Majority Leader	66,000
Senior nurse	112,000	Grade 7	30,000	Minority Leader	58,000
Audit manager	222,000	Grade 10	72,000	Chair PSC	52,800
Princ. Auditor	138,000	Grade 9	65,000	SG	170,000

Source: DOSFEA, PMO and survey of salaries
Note: Personal emoluments are gross salaries including allowances.

54.   The current salary structure is comprised of 12 grades, excluding the "fixed" grade reserved for Permanent Secretary and other top management posts (Table 12). Twelve grades are arguably sufficient to accommodate the structure of jobs found in the Gambian civil service.[11] The overall compression ratio from grade 1 to 12 is 7.4.[12] This ratio excludes the fixed grade for the most senior civil servants. It is a relatively low compression ratio but increases significantly when allowances are included. A high compression ratio would provide for reasonable salary differentials between successive grades to reward additional skill and responsibilities.[13] However, grade differentials should ideally be more consistent throughout the structure. Grade ranges are restricted because salary grades are contiguous, not overlapping.[14] The ranges are reasonable at the

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[11] By way of comparison, a recent consultancy study prepared for the Government of Sierra Leone proposed a structure of 17 grades, but only 12 grades for positions below Permanent Secretary (CoEn Consulting, "Government of Sierra Leone: Design of a Comprehensive Pay and Grading Strategy", May 2004).

[12] The calculation is based on the grade mid-points for grades 1 & 12.

[13] The grade differential measures the difference between the mid-points of adjacent grades.

[14] The grade range is the difference between the lowest and highest incremental point on the grade

lower end of the salary structure, but too low at the upper end. Small grade ranges at the upper end of the salary structure reduces the scope for salary progression for professional and managerial positions. Annual increments, which are paid automatically, are reasonable at two to three percent.

Table 12: **Civil Service Salary Structure**
(dalasis per month)

Grade	Minimum	Maximum	Increment	Grade Differential (%)	Grade Range (%)
1	572	691	17		20.8
2	705	824	17	23.3	16.9
3	837	984	21	18.7	17.6
4	992	1,244	36	18.5	25.4
5	1,254	1,576	46	26.4	25.7
6	1,590	1,961	53	26.8	23.3
7	1,975	2,346	53	24.2	18.8
8	2,388	2,766	54	24.2	15.8
9	2,826	3,204	54	18.3	13.4
10	3,266	3,714	64	15.6	13.7
11	3,828	4,276	64	17.2	11.7
12	4,314	5,014	100	12.7	16.2

Source: PMO and staffs' own calculations.

55.   If allowances are added, the progression of average civil service pay is not continuous by grade. Table 13 shows salaries and allowances of the civil and uniformed services. It does not include subvented agencies, and thus staffs in grant aided schools and hospitals are excluded. The uniformed services have the same grading structure as the civil service. Higher grades receive on average larger salaries, but not necessarily larger allowances. As a result, grade 3 is better paid than grade 2, and also grade 6 is better paid than grade 5. Staffs in the "fixed" category include some of the best paid employees, such as IT specialists, as well as many with very low salaries, including 625 teachers.

56.   The lack of progression is likely caused by the pattern of distribution of types of staffs across grades, resulting in large differences in allowances by grade. There may be particular types of staffs with larger allowances, such as nurses, concentrated in a grade, resulting in average allowances higher than the grade above it. If allowances were folded into basic pay, then there should be a clearer progression as staffs with larger allowances would be pushed up into higher grades. Ideally, a job evaluation exercise should be conducted in order to smooth out the structure of salaries and allowances structure. In particular, the fixed grade should be integrated into the rest of the salary structure as it contains staffs with the highest and also the lowest pay.

57.   Basic allowances account for approximately 38 per cent of total personal emoluments on average, and they exceed salaries for grades 11 and 12. This is a

significant increase from 16 percent in 1985.[15] The share of allowances increases further if support for transportation, housing, travel, and responsibility allowances is included (Annex VII). These additional allowances can provide from 500 to several thousand additional dalasis per month. Allowances can be approved on a case-by-case basis by DOSFEA.

Table 13: **Average Monthly Salaries and Allowances of Civil/Uniformed Services (Dalasis)**

Grade	Average salary	Average allowances	Average total	Salary to allowances ratio	Number of Staffs	Percentage of Total Staffs
1	655	207	861	3.2	3,561	18
2	812	1,298	2,110	0.6	2,007	10
3	963	856	1,819	1.1	3,329	17
4	1,171	1,060	2,231	1.1	1,680	9
5	1,480	1,206	2,683	1.2	772	4
6	1,839	565	2,403	3.3	3,317	17
7	2,171	723	2,893	3.0	2,143	11
8	2,590	848	3,438	3.1	614	3
9	3,079	2,314	5,393	1.3	443	2
10	3,547	2,368	5,914	1.5	260	1
11	4,104	4,463	8,567	0.9	114	1
12	4,818	11,506	16,324	0.4	67	0
Fixed	2,374	1,127	3,466	2.1	1,016	5
Avg	1,455	875	2,328	1.7	19,323	100

Source: IFMIS Payroll, July 26, 2007. Excludes staffs in subvented agencies.

58.   The proportion of allowances to total personal emoluments can vary widely across countries, but generally more developed countries tend to have smaller shares. In OECD countries, the basic wage averages nearly 90 percent of total pay and rewards.[16] By contrast, in developing countries it is quite common for allowances to form a high proportion of salaries, especially for the higher grades. Total allowances as a percentage of total salaries ranged from 12 to 107 percent in African countries in the 1980s, and they account for 70 percent in Jordan and up to 92 percent in Indonesia.

59.   Allowances given to all or most staffs should simply be added to their basic salary. In particular, in-kind benefits should be monetized and added to salaries. This would enhance transparency and reduce discretionary and ad hoc determination of compensation. Most pay reform programs eliminate the more obscure allowances and fold job related allowances into basic salaries. In The Gambia's case, where an allowance is set as a proportion of salary, this too should be folded into the basic salary. However, relocation and hardship allowances should be retained, even in some cases enhanced if they are not sufficient to encourage staff to move to the more remote areas.

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[15] Robinson, Derek, *Civil Service Pay in Africa*, Internal Labour Office, Geneva, 1990.
[16] OECD, "Trends in public sector pay in OECD countries," OECD, Paris, 1997.

60.   Although allowances are already a significant share of total compensation, participants at the civil service reform workshop conducted in March 2007 recommended that allowances be increased and the loans schemes reinstituted. One reason allowances are popular is because they were exempt from taxation. However, this is no longer the case according to new legislations, although it appears that the relevant laws have not yet being enforced.

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CIVIL SERVICE PAY REFORM PROPOSALS

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61.   Recognizing the need to improve civil service salaries, the Government has established a Task Force which will propose substantial across-the-board salary increases starting in January 2008. The Task Force is chaired by the Secretary General. There are two pay reform proposals analyzed in this report: (i) salary increases between 68 to 83 percent, which is being considered by the Task Force; and (ii) salary increases between 68 to 83 percent, and additional increases for professionals (grades 7 and above) to equivalent salary grades in public enterprises.

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Table 14: Proposal One - Task Force Proposal for Salary Increases
(dalasis)

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Grade	Avg Salaries	Percent Increase	New Salaries	Total Salaries 2008	New Total Salaries 2008	2009	2010
1	7,858	83	14,380	27,983,005	51,208,900	53,001,211	54,591,247
2	9,749	83	17,841	19,566,070	35,805,907	37,059,114	38,170,888
3	11,556	83	21,147	38,469,204	70,398,643	72,862,596	75,048,474
4	14,048	76	24,725	23,600,916	41,537,612	42,991,429	44,281,171
5	17,758	76	31,254	13,709,154	24,128,111	24,972,595	25,721,773
6	22,063	74	38,389	73,182,229	127,337,079	131,793,877	135,747,693
7	26,049	74	45,325	55,822,681	97,131,465	100,531,067	103,546,999
8	31,083	70	52,841	19,085,038	32,444,564	33,580,124	34,587,527
9	36,946	70	62,809	16,367,162	27,824,176	28,798,022	29,661,963
10	42,561	68	71,502	11,065,812	18,590,564	19,241,234	19,818,471
11	49,250	68	82,741	5,614,548	9,432,441	9,762,576	10,055,453
12	57,821	68	97,140	3,874,020	6,508,354	6,736,146	6,938,230
Fixed	28,489	68	47,862	28,944,867	48,627,377	50,329,335	51,839,215
Avg	17,455	75	30,584	-	-	-	-
Total	-	-	-	337,284,706	590,975,193	611,659,325	630,009,104
%GDP	-	-	-	1.9	3.3	3.1	2.8

Source: DOSFEA, PMO and staffs' own calculations. Cost-of-living increases are assumed at 3.5 percent in 2009 and 3.0 percent in 2010.

62.   **Pay reform proposal one - Task Force proposal for salary increases.** Proposal one increases salaries by a weighted average of 75 percent, as currently proposed by the Government's Task Force. The increases range from 83 percent for the lowest grades to 68 percent for the top grades, and thus the lower grades benefit from higher salary increases. Salaries of subvented agencies are assumed to increase by an average of 68 percent. The increases would be implemented in 2008, and thereafter cost-of-living

increases would be awarded annually. Allowances are assumed to increase only by the rate of inflation and those now linked to the salary levels are delinked.

63.   Table 15 presents the impact of the pay reform by grades.[17] Compared to the UN pay scale, the proposed salary increase would reduce the pay differential for the lowest grade roughly from ratios of 7 to 12 to 4 to 7. The corresponding reduction would be from 8 to 20 to 5 to 12 for the middle grades, and from 10 to 20 to 6 to 12. Hence, the pay differentials are substantially reduced, but large gaps will remain. The larger percentage increases for the lower grades will help them be paid closer to a living wage. However, the higher grades will still have a substantial pay gap compared with the private sector, NGOs, donors and public enterprises. This is because the pay differentials are larger for the higher grades, and the proposed salary increases are smaller.

64.   The budgetary consequences of the pay increase would be substantial but reasonably manageable. The ratio of salaries and allowances to GDP increases from 4.8 percent in 2007 to 5.8 percent in 2008, then falls to 5.0 percent in 2010. These ratios are still reasonable compared to low income African standards (Table 5). Salaries and allowances remain relatively low compared to total recurrent expenditure and domestic revenues. The share of salaries and allowances to total recurrent expenditures increases from 30.5 percent in 2007 to 37.2 percent in 2008, then decreases to 31.3 percent in 2010. At the same time, other charges increase from 38.9 percent in 2008 to 49.7 percent in 2010.

Table 15: Civil Service Salaries Grades 7 – 12 and Public Enterprise Salaries (dalasis)

Grade	Government Salaries	Public Enterprise (Pay Scale A)	Multiples
7	26,049	52,000	2.00
8	31,083	68,000	2.19
9	36,946	87,000	2.35
10	42,561	110,000	2.58
11	49,250	128,000	2.60
12	57,821	130,000	2.25

Source: DOSFEA, PMO and staffs' own calculations.

65.   **Pay reform proposal two - Task Force proposal plus public enterprise salaries for professionals and special allowances for 500 most scarce jobs.** This report also considered a proposal which provides even larger increases for professional staffs in order to address their greater pay differentials. This would further ameliorate the difficulties experienced by the Government in recruiting and retaining professional staffs. Under this proposal, the salaries of grades 7 and above are raised to the pay scale of public enterprises, and additional allowances will be provided to approximately 500 professionals with the highest market salaries. Salaries of grades below 7 are increased by

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[17] We have assumed cost-of-living increases of 3.5 and 3.0 percent for 2009 and 2010.

74 to 83 percent, based on the current proposal by the Task Force. All other assumptions in proposal one are maintained.

66.   The salaries of grades 7 and higher would be made equivalent to pay scale A of public enterprises. There are three pay scales for public enterprises according to their ability to cover their costs with their own revenues. Pay scale A, which has the lowest salaries, is applied to public enterprises which generate the smallest own revenues. However, their salaries are still significantly above civil service salary grades (Table 15).

67.   Under the second proposal, average salaries for grades 7 to 12 would increase by between two to two-and-a-half times over a three year period, significantly above the Task Force proposals for the higher grades. The proposal is to gradually increase salaries of grades 7 and above to pay scale A of public enterprises by 2010. In 2008, they would receive the increase proposed by the Task Force. By 2010, their salaries would be equivalent to the public enterprises. Grades below 7 would receive the Task Force increments now being considered.

Table 16: Proposal Two – Proposal One Plus Higher Salaries for Professionals (dalasis)

Grade	Avg Salaries	Percent Increase	New Salaries	Total Salaries 2008	New Total Salaries 2008	2009	2010
1	7,858	83	14,380	27,983,005	51,208,900	53,001,211	54,591,247
2	9,749	83	17,841	19,566,070	35,805,907	37,059,114	38,170,888
3	11,556	83	21,147	38,469,204	70,398,643	72,862,596	75,048,474
4	14,048	76	24,725	23,600,916	41,537,612	42,991,429	44,281,171
5	17,758	76	31,254	13,709,154	24,128,111	24,972,595	25,721,773
6	22,063	74	38,389	73,182,229	127,337,079	131,793,877	135,747,693
7	26,049	100	52,000	55,822,681	97,131,465	104,283,733	111,436,000
8	31,083	119	68,000	19,085,038	32,444,564	37,098,282	41,752,000
9	36,946	135	87,000	16,367,162	27,824,176	33,182,588	38,541,000
10	42,561	158	110,000	11,065,812	18,590,564	23,595,282	28,600,000
11	49,250	160	128,000	5,614,548	9,432,441	12,012,220	14,592,000
12	57,821	125	130,000	3,874,020	6,508,354	7,609,177	8,710,000
Fixed	28,489	125	64,052	28,944,867	48,627,377	56,852,214	65,077,050
Avg	17,455	102	34,111	-	-	-	-
Total	-	-	-	337,284,706	590,975,193	637,314,316	682,269,296
%GDP	-	-	-	1.9	3.3	3.2	3.0

Source: DOSFEA, PMO and staffs' own calculations.
Note: Cost-of-living increases are assumed, 3.5 percent in 2009 and 3.0 percent in 2010. The "percent increase" for grades 7 and higher are applied to 2010.

68.   The second proposal also includes a special fund of 50 million dalasis which would be used to augment salaries of professionals whose market salaries are many multiples of the civil service salaries. We have assumed that these special allowances would increase the salaries of these professionals by approximately 50 percent in 2008.

These allowances would disappear as the salaries for these staff are progressively raised to the level of pay scale A of public enterprises by 2010.

Table 17: Civil Service Pay Reform Proposals

	2007	2008	2009	2010
2008 Budget Circular				
(million dalasis)	-			
Salaries	-	438	-	-
Allowances	-	166	-	-
Subvented salaries	-	124	-	-
Other wages and salaries	-	9	-	-
Contingencies	-	33	-	-
Total Salaries and allowances	765	765	840	969
Other charges	936	1,365	1,660	1,905
(ratios)				
Wages/GDP	4.8	4.3	4.2	4.3
Wages/Recurrent	30.5	27.3	26.5	27.3
Wages/Domestic Revenue	21.3	20.1	20.0	20.6
Other charges/total recurrent	37.4	48.8	52.3	53.7
Proposal 1				
(million dalasis)				
Salaries	-	591	612	630
Allowances	-	210	217	223
Subvented salaries	-	199	205	211
Other wages and salaries	-	9	9	10
Contingencies	-	33	35	36
Total Salaries and allowances	765	1,042	1,078	1,110
Other charges	936	1,088	1,422	1,764
(ratios)				
Wages/GDP	4.8	5.8	5.4	5.0
Wages/Recurrent	30.5	37.2	34.0	31.3
Wages/Domestic Revenue	21.3	27.4	25.7	23.6
Other charges/total recurrent	37.4	38.9	44.8	49.7
Proposal 2				
(million dalasis)				
Salaries	-	591	637	682
Allowances	-	260	267	223
Subvented salaries	-	199	205	211
Other wages and salaries	-	9	9	10
Contingencies	-	33	35	36
Total Salaries and allowances	765	1,092	1,153	1,162
Other charges	936	1,038	1,347	1,712
(ratios)				
Wages/GDP	4.8	6.1	5.8	5.2
Wages/Recurrent	30.5	39.0	36.3	32.8
Wages/Domestic Revenue	21.3	28.7	27.5	24.8
Other charges/total recurrent	37.4	37.1	42.5	48.3

69.   In proposal two, the ratio of salaries and allowances to GDP increases from 4.8 percent in 2007 to 6.1 percent in 2008 then falls to 5.2 percent in 2010. Their share of total recurrent expenditures increases from 30.5 percent in 2007 to 39.0 percent in 2008

then drops to 32.8 percent in 2010. Other charges increase from 37.1 percent in 2008 to 48.3 percent in 2010.

70.   The two pay reform proposals are summarized in Table 17, together with the allocations proposed in the Budget Call Circular for 2008. The macroeconomic assumptions for 2008 to 2010 are consistent with the latest IMF reports: (i) nominal GDP growth rates of 11.8 percent; (ii) domestic revenues averaging 21.1 percent of GDP; (iii) total recurrent expenditures averaging 15.8 percent of GDP; and (iv) interest payments decreasing from 3.7 percent in 2008 to 3.0 percent in 2010.

71.   The additional budgetary costs of proposal two is miniscule compared to proposal one, resulting in additional expenditures of 0.3 percent of GDP in 2008 and 0.2 percent in 2010. By contrast, the impact on the salaries of professionals is significant. In 2010, salaries and wages under proposal two will be greater than proposal one by 7.6 percent for grade 7 (Table 18). This difference increases to 45.1 percent for grade 11, then drops to 25.5 percent for grade 12. In both proposals, the share of salaries and wages increases in 2008 but then decreases to 2010, although the shares are still larger than in 2007. Both proposals do not result in significant crowding out of other expenditures. The shares of other expenditures generally increase every year, thanks in part to expecting decline of the share of interest payments. The ratio of salaries and wages to other expenditures range from 40:60 to 60:40, excluding interest payments. This is considered reasonable.

Table 18: Annual Salaries and Allowances under Proposals One and Two
(dalasis)

Grade	Annual Salaries 2007	Proposal One	Proposal Two
1	7,858	15,330	15,330
2	9,749	19,019	19,019
3	11,556	22,544	22,544
4	14,048	26,358	26,358
5	17,758	33,318	33,318
6	22,063	40,925	40,925
7	26,049	48,319	52,000
8	31,083	56,331	68,000
9	36,946	66,957	87,000
10	42,561	76,225	110,000
11	49,250	88,206	128,000
12	57,821	103,556	130,000

72.   The above two proposals should be treated as two of several policy options that could be considered, and not as the only basis for a pay reform strategy. They are meant to be illustrative. Government policy-makers would want to test a number of other options before deciding which proposals best addresses incentive and living wage issues, while at the same time ensuring that other expenditures are not crowded out. The spreadsheets used in analyzing the above two proposals could be used by PMO and Finance staffs to test other options, which could include:

- Spreading out the increases to the upper grades over five rather than three years, which would provide more time to put in place more performance oriented civil service management systems.

- Reducing staffing levels in some departments and types of jobs, such as non-frontline service providers, in order to create more fiscal space for increasing salaries as well as other charges.

- Varying assumptions regarding the growth rates of GDP, domestic revenue and total recurrent expenditure.

- Varying the size and coverage of the special allowances under proposal two, given that salaries of professionals are still well below market rates.

73.   It should be noted that the above calculations does not capture some of the consequences of increased salaries on Government finances. Higher salaries result in higher taxes, which in turn make it possible to increase recurrent expenditure. Higher salaries also require higher pension benefits to be provided by the Government, as well as higher contributions if the currently proposed pension reforms are implemented. This would reduce funds available for other charges.

PENSION REFORM

74.   Providing a secure vehicle to smooth consumption from worklife into retirement is an essential part of the compensation package to recruit, retain, motivate and reward public servants in The Gambia. The reform of the public pension system is expected to be a critical component of the Government's civil service reform strategy. In response to a Government request, the World Bank analyzed the public pension system and various reforms that could be considered.[18] The analysis evaluated the current scheme's adequacy and predictability of benefits, Government and worker affordability, equity between different worker cohorts, gender and income levels, and system sustainability. It utilized a simulation framework developed by the World Bank, the Pension Reform Options Simulation Toolkit (PROST), to project the costs and benefits of different reform options aimed at addressing the key weaknesses identified. The exercise concluded by suggested a medium-term process for contemplating more comprehensive pension reform measures.

75.   The Government pension system currently is a non-funded defined benefit system. The review of the existing system and baseline projections of PROST suggests that: (i) low and unpredictable benefits provide insufficient smoothing of consumption for full term workers into retirement and insufficient protection against the risk of poverty in old age; (ii) the bulk of pension benefits are assured shortly after retirement but with considerable risk and uncertainty for the duration of the retirement period; (iii)

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[18] This section only summarizes the key results of the analysis. The full results of the analysis are presented in a separate report, "The Gambia Public Service Pensions Policy Reform Note," Mark Dorfman and Tatyana Bogomolova, World Bank, January 2007.

the benefit formula and qualifying conditions create weak incentives and inequities between different workers; (iv) the disability program does not cover workers prior to vesting and provides very limited benefits for younger, vested workers and the survivor program is practically non-existent; and (v) although the pension system seems to be currently affordable, it's long-term costs are projected to escalate due to a deterioration of system demographics.

76.   In order to address the shortcomings identified for the current system, PROST was used to analyze the impact of various reform options, including the Government's interest in moving from a non-contributory to a contributory scheme. The results of the analysis for some of the main reform options are:

- Making the pension scheme contributory will have a limited effect on benefits, but it can be beneficial in smoothing public expenditures and could strengthen the foundation for pension portability and labor mobility. Financing the contributions anticipated to the PSPS will have an estimated average annual fiscal impact of approximately 16 million dalasis over the first three years.

- Introducing automatic indexation of benefits to the consumer price index significantly improves the predictability of benefits and the credibility of the pension system to provide for old age retirement. The fiscal cost is expected to average 6 million dalasis over the first three years.

- The analysis considered the combined impact of a number of reforms that would improve the equity and predictability of the pension scheme. In addition to making the scheme contributory and introducing automatic price indexation, they included: (i) actuarially fair commutation factors for lump-sum distributions at retirement; (ii) actuarially fair benefit reductions claimed prior to the retirement age of 60; (iii) gradually increasing the averaging period for reference wage calculations from the current 3 years to lifetime average with valorization to wage growth; and (iv) periodic increases to the retirement age in line with increases in life expectancy. The combined fiscal impact of these reforms is expected to annually average 22 million dalasis over the first three years of the reforms.

- Approximately 70 percent of current public service pensioners receive benefits at or below the official poverty line. The analysis considered the impact of a one-time benefit increase which would bring these retirees up to the poverty line and then subsequently introducing automatic price indexation in order to ensure that retirees stay above the poverty line. Under this reform, the average pension of existing pensioners in 2009 would be increased by 13 percent and the total pension expenses by 11 percent. The expect annual average cost is 12 million dalasis over the first three years of the reform.

77.   The reforms analyzed above have substantial legal and operational implications that need be addressed. These include: (i) establishing the legal form and framework for the funding of benefits under new pension fund; (ii) establishing the legal foundation for

accountability, transparency and good governance, including the operational parameters for reserve management; and (iii) undertaking conforming amendments to the provisions of the Federated Pension Scheme consistent with the policy direction of the new pension fund.

III.   HUMAN RESOURCE MANAGEMENT

78.   This chapter presents an analysis of human resource management in the Government of The Gambia according to its institutions, Human Resource (HR) planning capacity, schemes of service and job structure, information systems and core HR processes. The results of the civil service survey were critical inputs into the analysis.

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CIVIL SERVICE SURVEY [19]

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79.   Based on a good practice design, a confidential questionnaire was administered to 143 civil servants in 9 Departments of State.[20] Two focus groups were convened to discuss and interpret the findings of the survey. The objectives of the questionnaire were to: (i) determine how satisfied civil servants are with different aspects of their jobs and to identify opportunities for improvement; and (ii) obtain the views of civil servants on human resource management practices and governance issues

80.   The questionnaire was designed in three sections:

- *Part A, Employee satisfaction* asks civil servants to first rate the importance of 21 job related factors in an ideal job, and then to rate the extent to which these same factors are present in their existing work

- *Part B, HRM practices* asks civil servants to rate their levels of agreement with 38 statements covering training and development; appointments and promotions; staffing; performance management; pay and benefits

- *Part C, Corruption* asks civil servants to indicate their experience of corruption in the civil service

Table 19: Profile of Survey Respondents

81.   Managerial and professional staffs (grades 7 to 12) are over-represented in the survey. Only 27 percent of civil servants are engaged in these grades, compared with 63 percent represented in the survey. It is not possible to determine whether the profile of survey participants reflects that of the whole service with respect to other characteristics. No marked

Grade		Length of Service	
9 – 12	32	Less than 5 years	19
7 – 8	31	5-15 years	40
1 – 6	37	More than 15 years	41
Age		**Gender**	
Under 30	22	Male	66
30 – 45	46	Female	34
Over 45	32		

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[19] The full results of the survey are shown in Annex VI. Results are summarized in this section.

[20] Departments of State which participated in the survey included DOS Health and Social Welfare, DOS Basic and Secondary Education, DOS Trade, Industry and Employment, DOS Agriculture, DOS Local Government and Lands, DOS Tourism and Culture, DOS Interior, the Judiciary, the Office of the President. Teachers and health workers were not covered in the survey.

differences in the responses were detected based on age, salary grade, gender or length of service.

82. **Part A – Employee Satisfaction.** The following factors, listed in order of priority, were identified as "very important" in an ideal job by more than 80 percent of respondents:

- Training opportunities to improve existing skills and learn new skills (93 percent)
- A good pension (91 percent)
- Opportunities for promotion and career development (91 percent)
- A reasonable salary for the work you do (90 percent)
- Good employment benefits (87 percent)
- Having equipment, tools and resources to do your job well (85 percent)

83. Training and promotion are valued above a reasonable salary, although the differences are relatively small. In the focus group discussion, respondents explained that training is sought because it is seen to enhance the prospects of promotion and that in turn promotion is desired because it is associated with a salary increase. Therefore, remuneration is considered the underlying motivator in the Gambian civil service.

84. In order to assess what is causing job dissatisfaction, it is necessary to examine the extent to which the above desired factors are actually present in the jobs performed. The following factors were identified as lacking by more than 50 percent of respondents:[21]

- A reasonable salary for the work you do (67 percent)
- Good employment benefits (60 percent)
- Having equipment, tools and resources to do your job well (57 percent)
- Training opportunities to improve existing and learn new skills (55 percent)
- Opportunities for promotion and career development (55 percent)
- Supervisors who empower you to take responsibility for decisions and actions (54 percent)
- Freedom to decide how you plan and carry out your work (52 percent)
- Receiving honest feedback on how well/badly you are performing (51 percent)

85. A reasonable salary was identified by the highest percentage of survey participants to be lacking in the civil service. The first five factors are also those that were rated "very important" by at least 85 percent of respondents. Other than the availability of equipments and tools, these factors are related to higher compensation. The next three factors concern human resource management, and they were identified as "very important" by at most two-thirds of the respondents. Hence, it appears that compensation related factors are foremost among civil servants, followed by human resource management practices.

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[21] The percentages represent the proportion of respondents identifying the factor as either "present to some extent" or "present to a limited extent or not at all."

86.   It is interested that a good pension was identified as "very important" by the second highest percentage of respondents, and yet only 49 percent indicated that it was lacking in the civil service. Upon further reflection, it seems likely that many survey participants responded "not sure" because they were uncertain about the value of their pension benefits many years in the future.

87.   **Part B – HRM Practices**. The survey examined views on human resource management practices organized into five major categories: (i) appointments and promotions; (ii) training and development; (iii) staffing; (iv) performance management; and (v) pay and benefits. With the notable exception of pay and benefits, survey participants generally believed that human resource management practices are working well. For these four other categories, almost uniformly less than one-third of respondents disagreed with positive statements about HRM practices in the civil service. The statements which were disagreed by the most respondents in these four categories were:

- Senior managers empower staff to take decisions and act on their own (36 percent)
- Managers give their subordinates regular feedback on their performance (32 percent)
- Nowadays, appointment decisions are not based on political or family connections (29 percent)

88.   In addition, 76 percent agreed that "appointments from outside the service are necessary to meet skill shortages and inject new blood," and 74 percent agreed that "overstaffing exists in some departments, sections or functions." Since these were both "reverse" statements, it is possible that respondents had intended to disagree, but had mistakenly filled in the "agree" columns.

89.   Compared to the other four categories, a significant percentage of respondents disagreed with many of the positive statements in the "pay and benefits" category. This is consistent with the responses to part A of the survey, which indicated that compensation was the most important concern of civil servants. More than 50 percent of respondents disagreed with the following statements:

- My salary is enough for me and my family to live on (83 percent)
- The employment benefits I receive are well suited to my needs (74 percent)
- My pay compares well with what I could earn outside the civil service (73 percent)
- My pay rewards me adequately for my contribution (63 percent)
- The civil service pension will provide me with a secure retirement (55 percent)

90.   Regarding the generally positive views on HRM practices, other than for pay and benefits, it is likely that respondents were inclined to agree with the statements presented so as not to be seen critical. However, it appears that respondents considered each question carefully because the responses were clearly calibrated.

91.   **Part C – Corruption.** Many respondents acknowledged that corruption in the civil service is a serious problem. More than one-third of survey participants responded

that corruption was "widespread" or "quite serious" with respect to the following practices. These are relatively high percentage considering the sensitive nature of the topic:

- Bribes to obtain contracts (45 percent)
- Bribes to obtain public services (39 percent)
- Irregularities in the use of budget funds (36 percent)

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LEGAL AND REGULATORY FRAMEWORK

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92.   The Public Service Act of 1991 provides the legal basis for human resource management in the Gambian civil service. The Act establishes the institutional arrangements for managing the civil service, defines the policies governing appointments, promotions and discipline, sets out the duties of civil servants and provides for the regulatory role of the Public Service Commission.

93.   The Public Service Act is supported by a secondary legislation, the Public Service Commission Regulations of 1990, which unusually were approved the year before the Act was passed. These regulations establish the powers and functions of the PSC, set out its methods of operation and defines the principles and rules governing appointments, promotions, probation, discipline and termination of employment. The General Orders of 1994 provide more detailed instructions covering: appointments, promotions, resignations and retirements; conduct and discipline; leave; transport and travel allowances; training and secondments; allowances; medical and dental treatment and other areas.

94.   The legal and regulatory framework is outdated and they urgently need to be reviewed. The Public Service Act should set out the main principles governing civil service employment and specific policy statements on key areas of human resource management, with detailed rules and procedures provided for in secondary legislations approved by Cabinet. However, with the exception of discipline, HR policies and principles are generally lacking in the Act and, where they exist, they have been incorporated within the PSC regulations. For instance, article 19(1) states that in determining promotions "merit and ability shall be taken into account as well as seniority, experience and official qualifications." The regulations also set out the detailed procedures related to appointments, promotions and transfers. In this respect, the PSC regulations are the primary source of guidance on all HRM matters.

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INSTITUTIONAL ARRANGEMENT

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95.   The main agencies involved in managing the civil service are: (i) the Personnel Management Office (PMO); (ii) the Public Service Commission (PSC); (iii) the Salaries Commission; (iv) the Department of State for Finance and Economic Affairs (DOSFEA); (v) the Management Development Institute (MDI); (vi) Departments of State (line ministries); and (vii) the Local Councils.

96.   **Personnel Management Office.** The PMO is the central personnel agency for the civil service. Its main functions are to:

- Negotiate the annual human resource budget with departments;
- Administer and regulate human resource operations, such as recruitment, promotions and discipline;
- Administer the central training budget;
- Provide management services to departments;
- Maintain the computerized human resource information system for the civil service.

97.   The PMO currently has 21 professional staffs against an establishment of 35. Four staffs possess a master's degree in human resource management.[22] An additional four staffs are undertaking postgraduate training overseas. The PMO has been attempting to fill all of the vacancies, but it cannot attract qualified and experienced staff. Nine of the 14 vacancies are in the principal and senior officer grades.

98.   While arguably PMO's overall establishment is on the high side, there remain shortages in particular functions which clearly constrain its ability to deliver many of its existing services. The Management Services division is worst affected, where there are no skilled staff to carry out staff inspections, organization and methods reviews, job evaluations or to revise obsolete schemes of services. In addition, the Personnel Management division, which processes the bulk of personnel transactions for submission to the Public Service Commission, lacks adequate personnel. This creates a backlog in processing staff appointments and promotions for departments.

99.   It would appear that the solution is to provide PMO with more professional staffs who are better trained and qualified. But this conclusion is simplistic for a number of reasons. First, none of the four professionals who possess a master's degree in human resource management are currently using their knowledge and skills because they are pre-occupied with operational work, such as processing promotions and individual training requests. Second, a number of civil servants were trained on the job in management services work by TA personnel a few years ago but they have since been poached by employers in the parastatal and private sectors. Third, this gap analysis is based on the assumption that PMO is carrying out the right functions.

100.   In fact, it appears that PMO is not focusing on the most critical functions. Its current role is predominantly operational, with an emphasis on performing personnel operations, solving problems in departments and ensuring that procedures are followed. A more strategic HRM role is needed, focused on the development of appropriate human resource management policies and strategies, if a professional civil service for the future is to be built. Management services work remains relevant, but operational work should be gradually devolved to departments, subject to capacity. The mandate of the Permanent Secretary of the PMO set out in the Public Service Act of 1991 is sufficiently broad to

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[22] These figures exclude the National Records Office which does not directly undertake personnel functions.

allow a more strategic role to be performed. Agreeing on an appropriate new role is a necessary first step before deciding how best internal capacity can be developed. This new role will need to clarify the respective responsibilities of the PMO and the PSC which presently overlap.[23]

101.   **Public Service Commission.** The Constitution of 1997 empowers the PSC to make appointments to the civil service, except where separate services, such as the teaching service, are created by separate legislation. The Constitution also confers a number of other broad powers on the PSC, including: (i) making provisions for the overall management and efficiency of the public service; (ii) reviewing terms and conditions of the service; (iii) reviewing General Orders and Regulations; and (iv) prescribing standards for entry and promotion examinations. These powers go beyond the familiar regulatory function of a PSC; they may even conflict with the executive authority of the PMO as defined in the Public Service Act.

102.   The PSC is composed of an independent Chairman, four Commissioners appointed by the President on fixed terms, and a small Secretariat currently headed by a Deputy Permanent Secretary. Because the Secretariat is small, transactions submitted to the PSC are processed by the Personnel Management Division of PMO. Records of meetings are not kept because of staff shortages.

103.   The PSC exercises its constitutional powers by conducting interviews for all new appointments to the public service, and by approving recommendations for promotion submitted by individual ministries. The time of the Commissioners is therefore spent on managing each appointment transaction, rather than overseeing and monitoring how ministries carry out these transactions, as is practiced by many Commissions elsewhere. If more vacant posts are advertised and filled competitively, as has been requested by the PSC, this will further increase the workload of the Commissioners, none of whom have been trained in selection interviewing techniques. The Chairman is conscious of this burden and has expressed a willingness to delegate to Departments the responsibility for selection of non-professional posts. In addition, the PSC recently delegated to Education and Health the authority to appoint new graduates directly from nursing and teacher training schools without the need for an interview by the Commission.

104.   **Salaries Commission.** The Salaries Commission is an independent body whose mandate is to monitor and advise government on salaries and conditions of service. It is comprised of a Chairman and three members. The Commission has recommended increases in civil service salaries on a number of occasions to compensate for increases in the cost of living and to match increases in parastatal sector salaries. But its reports have never been acted upon, with budget constraints typically cited as the reason.

105.   **Department of State for Finance and Economic Affairs (DOSFEA)**. DOSFEA establishes the rules for the annual human resource budgeting process through the budget call circular. It also decides on the resources available for the central training budget and

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[23] "Public Service Reform Sector Strategy Paper, 2007-11", PMO, August 2007, page 12.

salary adjustments, and it determines personnel allowances for individual ministries that will be funded through the budget.

106. **Management Development Institute (MDI).** The MDI is a semi-autonomous body with the mandate to provide professional training for civil servants. In the past, the MDI conducted induction programs for new recruits and a management development course for civil servants in salary grades 8 to 10, both in response to requests from the PMO. These courses were financed by the PMO's central training budget. However, no training has been delivered recently because the PMO has outstanding arrears with the MDI. The last management development course was conducted in 2005.

107. **Departments of State**. Departments have responsibility for administering a range of personnel operations, including recruitment, promotions, discipline, although they lack the decision-making authority which is formerly vested in the PSC. Personnel operational work is typically carried out by administrative officers, such as the principal or senior assistant secretary. In Education and Health, separate HR units have been set up and staffed by former teachers and health professionals. However, the responsibility for HR matters still tends to be fragmented. For example, in Health the heads of professions assume the responsibility for recruitment and promotions in their respective cadres.

108. **Local Councils.** Following the passage of the Local Government Act (2002) and the Local Government Finance and Audit Act (2004), the first ever local government elections took place. The councils, of which there are eight, hire their own staff based on the local government schemes of service. Plans have been discussed for a local government service commission. The councils vary greatly in terms of their capacity and ability to raise revenue. A grants scheme to enhance capacity and the revenue base has never been implemented. There is a parallel structure of district commissioners. In general, public services are provided by facilities reporting to central government departments, not to local councils. The President has indicated that he is committed to the devolution of service delivery.

HUMAN RESOURCE PLANNING

109. Human resource planning requires estimating the numbers and skills of civil servants needed to carry out the core government functions. Human resource plans form the basis for all recruitment, promotions and training transactions. The challenge is to maintain the size of the civil service at affordable levels, while ensuring that sufficient numbers of skilled and experienced personnel are engaged to perform core functions. The findings outlined in chapter one indicates that the Government has been relatively successful in controlling the overall growth of the civil service and the aggregate wage bill, while allowing some growth in priority sectors. It has been less successful in controlling staffing against approved establishments, and building professional and managerial capacity.

110. The budget call circular for 2008 sets out the rules and responsibilities for budgeting for personnel emoluments. The Departments are urged to prepare three year

budgets, although ceilings are only provided for the first year. Departments are required to budget on the basis of existing approved establishments. They may, however, propose new positions which must be offset by a reduction in funded posts elsewhere, and which must be accompanied by a written justification provided to the PMO. Positions may be upgraded by Departments following a job evaluation carried out by PMO. There is also a suggestion in the circular that longstanding vacancies should be abolished.

111.   In practice, these procedures are not rigorously followed. Establishments grow annually in most sectors, especially in the health and education sectors where concessions are given to permit new schools and health facilities to be staffed and to absorb graduates from the training schools. Posts are upgraded more or less automatically because PMO no longer has the capacity to evaluate jobs which was lost five years ago to the private sector. Upgrading is seen as a legitimate device to increase the salaries of civil servants in an environment where regular salary increases have not been forthcoming. Where necessary, schemes of service are revised accordingly to legitimize the upgrading.

112.   The main weakness of the current HR planning process is that it is short-term and incremental. Establishments have not been subjected to a systematic review for many years, yet all positions, filled or vacant, remain fully funded in the budget. Because all Departments have a high proportion of vacant posts, they experience little budgetary pressure to plan their human resource requirements efficiently. Vacancies function as bargaining tools which enable Departments to increase staff numbers in a relatively unconstrained manner. The size of the civil service, therefore, has a built-in tendency to expand. In practice, growth has been moderated because of high rates of staff turnover.

SCHEMES OF SERVICE AND JOB STRUCTURE

113.   Job descriptions are an essential tool for appointing and promoting staff on merit. They do not exist in the Gambian civil service. In their absence, the present schemes of services[24] outline in very general terms for each cadre the duties common to jobs at each level in the grading structure together with their education requirements, as well as the service and training requirements to progress between the levels. They are widely used as the basis for appointment and promotion decisions. However, these schemes do not define clearly the specific accountabilities and competencies for jobs at different levels. Consequently, they are a poor tool for selection based on merit.

114.   Schemes of service also map out career paths for individuals in their chosen cadre. In those schemes which we have reviewed, they typically hold out the promise of predictable progression through the grading structure based on a minimum qualifying period of service in each grade, typically three years. Internal promotion is regarded as the norm, with external entry considered in exceptional circumstances for candidates with

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[24] The General Orders of 1994 define a scheme of service which broadly outlines the qualifications and levels of experience required for entry into, and promotion within, a Ministry, department, class or cadre. A particular scheme may include: (i) conditions and qualifications for appointment; (ii) duties and standards applicable to individual grades or posts; (iii) in-service training arrangements; (iv) promotion criteria; and (v) provisions governing transfers.

higher educational qualifications. For positions at higher levels, the additional requirement to complete a management course is generally not enforced. There is rarely any mention of either performance or merit as a criterion.[25] While officially progression is only assured if a vacancy exists, in practice this is usually not a barrier because there are so many vacant posts in the service. When a vacancy does not exists, the position can be upgraded relatively easily.

115. Schemes of service are based on the principle that career progression can only take place vertically, through promotion to a different job at a higher level. In practice, successive levels in professional schemes of services often reflect performance of the same job at a higher level of competence, rather than a real difference in job content. Yet, the movement between levels is always regarded as a "promotion." The current schemes, therefore, do not recognize the lateral development of professional competence.

116. It may be argued that schemes of service have become redundant in the management of a civil service. They can be replaced by more modern tools, such as role definitions and competency frameworks, and supported by appropriate professional development programs. But should the GoG choose to retain them, they will need a radical overhaul. In their present form, they simply provide a vehicle for relatively assured progression for the individual without demanding anything in return, either in terms of the development of professional competence or improvement in job performance.

Table 20: Established Posts in Lower and Upper Basic Schools (2007)

Positions	Lower Basic Posts	% of Total Teachers	Upper Basic Posts	% of Total Teachers
Senior master	381	11	153	8
Deputy headmaster	223	7	50	3
Headmaster	232	7	45	2
Total teachers	3,421	-	1,819	-

Source: Estimates of Revenue and Expenditure, 2007

117. Job structures define the number of positions at different organizational and grade levels. They determine promotional opportunities for particular job groups. A comprehensive analysis of job structures should be conducted in the future. Based on a preliminary analysis, one issue that deserves further analysis is the differences in the job structures between departmental headquarters and front-line units, which could result in better opportunities for promotion in the former compared to the latter. For example, the job structure for primary teachers corresponds to a flat pyramid (Table 20). There are a limited number of senior teacher posts to which teachers in lower and upper basic schools can be promoted. Such a job structure could explain why many teachers reach the maximum of their salary grade without obtaining a promotion, and it may also be a factor contributing to the high attrition rates reported among teachers.

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[25] The teaching cadre is an exception.

HUMAN RESOURCE INFORMATION SYSTEM (HRIS)

118.   The PMO currently maintains a computerized HRIS developed a few years ago which operates on FoxPro software. The system holds the personnel record for each permanent civil servant, except those in grade 1 who are appointed directly by departments. Basic information on the job, date of appointment and salary grade is kept, but no training or service records are maintained. The system has limited reporting capabilities. These records are updated on a regular basis based on transactions, such as appointments, promotions and termination, approved by the PSC and routed to the HRIS division through the Personnel Management Division. However, it is clear that not all transactions are captured, particularly staff attrition, which compromises the coverage and accuracy of the system.

119.   Eventually as part of the Integrated Financial Management Information System (IFMIS), the Government plans to establish a computerized human resource database integrated with the payroll. The civil service payroll has already been computerized, but the personnel module has yet to be established. The human resource database will in principle provide the information to update the payroll automatically, based on properly authorized transactions. The success of the new system will depend critically on the manual processes which are put in place to ensure the database is updated accurately and in a timely fashion. In turn, this will hinge on establishing effective management responsibility and accountability in all locations. Departments such as Education and Health are currently relying on head counts to provide accurate data on the teacher supply in individual schools, precisely because those responsible managers are not initiating transactions processing when teachers leave.

CORE HR PROCESSES

120.   **Appointments**. The PSC makes the final appointment decisions for all positions from grades 2 to 12. For grades 11 and 12, the Secretary General provides recommendations to the PSC. Departments have the authority to appoint grade 1 staffs. Departments are responsible for the deployment of appointed civil servants to specific jobs in particular locations.

121.   In principle, entry to the civil service can take place at any level in the grading structure, but historically departments have preferred to fill vacancies through internal promotion. However, all newly created posts must be advertised. The PSC is now beginning to challenge the practice of routine promotions by requiring more vacancies to be filled through external recruitment. This change is leading to some frustration among Departments because advertising can delay appointments in those cases where they believe that they have suitably qualified internal candidates. Neither the Public Service Act nor the Public Service Commission regulations provide any explicit guidance or criteria on when a vacancy should be filled by external recruitment. In article 16(1), the regulations simply state, "Where vacancies are not to be filled by the normal processes of promotion or by the results of examinations or scholarships prescribed by an approved scheme, the existence of the vacancies shall… be notified to the public by

advertisement." Internal promotions therefore are the norm, leaving exceptions to the discretion of the Commissioners.

122.   Once the PSC has decided the position should be advertised, the appointing department prepares a draft advertisement which is sent to the PMO for review, before submission to the PSC. Advertisements are placed in the national press and announced on the radio. The Department of State is responsible for defining the responsibilities of the job and its requirements for inclusion in the advertisement, which are generally copied from the relevant scheme of service. Therefore, recruitment takes place for a designation, such as the Assistant Secretary, rather than for a specific job, such as Personnel Officer in the Personnel Management Division of PMO.

123.   At the selection stage, applications are received by the PSC and passed to the appointing department for short-listing. Those candidates who meet the job requirements attend a selection interview conducted by the PSC, at which the department is represented. The Public Service regulations allow the PSC to set up separate Selection Boards to conduct interviews and submit a recommendation to the Commission, but this provision is presently not used. Consequently, the Commissioners personally interview for all positions advertised, each of which typically takes 10 to 15 minutes only because of the sheer volume of short-listed candidates. It appears that the PSC may handle up to two to three hundred recruitment selection exercises each year, a practice which is not sustainable. Therefore, there is a strong case for dispersing the responsibility for selection to specially constituted Selection Boards.

124.   Constitutionally, the power to appoint to the post of Permanent Secretary is vested in the Public Service Commission in consultation with the Secretary General, the head of the civil service. This is designed to protect the political neutrality of the civil service. In practice, however, it is widely acknowledged that the Office of the President appoints Permanent Secretaries and makes other "fixed" grade appointments. Formally, the President's recommendation is routed to the PSC for its concurrence through the Secretary General, so that due procedure is observed. The President may also instruct the PSC to appoint particular candidates to grades other than the "fixed" grade from time to time. In many countries, the President or a Minister can act as the appointing authority for senior posts. However, if the principle of a politically neutral civil service is accepted, politicians should not be directly involved at any stage of the selection process.

125.   **Promotions.** When a vacancy occurs, departments submit their recommended candidate for promotion to the PSC through PMO. The regulations state explicitly that for promotion, "merit and ability shall be taken into account as well as seniority, experience and official qualifications." However, departments are required to provide a detailed justification where the recommended candidate is not the most senior. They must also submit a seniority list to be reviewed by the PMO.

126.   Significantly, the President announced when he appointed the new Commissioners to the PSC that he wishes to see appointments to the civil service based on merit. However, departments continue to voice concerns that the PSC continues to

place the greatest weight on the seniority criterion. Based on discussions with the PSC, it is evident that the Commissioners are trying to shift towards merit criteria, but in practice they are often obliged to fall back on seniority in the absence of effective appraisal and assessment instruments. The new policy has not been formally communicated to departments and to date no guidelines have been issued to determine merit.

127.   Traditionally, promotions have not followed a competitive selection process where internal candidates are invited to apply for posts. The exception is Education which recently initiated a competitive internal selection process to fill around 450 vacant positions simultaneously at the school level.[26] The posts were advertised in February 2007 and applications were sent to Education in April 2007. As of August 2007, the department is still in the short-listing stage. Interviews are likely to take some time, but it is understood that the process will be facilitated by an Education Selection Board which will assess candidates and make recommendations to the PSC. The current exercise may serve as a model of competitive promotion for other departments to follow.

128.   **Performance management.** There is no performance appraisal system currently operating in the civil service as a whole. In the absence of such a system, increases in compensation and benefits may not have the desired impact on performance.[27] The official "annual staff report" was designed for supervisors to rate their subordinate staffs against work objectives and a number of standardized behavioral criteria. The performance assessment was intended to be linked to individual training. It appears that a major reason the system does not work is because supervisors are reluctant to criticize their staff. In The Gambia, this is referred to as the "maslaha." This has led to suggestions that the new system should be "confidential," but this would be a step backwards.

129.   In the absence of a government-wide system, select departments and subvented agencies have been adopting their own performance management systems.[28] Education is currently developing a system which will measure performance targets derived from the department's strategic plan, interpersonal skills, administrative compliance and personal development. The primary objective of the system will be developmental, with no direct link to either promotion or pay, which is nowadays considered to be good practice. The process will involve regular reviews, as well as annual assessments of the service level agreement. It will first be implemented at the senior management level, then rolled out at the school level. If successful, the system may be seen as a pilot scheme for the civil service as a whole.

130.   **Training.** To a large extent, the management of training funded directly by the Government is highly centralized under the PMO.[29] Many departments have their own training budgets, but these tend to be small. For example, Education, which is the largest

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[26] The vacant posts are for senior teachers, deputy head teachers and head teachers.

[27] "Public Service Reform Sector Strategy Paper, 2007-11," PMO, August 2007.

[28] The concept of performance management is a broader and more strategic concept than performance appraisal. Performance management is a continuous process which aims to link individual and organizational performance. Performance appraisal is typically an annual event which constitutes one element in this wider process.

[29] Training budgets were decentralized to departments in the 1980s

department, has an annual training budget funded by the Government of only one million dalasis, roughly equivalent to US$40,000. By contrast, the central civil service training budget managed by the PMO is 8 million dalasis in 2007, of which 87.5 percent is allocated to overseas training and the rest for local training. This budget represents around one percent of the payroll, which is equivalent to an annual average annual expenditure of approximately 720 dalasis (US$29) for each civil servant. This is very low by international standards. However, a significant amount of training is funded directly by international organizations and through donor projects.

131.   Because PMO's training budget is disproportionately allocated to postgraduate training overseas, it benefits very few civil servants. There were 18 awards made in academic year 06/07, and only 11 and 12 awards in 05/06 and 04/05 respectively. Candidates, who must have a minimum of three years of service, are nominated by their departments for overseas scholarships in their chosen field. PMO's training committee, which is chaired by the Permanent Secretary, decides which candidates will be funded. Once approved, successful candidates must seek study leave from the PSC. When they return to The Gambia with postgraduate degrees, many are quickly headhunted by private companies and parastatals because their skills are highly marketable.[30] Hence, the heavy investments in overseas training exacerbate the problem of civil service attrition. As observed by the PMO, access to overseas training remains a retention factor only for those civil servants awaiting selection. Those who have completed training are likely to leave the service.[31]

132.   By comparison, there is relatively little local training being conducted and most of it is for degree programs. PMO is currently funding bachelor degree courses for 19 civil servants at the University of Gambia. It has also paid for civil servants to attend diploma courses at the Gambia Technical Training Institute (GTTI). In the past, MDI delivered short in-service courses based on requests from the PMO. These included induction training for new recruits and management training for civil servants in grades 8 to 10. MDI also conducts an accounting and management studies diploma in which civil servants have been enrolled. At present, the MDI is providing no training funded by the Government for civil servants because PMO has outstanding debts. The last management development program was run in 2005, even though it remains a requirement for promotion in many schemes of service. Consequently, there is no practical job-related training currently funded through PMO's central training budget.

133.   To a large extent, the supply of civil service training is determined by donor funding. Coordination remains a challenge given that funding is provided by individual donor projects.[32] Candidates are sent for training on the basis of the courses on offer, not in response to a particular need. Departments do not generally have training plans based on an analysis of needs. Education, which has a training plan aligned with its strategic plan, is an exceptional case.

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[30] The PMO is responsible for bonding civil servants, but the conditions of the bond are rarely enforced.
[31] "Public Service Reform Sector Strategy Paper, 2007-11," PMO, August 2007.
[32] "Public Service Reform Sector Strategy Paper, 2007-11," PMO, August 2007

134.   The impact of training resources is ultimately determined by the ability of the Government to retain trained staffs. Despite the relatively low pay, recent graduates often join the civil service hoping to benefit from training, particularly training abroad for an advanced degrees. Afterwards, they stay in the civil service only until their bond expires, although it is likely that the bonds are not well enforced. They desire to leave because of the low compensation and lack of opportunities to utilize their new skills. Their superiors try to retain them by prematurely promoting them to higher grades, where they lack the necessary experience.

135.   **Discipline and Dismissal**. Frequent removals and transfers of Government officials have made it difficult to build job security and institutional knowledge. There is an official code of conduct which governs disciplinary breaches. The PSC regulations establish the PSC as the sole disciplinary authority for civil servants in cases of misconduct. Departments have the authority to issue warning letters. At the third warning, however, the case is referred to the PMO for consideration by the PSC. A range of disciplinary sanctions may be imposed including salary deduction, stoppage and deferment of increment, salary reduction, demotion and ultimately, dismissal.

136.   Where misconduct could lead to dismissal, a disciplinary investigation must be carried out by the Head of Department, the Permanent Secretary PMO or the head of the Civil Service, depending on the grade of the officer. If this preliminary investigation substantiates the charges, then the case is referred to the PSC which will appoint an investigating committee to make a final recommendation. The accused is legally protected from unfair and arbitrary treatment during the investigations.[33]   In addition, the accused also has the right to appeal a disciplinary decision to the Commission if there are additional facts which were not previously considered.

137.   It seems, however, that disciplinary procedures are not always followed in practice, particularly for the highest grades and fixed grade managerial positions. This could be contributing to an unusually high turnover of top managers and a sense of deterioration of job security. This had led to a situation where some senior civil servants prefer not to be promoted because it makes them vulnerable to dismissal. Formally these dismissals are routed through the PSC, which are then approved. The required due process is not followed in such cases. Many of these cases are subsequently appealed to either the Ombudsman or even the Supreme Court, instead of the PSC which is the formally the final arbiter. It appears that this is to ensure independent arbitration.

138.   However, it appears that the Ombudsman has limited jurisdiction over dismissals of the highest grades and fixed grade managerial positions. The vast majority of cases brought before the Ombudsman are employment complaints by civil servants. In 2001, of the 152 complaints, 54 (36 percent) were for unfair treatment, 18 (12 percent) for

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[33] The Public Service Act establishes three key principles to protect the civil servant, namely: (a) the right to be informed of the reasons for disciplinary action; (b) the opportunity to defend himself; (c) the right to be represented by a lawyer

unlawful termination, and 15 (10 percent) for wrongful dismissal. Note that typically an Ombudsman office deals with citizen complaints of improper government activities.

IV.   EDUCATION AND HEALTH SECTORS

139.   The Department of State for Health (DOSH) and the Department of State for Education (DOSE) undertake a range of strategic and operational human resource management and development (HRM/D) tasks. These include workforce planning, recruitment, deployment, promotion, discipline, retention, training and development and HR information management. The sectors are expected to consult with the PMO on all HRM/D issues. Sectoral HRM policies and practices are expected to adhere to the 1994 General Orders and PMO rules and regulations.

HRM STRATEGIES

140.   The DOSE HRM issues and challenges are clearly outlined in the 2006 Education Sector Strategic Plan, which also identifies various strategies and activities aimed at addressing them. Major interventions are outlined in order to increase the numbers of teachers trained, recruited and retained within the sector, and improve the quality of training and teaching. HRM specific plans include the introduction of a Code of Professional Conduct for Teachers and a performance management system, the development of staffing norms and standards, improved conditions of service and the establishment of a Teaching Commission.[34]

141.   Between 2003 and 2006, the DOSH conducted a Human Resources for Health (HRH) Situation Analysis and developed a HRH Policy, a Strategic Plan for Human Resources for Health 2005-2009, a Workforce Plan (2005-2020) and staffing norms. These provide an analysis of the HRH situation within the sector and contain strategies and activities aimed at improving the production, recruitment, deployment, remuneration, performance and development of human resources for health. Both the Draft Health Policy Framework 2007-2020 and the Health Master Plan identify HRM constraints such as high attrition of skilled health workers, inadequate numbers of skilled and competent health workers, and low staff production from health training institutions. The recommendations made to address these constraints include strengthening HRM systems at the central level and developing the capacity of the Regional Health Management Teams to more effectively undertake HRM functions.

INSTITUTIONAL ARRANGEMENTS

142.   In DOSH, a HRH Unit was established in 2004 within the Directorate of Planning and Information to coordinate the management and development of human resources. However, actual responsibility for HRM/D is spread across the different technical departments and heads of professions, such as Chief Nursing Officer and Principal Public Health Officer. According to the scheme of service for the key health cadres, it is the

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[34] Department of State for Education (2006) Education Sector Strategic Plan 2006-2015

heads of professions that are responsible for all recruitment and promotions related to that particular cadre.[35]

143. The Principal HRD Officer and the HR Planner in the HRH Unit in Health are public health officers. The HR planner is expected to work with other directorates on HRH issues. In 2005, it was reported that each of the Regional Health Management Team had one staff member specifically designated for HR, but it could not be verified whether this was still the arrangement.[36]

144. In DOSE, the HRM/D function is managed by the HR Directorate which is staffed by former teachers and education officers. The Directorate works closely with other departments and units, particularly for HR planning and training and development.

145. There are no HR staffs from the PMO in either sector, which is atypical. It was reported that in the past there was a liaison officer from the PMO assigned to work in the office of the Permanent Secretary of DOSH. This officer was expected to support the sector with recruitment, transfers, promotions and other HRM tasks, and ensure that practices were aligned with government regulations.[37] This is no longer the arrangement because of PMO staffing constraints. This could explain why, as indicated by some of the PMO staffs, sectoral HR staff are not fully conversant with government HR regulations and procedures, and why there are many delays and inefficiencies in the handling of HR tasks and transactions.

HRM PRACTICES

146. **Human Resource Planning.** DOSH has developed a workforce plan and staffing requirements up to 2020[38] and it has estimated that it will need to double the production of key health professionals in order to effectively deliver health services. According to the 2006 Education Sector Strategic Plan,[39] the DOSE plans to produce and recruit 10,000 Gambian teachers by 2015 in order to meet the demands of increased enrolment. However, because the DOSE has increased the target Pupil-Teacher Ratio (PTR) from 40:1 to 45:1, it does not have any immediate staffing problems and does not expect to have any shortages over the next three years at the primary school level.

147. Increasing the production of teachers and health workers will require substantial expansion and investment in training and the strengthening of HRM systems to recruit, retain and manage a larger workforce. Implementing the plans will also require

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[35] Scheme of Service for the Nursing Officer Cadre; Pharmacist Sub-Cadre; Public Health Cadre; and Radiologist Sub-Cadre.

[36] Department of State for Health and Social Welfare, Human Resources for Health Updated Situational Analysis Report. Second version. Draft Report (2005).

[37] Department of State for Health and Social Welfare, Human Resources for Health Updated Situational Analysis Report. Second version. Draft Report (2005).

[38] Department of State for Health and Social Welfare, Human Resources for Health Staffing Norms for the different levels of service delivery in the Gambia, third version (2005).

[39] Department of State for Education, Education Sector Strategic Plan 2006-2015 (2006).

consultation with and approval from the PMO and a revision of the current establishment and PE ceilings to accommodate these increases.

148. Despite the existence of long term workforce plans, in practice HR planning in both Departments tends to be conducted on an incremental annual basis to meet annual budgeting and PMO requirements. Because the central HR Departments do not have access to regular or reliable HR data on staffing levels and movements, planning is not informed by the sectoral and service delivery requirements. Without this information, the establishments, which are outdated, and the nominal rolls, which are not validated, remain the main sources of HR staffing information available to the HR Departments for recruitment, deployment, redeployment and promotion decisions.

149. In the absence of reliable HR data, in 2007 both sectors conducted a headcount in order to verify and validate staffing levels and improve the accuracy of HR data. The data are currently being analyzed and will be used by the Departments to develop sectoral HR databases and information systems. Ensuring that these are maintained and regularly updated will help strengthen HR planning.

150. **Recruitment and Appointments.** The sectors can recruit and fill vacant positions against the approved establishments. The recruitment and appointment of staffs above grade 1 is managed by the PMO and PSC. New posts cannot be created unless these can be offset by staff savings elsewhere, and written justification must be submitted to the PMO and approval given for these posts.[40] The PMO has allowed significant expansions in the social sectors, greater than in other sectors. As a result, establishments have increased by approximately 20 percent for each sector since 2004 (Table 21).

Table 21: Total Staffing in Health and Education (2004 and 2007)

Sectors	2004		2007	
	Establishment	Staff in post	Establishment	Staff in post
Health (HQ & Regions)	1,549	1,504	1,881	1,712
Education (HQ & Primary Schools)	5,999	4,789	7,228	7,689

Sources: Strategy for Improving Recruitment and Reducing Attrition in the Civil Service in The Gambia (2005), and 2007 Payroll and Estimates of Revenue and Expenditure.

151. The bulk of the health and education workforce consists of non-professionals in grades 1 to 6. In fact, 30 percent of the Education workforce and 45 percent of the Health workforce are in grades 1 to 3, the semiskilled and unskilled personnel (Table 21). Without PMO's prior clearance, both sectors can recruit and appoint grade 1 staffs against an established number of posts. Grade 1 staffs represent 27 percent of the total health workforce and 29 percent of the total education workforce. Staffs in this grade include administration, maintenance, security personnel and unqualified teachers.

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[40] DOSFEA Budget Call Circular for 2008, page seven.

152.   The number of staffs in grades 1 to 3 and the fixed grade in both sectors exceeds the establishments, while there are significant vacancies in the higher grades. The margin is particularly high for Education, which indicates that establishment control has been poor. As result, in 2007 DOSH has an overall vacancy rate of 9 percent while DOSE staffing exceeds the number of established posts by 6 percent. The surplus includes unqualified teachers hired as fixed grade for which there is no establishment and which the DOSE employs to supplement qualified teacher numbers. The DOSE has agreed with PMO to a "ceiling" of 1,150 unqualified teachers per annum. The HR Directorate reported that number of unqualified teachers was decreasing.

Table 22: Health and Education Staffing by Grades (2007)

	Education			Health		
	Posts	Staffs	Vacancies	Posts	Staffs	Vacancies
1-3 Semi-skilled & unskilled	609	2,327	(1,718)	744	772	(28)
4-6 Technical	3,552	2,570	982	630	567	63
7-8 Junior Professional	2,728	1,962	766	247	204	43
9-10 Senior Professional	296	189	107	150	104	46
11-12 Managerial	15	16	(1)	11	9	2
Fixed	2	625	(623)	2	56	(54)
Total	7,202	7,689	(487)	1,784	1,712	72

Source: SIP – IFMIS Payroll 2007.

153.   The data clearly demonstrate the problem that exists with the recruitment and retention of key health and education professionals and support the assertion that professional and managerial capacity has been depleted. This problem will also affect the ability of the sectors to fill positions in the Regional Health Management Teams and the Education Regional Offices, undermining their plans to decentralize and delegate greater responsibility to these levels.

154.   However, this situation may soon change for DOSE after the completion of the ongoing promotion exercise. As a result of this exercise, it is expected that over 400 staffs currently at grade 6 and below will be promoted to grades 7 to 10. The assumption is that the positions vacated by those promoted will be filled by new recruits of over 400 recent graduates.

155.   The PSC has given approval for DOSH and DOSE to recruit and appoint health workers[41] and teachers directly from the training institutions. In recent years, instead of conducting individual interviews of potential recruits, the PMO and the PSC have jointly conducted an induction and orientation exercise for new graduates after which they are formally appointed. DOSE reported that it is now able to recruit a greater number of qualified teachers and as a result is gradually reducing the number of unqualified teachers in the system.

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[41] Health professionals include nurses, public health officers, and laboratory and dispensing assistants.

156.   This arrangement ensures annual inflows into the sectors of approximately 150 health workers and 400 primary and secondary teachers into grades 2 to 6. The number of graduates is expected to rise over the coming years as the annual training intakes for teachers and nurses have been increased. Reportedly not all graduates accept a civil service position but there are no figures available on graduate attrition.

157.   Both sectors continue to experience difficulties in recruiting for positions at the higher professional and managerial grades. Positions at these levels tend to be filled through internal promotions, where Directors and Department Heads identify and recommend potential candidates to the PMO and PSC. Typically, vacancies are advertised only when there is no suitable internal candidate. Given that the internal pool of candidates is limited and in the absence of performance management mechanisms, it is not surprising that seniority has been the main criterion for selection.

158.   Despite the limitations of internal recruitment, many of those consulted perceived it to be the quickest and most effective way to fill vacant positions. Open recruitment procedures are often considered too slow and unwieldy; it can take three to six months to fill a vacancy through advertising, shortlisting, interviewing and appointment. These delays often mean that potential employees lose interest or take up jobs elsewhere. It also means that positions remain vacant for a long period of time.

159.   Health and Education have a large share of their staffs in subvented agencies. The data presented above do not include staffs in subvented agencies, which consist of 1,487 in hospitals and 1,645 in upper basic and senior secondary schools. They represent 46 percent and 18 percent of total staffs in Health and Education, respectively. For Health, the large percentage of staffs allocated to the hospitals undermines the official policy of emphasizing primary and secondary health care. Subvented institutions can recruit staffs up to grade 10 and receive a government subvention for salaries for an agreed number of established posts and other costs. There are 6 subvented hospitals with a total of 2,168 established posts, 25 subvented secondary schools and 4 technical and vocational institutions. Most of the hospitals recruit internally from their trainee population and only advertise positions for which there is no suitable internal candidate. Hospitals and secondary school have difficulties attracting and retaining staffs; the Royal Victoria Teaching Hospital (RVTH) has less than half of the senior nurses it requires and 70 percent of secondary teachers are non-Gambian.

160.   The RVTH, the country's largest hospital, has been given more autonomy in managing its human resources. The 2006 Royal Victoria Hospital Act gives the RVTH's Management Board the authority to recruit, discipline and dismiss staff, train staffs, set salaries, establish schemes for pensions, gratuities and other retirement benefits, and adopt policies for the conditions of service of staff, in accordance with approved government policy. The RVTH has yet to fully assume its autonomous status.

161.   **Deployment.** DOSE and DOSH are responsible for deploying and transferring staffs to specific regions and jobs once they have been recruited and appointed. Staffs at the regional levels supply information on vacancies and staffing requirements on an

annual basis and are responsible for deploying the staffs identified by headquarters to schools and health facilities within that region. Both sectors report that gender issues, personal preferences and cultural, economic and social factors are impacting on the effective deployment of staff. Female staffs are often unable or unwilling to take up rural postings away from their families and spouses, and many petition senior staffs to have their postings changed or threaten to resign if they are not given their preferred postings.

162.   Given these pressures, it is not surprising that there are reports of geographical and skills mix imbalances and staffing shortages in rural and remote areas. More senior staffs are in a better position to negotiate postings. By contrast, newly qualified teachers and health workers have less leverage, and as a result it is often these more junior and inexperienced staff who are posted to the rural and remote areas.[42] The absence of accurate and up-to-date HR information, including basic data on staffing levels, vacancies and time in post, also constrains effective staff deployment.

163.   The DOSH has a Posting Committee, comprising the Director of Health Services, Chief PHO, CNO, Chief of Pharmacy, the Director of Planning and the HRH focal person from the HRH Unit, which is responsible for the deployment of health workers. However, in practice it is often the heads of professions who undertake the actual deployment of the specific cadres. For example, the CNO deploys nurses, midwives and nurse tutors, and the PPHO deploys public health officers. The DOSH does not have an official posting policy and reportedly health workers are not familiar with posting procedures and often perceive a rural posting as a punishment.

164.   Health sector reports indicate that there are staff imbalances between rural and urban areas, between tertiary and primary health levels and between public and private providers. In 2005, 45 percent of the total public and private health workforce were employed in the four hospitals; 25 percent were in the regions; 26 percent in the private sector, and 4 percent were at the central level.[43] Staffs in the DOSH reported that the RVTH is one of the preferred locations in the public sector because it provides a more attractive package of salaries and allowances. There are also skills mix imbalances at the subnational levels; in 2005, over 50 percent of health workers at the sub-national levels were support staff.[44] This could be as a result of the ineffective posting procedures combined with inadequate production of the required health workers and an outdated establishment.

165.   The DOSE has a Posting Policy (2002) which sets out the criteria and procedures for the deployment of teachers. The Posting Committee, comprised of representatives from the central directorates, receives annual staffing requirements from the regional offices and conducts an annual posting exercise. Regional offices are expected to conduct an annual staffing assessment and prepare a schedule of regional postings. These are

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[42] DOSE Posting Policy, 2002.
[43] Department of State for Health and Social Welfare (2005) Human Resources for Health Staffing Norms for the different levels of service delivery in the Gambia. Third Version
[44] Department of State for Health and Social Welfare (2005) Human Resources for Health. Updated Situational Analysis Report. Second version. Draft Report

reviewed and verified by the Posting Committee and an annual Posting Schedule is produced of the school year.

166.   Teachers are posted to the regions and then to specific schools by the Regional Education Officers. DOSE covers the teachers' transport costs. According to the 2002 Posting Policy, the Regional Education Officers, in consultation with the Chairman of the Posting Committee, have the authority to transfer and redeploy teachers within their regions when necessary. There continues to be problems with staffing imbalances, reflecting the lack of information on regional staffing, such as on abscondments, transfers and deaths. Such information is not regularly collected and submitted to headquarters.

167.   **Promotion.** Both sectors report that promotion procedures are slow and seniority rather than merit is often the main criterion for selection in the absence of a functioning performance management system. Both DOSE and the DOSH acknowledge that this is not the best approach and would like to introduce a system that enables them to promote staff on merit. The lack of career progression and career advancement opportunities are considered key factors contributing to the high attrition rates in both sectors.[45]

168.   Reportedly there are many teachers and health workers who are "eligible" for promotion but who have been on the same grade for most of their working life. Some of the reasons given for this are weak and inequitable promotion procedures and the fact that there is a very limited number of positions available at the higher levels. It is unclear how "eligibility" for promotion is determined in the absence of adequate systems to appraise performance and assess potential for promotion to a higher level job. Promotion is often perceived as an entitlement given that it is considered the only route to improved pay; staffs may feel that they should be automatically promoted once they have achieved the specified qualifications and the required length of service as set out in the schemes of service. If this is the case and the promotion is not forthcoming, it would be a key factor in staff demotivation and attrition.

169.   Most promotions in DOSH and DOSH are filled internally from candidates recommended by a senior staff member. Promotions are usually not advertised. However, the high number of vacant positions at grades 7 and above prompted DOSE in 2007 to advertise over 400 vacant posts for which all qualified teachers (grade 6 and below) were also invited to apply. It was felt that advertising would give all the qualified teachers "eligible" for promotion an equal chance to be promoted. The DOSE HR Directorate identified the vacant positions and provided PMO with the relevant information to advertise the positions. Reportedly between 4,000 and 5,000 teachers applied, and a DOSE Shortlisting Committee, comprising staffs from headquarters and the regions, is currently developing a shortlist of candidates for interview. According to the HR Director, the following criteria will be considered in the shortlisting of candidates: specific qualifications as set out in the schemes of service; length of service; length of time since last promotion; performance; and length of time in an acting position. Recommendations from the Regional Directors will also be considered. Sixty three

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[45] PMO (2005) Strategy for Improving Recruitment and Reducing Attrition in the Civil Service in The Gambia

percent of the vacancies are in grade seven, twenty six percent grade eight, and the remaining eleven percent in grades nine and ten.

Table 23: Advertised Vacancies in Basic Schools (2007)

Position	No. of vacancies	Grade	Regions
Deputy Headmaster A	76	7 (upper)	2,4,5, 6
Senior Master A	86	7 (lower)	3, 4, 5, 6
Senior Master B	41	7	1,2,3,4,5, 6
Deputy Head Master I	23	7	1,2,3,4,5, 6
Senior Master I	31	7 (lower)	2,3,4,5, 6
Senior Master II	26	7	1, 2
Headmaster A	42	8	2,3,5, 6
Deputy Headmaster B	3	8	5, 6
Senior Master C	38	8	1, 4, 5, 6
Head Master I	4	8	4
Deputy Head Master II	2	8	3, 4
Senior Master III	29	8	1,2,3,4,5, 6
Headmaster B	16	9	3, 5, 6
Deputy Head Master/Mistress C	5	9	2
Head Master II	2	9	2
Deputy Headmaster	3	9	3, 4
Head Master C	11	10	1, 2, 5
Headmaster III	5	10	2, 4
Total	**443**		

170.   In the absence of performance management information, the scheme of service is the only reference for recruitment and promotion decisions. There are schemes of service for teachers, education officers and the key health cadres such as doctors, nurses, pharmacists, radiologists, laboratory personnel and public health officers. The scheme of service for the nursing cadres was recently revised to address changes in nursing education and provide career pathways for specialist nurses and nurse tutors. The scheme of service for teachers and education officers is currently being revised.

171.   The scheme of service set out the general responsibilities and the type of formal and informal training required for each job within a particular cadre and the qualifications and experience required for career progression. Individuals can progress up the grades after undergoing a minimum period of service in each grade, typically three years, and after acquiring a specific qualification. However, the schemes for the health cadres note that "promotion is based on merit" and that the "acquisition of the qualifications does not lead to automatic promotion.'' It is further stated that "promotion depends on i) the existence of a vacancy in the higher grade, and ii) on the decision of the PMO that the officer is in every respect suitable for promotion."[46] According to those consulted, this is difficult to achieve given the absence of mechanisms and procedures to ensure that merit is the key criterion in promotion decisions.

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[46] Scheme of Service for the Nursing Officer Cadre; Pharmacist Sub-Cadre; Public Health Cadre; and Radiologist Sub-Cadre

172.   As noted earlier, there are limited career advancement opportunities for teachers and health workers given the small number of positions at the higher grades. Many teachers and health workers reach the maximum of their salary grade without obtaining a promotion, and this may be contributing to the high attrition rates reported in the sectors. In addition, many of the senior level positions, grades 9 to 12, available in the health sector are in headquarters and the hospitals, and therefore staffs have to leave the primary health care levels or clinical practice. This could be contributing to the staffing imbalances.

173.   Teachers and health workers enter the service at different points in the grading structure despite having the same number of years of training. For example, the starting grade for a State Enrolled Nurse after two years of college training is grade 4, while those in Education with a similar number of years of education enter at grade 6. Similarly, a State Registered Nurse enters at grade six after three years of professional training, while those in Education start at grade 7.

174.   **Retention and Attrition.** Retaining staff is a major challenge for both sectors, particularly professional and managerial cadres. Unfortunately, both DOSH and DOSE have few data on retention and attrition rates. One of the reasons for this is the absence of robust HR information systems in the sectors to monitor and capture staff levels and movements. Both DOSH and DOSE reported that school and health facility managers at district and regional levels are not reporting losses in a timely manner. However, with both sectors planning to maintain and update the data collected through the recent headcount, attrition data should be more readily available. The HR staffs consulted in both sectors estimated that the annual attrition rate for health and education is between 3 to 5 percent.

175.   The DOSE HR Directorate has recently begun to collect and analyze data on transfers, deaths, resignations, early retirement and abscondment. Preliminary findings indicate that early retirement and abscondment are the key causes of attrition. Early retirement is a big incentive for teachers to leave the service as they receive their pension and other terminal benefits and can then seek reemployment on a fixed term contract at a lower grade.

176.   The attrition of health and education professionals is mainly due to internal migration to international and local NGOs and the private sector, and international migration to countries in the region, the UK and the US. A 2002 study on attrition in the health sector reported that over a 10 year period 573 health workers, mostly nurses and public health officers, had left the public health sector.[47] Even the subvented institutions, who reportedly offer more attractive salaries and allowances, have problems retaining professional staffs. The Royal Victoria Teaching Hospital reported that between 2003 and 2005 approximately 470 nurses (270 SRNs and 200 SENs) left the hospital, a very significant amount considering that the sector is only producing 150 nurses per annum.[48]

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[47] Department of State for Health and Social Welfare (2005) Human Resources for Health Staffing Norms for the different levels of service delivery in the Gambia. Third Version
[48] Royal Victoria Teaching Hospital 2005 Annual Report

There is high attrition among secondary teachers with many leaving to work overseas or in private schools in The Gambia. To cover the personnel gap, approximately 70 percent of secondary teachers are non-Gambian, while the majority of doctors in the public health sector and lecturers in RVTH are expatriates.

177.   Based on individual interviews and the Staff Survey, it appears that the main factors contributing to staff attrition are: poor pay, allowances and incentives; poor working conditions, especially in the rural areas; inadequate housing; poor communications; limited career advancement and training opportunities; and ineffective and inequitable posting and transfer practices.

178.   DOSH and DOSE are using a range of allowances and incentives in order to attract and retain staff: rural posting allowances; at-risk allowances; hardship allowances, on call duty allowances, responsibility allowances; provincial allowances; and housing allowance. DOSE reports that the use of hardship allowances, ranging from 20 to 40 percent of the salary, has been successful in attracting and retaining teachers in lower basic schools in rural and remote areas. However, these allowances are funded through the Education-for-All Fast Track Initiative for five years only and will need to be absorbed by the Government in order to maintain the current retention rates. In the 2007 Payroll and Estimates of Revenue and Expenditure, there is a new hardship allowance and significant increases in the housing, risk and provincial allowances for health workers at regional and subregional levels.

179.   Other strategies used by the sectors to mitigate attrition and improve retention include: training and recruiting lower level health workers, such Nurse Attendants, SENs at RVTH that have less marketable skills and are easier to retain; employing retirees on fixed term contracts; accelerated nurse and teacher training to increase production and replace those lost to attrition. Unfortunately, the lack of data made it impossible to determine whether these strategies are having the desired impact on attrition. Expatriates, such as Nigerians, Cubans and Egyptians, have been recruited to fill the gap in doctors, lecturers, nurses, and primary and secondary teachers.

180.   Developing targeted and differentiated retention strategies and practices will ensure that those cadres and groups that have critical and scarce skills and experience are attracted and retained. For example, a different range of incentives should be offered to professional and managerial cadres who have marketable skills and will be more likely to leave, than those offered to lower level staff who are easier to attract and retain.

181.   The key to keeping these staff is first of all to provide remuneration at least closer to the salaries paid in similar jobs outside the civil service, and second to give them jobs that will provide satisfaction. Some staffs indicated that they did not use the enhanced skills obtained through training, which leads to lower job satisfaction.

182.   **Training and Professional Development.** As indicated earlier, the training budget for the civil service is small and benefits very few staff due to its emphasis on costly overseas training. In theory, graduates are eligible for training after three years of

service and are afterwards bonded for the equivalent of the study period. However, it is not clear whether the bond is enforced, who is responsible for its enforcement and how this and other training issues are coordinated by the sectors and the PMO. DOSE reported that it has problems enforcing the conditions of the bond and often fails to retain the staffs trained because the PMO is responsible for the bonding agreement. Much of the training that takes place in the DOSE and the DOSH is funded by donors, and there is little information available on how this training is coordinated and managed within the sectors.

183. The Principal HRD officer in the HRH Unit in DOSH is responsible for coordinating training and development in the sector. However, there are few coordinating mechanisms in place, the fellowship committee is not currently functioning, there is no sector-wide training plan, and there are no formal training guidelines or procedures for the sector. The management of training awards and the selection process in particular is perceived to be inequitable and lacking in transparency.[49] Each of the technical programs develops and implements its own training plans and there is reportedly a significant amount of in-service training and continuous professional development for the professional and technical cadres. However, it was noted that the managerial capacity of the Regional Health Management Teams could be strengthened, particularly in the area of HR management.

184. DOSE has developed an internal training plan and training guidelines, covering training needs assessment, selection, bonding and criteria, that are aligned with the Education Sector Strategic Plan for 2006 to 2015. Training is expected to address the performance gaps identified in the Strategic Plan and meet the priority needs of the sector. A training committee has been established and includes the PS and all the Directors. Some of the training related objectives in the Education Sector Strategic Plan include strengthening in-service training and CPD for teachers at regional and local levels and improving the management capacity of head teachers who were promoted on seniority.[50]

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[49] Department of State for Health and Social Welfare (2005) Human Resources for Health. Updated Situational Analysis Report. Second version. Draft Report
[50] Department of State for Education (2006) Education Sector Strategic Plan 2006-2015 p.19 and p.85

V.   SUMMARY OF MAJOR FINDINGS AND NEXT STEPS

185.   This final chapter summarizes the major findings of the report and proposes next steps and options to consider for the civil service reform strategy to be prepared by the Government.

186.   The major findings of the assessment of the **overall capacity of the civil service** are:

- The Gambia ranks low on the World Bank Institute's governance indicator on government effectiveness, mainly due to the low capacity in the public sector, the lack of independence of the legislature and the judiciary, persistent structural problems in the groundnut sector where the Government maintains a significant presence, and the lack of transparency and access to information on public services.

- An overall capacity assessment of civil service highlighted the following shortcomings: (i) the Government lacks dedicated policy-making capacity and there are few personnel qualified in policy and planning skills; (ii) qualified staffs are difficult to recruit and retain, and the high rates of dismissals and transfers discourage the best professionals; (iii) effective human resource management is undermined by the lack of comprehensive and up-to-date data, and an appraisal system which provides the basis for performance based promotions.

- The policy-making and budget formulation process can be improved by: (i) involving the Cabinet in budget formulation at earlier stages; (ii) strengthening the policy advisory and coordination units of the Cabinet and the Office of the President; and (iii) expanding policy preparation capacity of Departments of State.

- There has been a serious decline of professional and managerial staffs (grades 8 to 12), while the semiskilled and unskilled (grade 1 and parts of the fixed grade) have been significantly over-recruited.

- Preliminary data indicate that aggregate attrition rates do not seem to be unusually high, but anecdotal evidence suggests that it disproportionately affects key cadres such as teachers, doctors, nurses, accountants and IT professionals.

187.   The analysis of **salaries and benefits** indicates that:

- An increase in salaries is a top priority, both to provide a living wage for those at the bottom of the salary scale and to make it easier to retain and motivate professional staffs.

- The size of the civil service and the total wage bill (4.6 percent of GDP in 2007) are relatively low compared to other countries, and there is some fiscal space for their increase.

- Pay rates need to be geared more closely to the market. A differentiated approach would target key pressure points where recruitment and retention of staffs are most problematic. Solutions that could be considered include fixed contracts and job family structures.

- Special consideration should be given immediately to the problems in recruiting, motivating and retaining skilled professionals whose salaries outside the civil service, even in parastatals and some subvented agencies, are far higher than within the civil service.

- A three-year pay reform strategy could increase salaries of professional grades 6 to12 by two to three times, essentially to equivalent levels in public enterprises, and double the lower grades, while only increasing the wage bill from 4.8 percent to 6.5 to 7.0 per cent of GDP. The larger increases for professional staffs would address their higher market differentials and the resulting greater difficulties in their recruitment and retention.

- Systems for restoring horizontal pay equity need to be reestablished. Overhauling schemes of service must be an integral part of this reform.

- Pay in the Gambian civil service cannot be reformed simply by increasing pay levels. And short-term across the board pay increases will reduce the fiscal space needed to reform the system as a whole.

- There are several possible reforms to consider for addressing the shortcomings of the current pension system, and the fiscal costs of a combination of these reforms appear to be reasonable: (i) moving from a non-contributory to a contributory scheme; (ii) introducing automatic price indexation; (iii) providing a one-tiime increase of current benefits up to the poverty line; (iv) revising commutation factors to make them actuarially fair; (v) increasing the averaging period for the reference wage calculations; and (vi) periodic increases to the retirement age.

188.   The major findings of **human resource management** are:

- The **Civil Service Survey** indicate that making HR management effective depends on first improving salaries and benefits, given that compensation was the most important concern of civil servants.

- Civil servants seek out training because it enhances their prospects of promotion. They desire promotion mainly because it enables them to obtain a higher salary. Greater job responsibilities and higher status are less important factors.

- Many respondents of the Civil Service Survey acknowledged that corruption in the civil service is a serious problem.

- The **legal and regulatory framework** which governs the management of the civil service is outdated

- Concrete policy guidance in the law on matters of human resource management is lacking.

- With regards to the **institutional arrangement,** the PMO's present role is predominantly operational, with an emphasis on performing personnel administration, solving problems in departments and ensuring that procedures are followed. This work occupies a majority of the time of senior as well as junior staffs. As a result, strategic functions, such as formulating HR policies and designing improved systems, are not being carried out.

- The PMO currently lacks skills to perform a more strategic role, as well as some of the key traditional management services activities such as job evaluation, reviewing schemes of services and staff inspection.

- The PSC is currently acting as an executive rather than a regulatory body. The Commissioners devote their time on managing individual appointments exercises, rather than overseeing and monitoring how departments and agencies carry out these transactions.

- Establishment control does not appear to be effective, since staff-in-post in both the fixed grade and grade 1 exceeds establishments by a large margin.

- Human resource planning is short-term and incremental, and constrained by the lack of accurate information on current staffing.

- Job descriptions which define clearly the main accountabilities of a job and the person requirements do not presently exist.

- The present computerized HR database housed in PMO has limitations, but there is a plan is to develop an integrated personnel and payroll system within IFMIS.

- In terms of **HR policies and processes**, promotions are still based largely on seniority, although the President and the PSC have recently signaled the intention to select on merit. This will require the introduction of competitive selection, as well as new appraisal and assessment instruments.

- More vacant posts are now being advertised and filled competitively, rather than through internal promotion, at the insistence of the new PSC. This decision has been taken in response to the dearth of suitably qualified internal candidates recommended for promotion by Departments.

- In the absence of new selection tools to underpin the merit principle, there is a risk that favoritism and nepotism will enter promotion decisions. In the short-term, therefore, it may be practical to retain seniority as a criterion.

- There is no functioning performance appraisal system for the civil service. However, DOSE is in the process of introducing a performance management system which will measure performance targets derived from the strategic plan, interpersonal skills, administrative compliance and personal development. The GRA is also developing a personnel assessment system. Such systems could serve as a pilot scheme for the civil service as a whole.

- There is an excessive reliance on overseas training, especially postgraduate qualifications, on which almost 90 percent of PMO's training budget is spent. Overseas training fuels attrition because people return with highly marketable skills to be headhunted by public enterprises and private companies.

- There is little investment in practical job-related training conducted locally. Virtually no management training has been undertaken since 2005 even though the completion of management development courses at the MDI are requirements for progression in many schemes of service.

- There seems to be an unusually large number of dismissals and transfers, many of which have not followed a fair and due process.

- With respect to **HR management in Education and Health**, the recruitment of staffs directly from the training institutions is helping to ensure that there is a regular supply and timely and efficient flow of staffs into the sector.

- PMO and PSC recruitment procedures are slow and unwieldy and it can take three to six months to fill a vacancy.

- The fragmentation of HRM in DOSH constrains strategic and coordinated approaches and is contributing to an unbalanced distribution of the health workforce.

- The establishments are outdated and are not adequately meeting current staffing requirements and service needs.

- The schemes of service for teachers and health workers in their current forms do not facilitate and promote performance improvement or professional and career development.

- The absence of reliable and up-to-date HR information, particularly on staffing levels and movements, constrains the effective planning and distribution of the workforce and contributes to staffing and skills mix imbalances.

- Successful retention strategies funded by donors, such as the DOSE's use of hardship allowances to attract and retain teachers in rural and remote areas, will need to be institutionalized and supported by the Government.

- Effective pay and compensation systems are required to attract and retain professional staffs with scarce and highly marketable skills

- Critical posts need to be made more attractive and targeted by cadre, age group, gender and other characteristics.

- There is a diverse range of factors, such as working conditions, career development opportunities, communications, housing as well as pay, contributing to the high attrition rates, and these can only be addressed comprehensively through a civil service wide approach

189.   **Next Steps**. Once this report has been reviewed and finalized, it is recommended that the Government establish a full-time team that would take responsibility for preparing a civil service reform and capacity building strategy. The team should have strong reporting relationships with both the Department of State for Finance and Economic Affairs (DOSFEA) and the Personnel Management Office (PMO), and maintain strong linkages with the key service delivery departments. Ideally, the size of the team should be limited to four to five multisectoral staffs, and their roles should evolve over time from drafting the reforms to coordinating their implementation. The strategy should be developed through comprehensive stakeholder consultations.

190.   Upon approval of the strategy by the Government, the team would prepare a plan to implement the strategy. Donors could fund technical assistance to augment the capacity of the reform team, and they could work with the Government to prepare a program of long term support for the implementation of the strategy through a coordinated sector-wide approach.

191.   The purpose of this report was to provide an analytical basis for the forthcoming civil service reform strategy and plan. It was not meant to be prescriptive regarding the content of the strategy. However, discussions on the major findings of the report suggest that the following measures could be considered for the civil service reform strategy. In order to move forward and initiate steps to revitalize the civil service, there is a need for a compact between the political leadership and the civil service involving improved remuneration and job security in exchange for better performance.

SHORT TERM ACTIONS (WITHIN ONE YEAR)

- Increase staff salaries in line with the recommendations of the Technical Committee and introduce an automatic cost-of-living adjustment.

- Establish a special fund, for example for 50 million dalasis (US$ 2 million equivalent), to provide market supplements for scare technical, professional and

managerial positions, which are particularly difficult to recruit and retain, up to the same pay level as in the subvented agencies. The fund should be used as a temporary measure until regular salaries and allowances are gradually brought in line with the subvented agencies.

- Prepare a medium term pay reform strategy along the lines discussed by the Technical Committee. Once implemented, the payments from the Special Fund would be phased out.

- Prepare a detailed pension reform strategy, based on the analysis of the pension reform study.

- Institutionalize and adequately fund hardship allowances for rural deployment of key personnel of line departments, particularly Health and Education.

- Develop transparent selection criteria for promotion and new appointments, as a building block towards the development of an effective performance appraisal system in the medium term.

- Make the dismissal and disciplinary processes more transparent and fair by developing and enforcing a transparent due process system.

- Improve the arrangements for PMO and Finance to work together to manage the wage bill.

- Build core capacity of PMO to prepare for its more strategic role envisioned in the medium term.

- Introduce effective payroll and establishment controls, which can be done before full implementation of IFMIS.

- Develop a civil service training policy.

- End the Government funding of training abroad for the very few, and replace it with locally based training for a larger number of staffs.

MEDIUM TERM ACTIONS (TWO TO FIVE YEARS)

- Conduct functional reviews leading to the preparation of ministerial strategies linked to national priorities in the PRSP and the planned MTEF. The functional reviews should build on existing sector strategies. They should be used to determine organizational objectives and the systematic evidence that would be needed to judge whether and how effectively these objectives are being met.

- Develop effective performance appraisal tools and phase out seniority as a basis for promotions.

- Overhaul job descriptions, schemes of service and grading structure in line with the new structures.

- Implement the pension reform strategy developed in year one.
- Revise the law so that the PSC can have a more regulatory role and focus its recruitment role on senior staffs.

- Change PMO's role to focus on HR policy-making and monitoring the implementation of policies.

- As capacity is developed, gradually decentralize hiring of all but the highest grade staffs to the line ministries.

- Integrate HRIS and the payroll system.

- Implement structural reforms before any large scale training. Otherwise, training could have limited impact and probably exacerbate recruitment and attrition problems.

- In line with the "new look" of the civil service, build local training capacity and allocate more resources to on-the-job and locally based training.

- Strengthen the policy advisory capacity in the Offices of the President and the Secretary General.

- Apply a more strategic and coordinated approach to human resources management in Education and Health, particularly with regards to regional staff deployment.

Annex I: References

Department of State for Education (2006) Education Sector Strategic Plan 2006-2015 (2007)

Department of State for Education (2002) Teachers Posting Policy

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Department of State for Health and Social Welfare (2004) Human Resources for Health Situational Analysis Report. Third version

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Department of State for Health & Social Welfare (undated) Scheme of Service for the Nursing Officer Cadre; Pharmacist Sub-Cadre; Public Health Cadre; and Radiologist Sub-Cadre

Royal Victoria Teaching Hospital (2004) Strategy Plan 2005

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Royal Victoria Teaching Hospital Act 2006

Annex II: Number of Staffs in the Public Service and Subvented Agencies

Department of State	Number of Staffs	Percentage
General Administration	**1,641**	**8.4**
Office of the President	723	3.7
National Assembly	100	0.5
Public Service Commission	17	0.1
Tourism and Culture	42	0.2
Foreign Affairs	97	0.5
Justice	63	0.3
Finance and Economic Affairs	187	1.0
Local Government and Lands	412	2.1
Uniformed Services	**7,316**	**37.8**
Defense	2,849	14.7
Interior	4,467	23.1
Economic Services	**911**	**4.6**
Agriculture	41	0.2
Works and Infrastructure	182	0.9
Trade, Industry and Employment	109	0.6
Forestry and Environment	232	1.2
Commerce, Information and Technology	48	0.2
Fisheries and Water	299	1.5
Social Services	**9,455**	**49.0**
Education	7,689	39.8
Health and Social Welfare	1,712	8.9
Youth, Sports, and Religion	38	0.2
Tertiary and Higher Education	16	0.1
Total	**19,323**	**100**

Source: July 2007 IFMIS payroll. This does not include staffs in subvented agencies.

Subvented Agency	Number of Staffs	Percentage
Referral Hospitals	**1,487**	**36.4**
Bansang Hospital	224	5.5
AFPRC Hospital	308	7.5
Suayman J Hospital	179	4.4
Royal Victoria Hospital	776	19.0
Schools	**1,645**	**40.3**
Senior Secondary Schools	672	16.5
Upper Basic Schools	973	23.8
Other Agencies	**950**	**23.3**
National Agricultural Development Agency (NADA)	542	13.3
Gambia Revenue Authority (GRA)	408	10.0
Total	**4082**	**100.0**

Source: PMO, September 2007

Annex III: Subvented Agency, Parastatal and Private Sector Salaries

Organization	Position	Grade	Basic Salary	Quals	Allowances						
					Professional	Housing	Responsibility	Transport	Other	Other	
NGO	Driver		39588					1680			
NGO	Secretary		108276					1905			
NGO	HR Manager		117192	B Sc			5906	2953			
NGO	Fin Controller		177192	AAT 3			5906	2953			
NGO	Pol and Budg Anal		214200	MBA			7140	3570			
NGO	Accts Clerk		54000	AAT				1600			
Parastatal	Accountant	IIE Base	60300	AAT	12000	4800		24000			
Parastatal	Engineer	IIE Base	60300	C&G	12000	4800		24000			
Parastatal	Systems Admin	IIE Base	60300	Dip C	12000	4800		24000			
Parastatal	Technicain	IIIG Base	29700	C&G		4800		12000			
Parastatal	Computer Operator	IVH Base	19800	Certs		4800		12000			
Parastatal	Lawyer	IID	84488	LLB	21000	4800	26000	36000	9000		
Clinic	Radiographer		6300				500	500			per month?
Clinic	Lab Technician		7300				1000	500			pm
Clinic	SRN Midwife		4000				600	500			pm
Clinic	Nurse Attendant		1200				600	500			pm
Clinic	Snr Midwife		3500				600	500			pm
Clinic	Orderly		800					500			pm
Clinic	CHN Midwife		3000	CHN			600	500			pm
Clinic	CHN Staff Nurse		2185-2800	CHN							
Clinic	Auxilliary		875-1250	CHN							
Bank	Cashier		60,000								
Medical	Nurse		44712	EN		750 (perf)		1000	1500 (bonus)		
Medical	Reg Nurse		59616	RN		750		1000	1500		
Medical	Pharmacist		144000	B Sc FPCP				2500	1500		
Bank	Manager, Finance	V	173052	ACCA		60568	750	41715	43263 (util)		
Central Bank	Snr manager	12	142000								
Central Bank	Deputy Director	11	126000		1750-2500			3750			
Central Bank	Accountant	8	78490	BA	1750			4500			
Central Bank	Princ Acct	10	109000								
Central Bank	Snr Acct	9	93000								
School	Principal	9.8	70334	Grad		33600	14400	25800			
School	Vice	8.6	57405	Grad		16800	12000	14400			
School	Fin Officer	8.5	56016	AAT		16800	12000	15600			
School	Snr master	6.8	42546	Grad		7200	15120	12960			
School	Snr teacher	5.8	35245	Grad		13440	6000	10080			
School	Teacher	4.6	27468	Grad		13440		10080			
School	Teacher	4.1	24444	Grad		13440		10080			
School	Stores	4.8	28677			13440		10080			
School	Secretary	3.8	20412			13440		10080			
School	IT Teacher	5.7	34405	Grad		13440		10080			
School	Cashier	4.3	25665	AAT		13440	4880	10080			
Clinic	SRN Nurse		4200-4300	SRN				100	150-400		
Bank	Head IT	DM	283937	BSc, etc		147342		55345	75000	6250	
Bank	Banking officer II		50700	BSc		327240		42352		4225	
Bank	Manager	2	384376	BA		199330		63711		11200	
Parastatal	Accountant	D9	71760	ACCA	?	?	?	?			
Parastatal	Accountant/Engineer		124992	Grad		40000		30000			
Parastatal	Accountant	V	100602	ACCA	30180	25150	15090	9000			
Parastatal	Admin Assistant	IVH Base	66816			16704		9000			
NGO	Accountant		59631	AAT 2		2000		500			
NGO	Secretary		35132	ICN Dip		1500		300			
NGO	Ass Coord		67977	PTC		2000		500			
NGO	Prog Officer		61805	Grad		2000		500			
School	Teacher	2 to 4	41780-44800	TC/HTC	1939-2278	920		690			
School	Snr Teacher	5	55000		2827	1035	288	748			
School	Principal		89387		5005	1553	690	1800	863		
School	Accountant	4.1	77939	AAT	3900	1035	288	1800			
School	Grad teacher	9 to 10	67800-94692	Masters		24000	24000	30000		loans	
School	Grad teacher	8	54348-67788	BA		15000	12000	15000			
School	HTC teacher	7 to 8	38628-67788	HTC		12000	12000	12000			
School	PTC teacher	5 to 6	23904-38616	PTC		12000	12000	12000			
School	Accountant	10.8	94692	AAT III	24000	18000	30000	36000			

Annex IV: Parastatal Salary Scales, 2006
Scale A

PROPOSED PAY SCALE (A)									
CATEGORY III									
Category	Base year	1	2	3	4	5	6	7	8
Managing Director						128,909	129,941	130,973	132,000
Deputy Managing Director	123,750	124,782	125,814	126,845	127,877				
Line Directors	99,000	101,970	104,940	107,910	110,880	113,850	116,820	119,790	122,760
Senior Managers	76,560	79,159	81,759	84,358	86,957	89,557	92,156	94,755	97,350
Managers	60,720	62,577	64,434	66,290	68,147	70,004	71,861	73,718	75,570
Middle Managers	44,220	46,077	47,934	49,790	51,647	53,504	55,361	57,218	59,070
Supervisors	31,680	33,165	34,650	36,135	37,620	39,105	40,590	42,075	43,560
Support Staff I	21,780	22,894	24,009	25,123	26,237	27,352	28,466	29,580	30,690
Support Staff II	14,520	15,263	16,005	16,748	17,490	18,233	18,975	19,718	20,460
Support Staff III	11,220	11,592	11,964	12,335	12,707	13,079	13,451	13,823	14,190

Scale B

PROPOSED PAY SCALE (B)									
CATEGORY II									
Category	Base year	1	2	3	4	5	6	7	8
Managing Director						150,940	151,878	152,816	153,754
Deputy Managing Director	146,250	147,188	148,126	149,064	150,002				
Line Directors	117,000	119,700	122,400	125,100	127,800	130,500	133,200	135,900	138,600
Senior Managers	90,480	92,843	95,206	97,569	99,932	102,295	104,658	107,021	109,384
Managers	71,760	73,448	75,136	76,824	78,512	80,200	81,888	83,576	85,264
Middle Managers	52,260	53,948	55,636	57,324	59,012	60,700	62,388	64,076	65,764
Supervisors	37,440	38,790	40,140	41,490	42,840	44,190	45,540	46,890	48,240
Support Staff I	25,740	26,753	27,766	28,779	29,792	30,805	31,818	32,831	33,844
Support Staff II	17,160	17,835	18,510	19,185	19,860	20,535	21,210	21,885	22,560
Support Staff III	13,260	13,598	13,936	14,274	14,612	14,950	15,288	15,626	15,964

Scale C

CATEGORY I									
Category	Base year	1	2	3	4	5	6	7	8
Managing Director						173,440	174,378	175,316	176,254
Deputy Managing Director	168,750	169,688	170,626	171,564	172,502				
Line Directors	135,000	137,700	140,400	143,100	145,800	148,500	151,200	153,900	156,600
Senior Managers	104,400	106,763	109,126	111,489	113,852	116,215	118,578	120,941	123,304
Managers	82,800	84,488	86,176	87,864	89,552	91,240	92,928	94,616	96,304
Middle Managers	60,300	61,988	63,676	65,364	67,052	68,740	70,428	72,116	73,804
Supervisors	43,200	44,550	45,900	47,250	48,600	49,950	51,300	52,650	54,000
Support Staff I	29,700	30,713	31,726	32,739	33,752	34,765	35,778	36,791	37,804
Support Staff II	19,800	20,475	21,150	21,825	22,500	23,175	23,850	24,525	25,200
Support Staff III	15,300	15,638	15,976	16,314	16,652	16,990	17,328	17,666	18,004

Annex V: Salaries and Allowance, 2008 Budget

	2006BUD	2007BUD	2008PROJ
211101 Basic salary	366,810	393,835	413,527
211102 Salaries of Accounting Aids	134	164	172
211103 Salaries of Seyfolus and staff	2,367	4,750	4,988
211105 Salaries of unqualified teachers	8,718	9,590	10,070
211106 Salaries Special Services	6,945	8,577	9,006
211111 Wages	7,789	8,370	8,789
211113 Wages of health labour	123	123	129
211114 Contingency - Basic Salary & Wages	38,498	20,498	21,318
211115 Contingency - Subventions Payroll	4,247	4,247	4,417
211116 Contingency - Grant in Aid Payroll	6,504	4,364	4,539
211117 Contingency - Pensions	3,000	3,000	3,120
211120 Allowances Special Services	5,356	6,083	6,387
211146 Allowances	108,801	151,700	159,285
251111 Subvention to UNESCO Commission - PE	383	414	435
251129 Subvention to GTTI - PE	5,084	5,592	5,872
251130 Grant in Aid to National Library - PE	532	579	608
251132 Subvention to Upper Basic Education Institutions - PE	25,205	23,859	25,052
251136 Subvention to University of the Gambia - PE	6,500	7,954	8,352
251137 Subvention to Senior Secondary Schools - PE	21,183	25,958	27,256
251172 Subvention to Gambia College - PE	6,152	5,762	6,050
251173 Subvention to Jammeh Foundation for Peace Hospital - PE	0	524	550
251174 Subvention to Royal Victoria Hospital - PE	0	25,249	26,511
251175 Subvention to Bansang Hospital - PE	0	7,238	7,600
251176 Subvention to AFPRC Hospital - PE	0	7,120	7,476
251177 Subvention to Sulayman Junkung Hospital - PE	0	3,231	3,393
251178 Subvention to Sheikh Zayed Regional Eye Care Centre - PE	0	685	719
251179 Subvention to Riders for Health - PE	0	3,000	3,150
251180 Subvention to Serrekunda Hospital - PE	0	1,350	1,418
	624,331	733,816	770,186

Annex VI: Results of the Civil Service Survey

A.   EMPLOYEE SATISFACTION

Please identify how important to you personally are the following factors in an IDEAL job? Please tick (√) the appropriate box

	Factor	Very Important	Important	Of some importance	Of little or no importance	Not sure
1	A reasonable salary for the work you do	90%	6%	3%	1%	
2	Good employment benefits	87%	12%	2%	0%	
3	A pleasant (clean, spacious, well-lit etc.) working environment	78%	21%	2%	0%	
4	Having colleagues you respect and who take their work seriously	73%	26%	2%	0%	
5	Challenging work that gives you a sense of accomplishment	66%	33%	2%	0%	
6	Reasonable working hours	47%	42%	10%	2%	
7	Having interesting and varied work to do	54%	34%	10%	2%	
8	A good pension	91%	4%	5%	1%	
9	Knowing you can keep your job until you retire	55%	22%	13%	5%	
10	Receiving honest feedback on how well/badly you are performing	67%	29%	5%	0%	
11	Supervisors who empower you to take responsibility for decisions and actions	50%	40%	8%	2%	
12	Having supervisors who encourage you to express your ideas and views	66%	30%	3%	1%	
13	Doing the work you do best on a regular basis	45%	34%	15%	6%	
14	Training opportunities to improve existing skills and learn new skills	93%	5%	2%	1%	
15	Being able to control and manage your workload	67%	31%	0%	2%	
16	Having equipment, tools and resources to do your job well	85%	13%	2%	0%	
17	Having colleagues who are friendly and easy to work with	51%	36%	11%	2%	
18	Knowing what you are expected to do and achieve at work	62%	32%	6%	0%	
19	Having supervisors who recognize and praise good work	55%	33%	9%	2%	
20	Freedom to decide how you plan and carry out your work	39%	44%	13%	4%	

	Factor	Very Important	Important	Of some importance	Of little or no importance	Not sure
21	Opportunities for promotion and career development	91%	9%	1%	0%	

To what extent are these same factors present in your CURRENT job? Please tick (√) the appropriate box

	Factor	Fully Present	Present to a large extent	Present to some extent	Present to a limited extent or not at all	Not sure
1	A reasonable salary for the work you do	24%	10%	34%	33%	Priority 1
2	Good employment benefits	23%	17%	29%	31%	Priority 2
3	A pleasant (clean, spacious, well-lit etc.) working environment	28%	26%	37%	9%	
4	Having colleagues you respect and who take their work seriously	37%	32%	27%	5%	
5	Challenging work that gives you a sense of accomplishment	39%	29%	27%	5%	
6	Reasonable working hours	54%	28%	16%	2%	
7	Having interesting and varied work to do	40%	26%	29%	6%	
8	A good pension	44%	6%	24%	25%	
9	Knowing you can keep your job until you retire	38%	29%	22%	11%	
10	Receiving honest feedback on how well/badly you are performing	24%	25%	29%	22%	Priority 6
11	Supervisors who empower you to take responsibility for decisions and actions	27%	19%	41%	13%	
12	Having supervisors who encourage you to express your ideas and views	33%	27%	26%	13%	
13	Doing the work you do best on a regular basis	43%	30%	21%	6%	
14	Training opportunities to improve existing and learn new skills	28%	17%	26%	29%	Priority 5
15	Being able to control and manage your workload	48%	25%	17%	11%	
16	Having equipment, tools and resources to do your job well	26%	16%	30%	27%	Priority 3
17	Having colleagues who are friendly and easy to work with	43%	29%	23%	6%	
18	Knowing what you are expected to do and achieve at work	43%	36%	15%	6%	
19	Having supervisors who recognize and praise	29%	31%	29%	11%	

	good work					
20	Freedom to decide how you plan and carry out your work	28%	20%	35%	17%	
21	Opportunities for promotion and career development	28%	17%	33%	22%	Priority 4

B.   HUMAN RESOURCE MANAGEMENT PRACTICES

Please indicate your views about the following statements by placing a tick (√) in the appropriate box

	Statement	Strongly agree	Partly agree	Neither agree nor disagree	Partly disagree	Strongly disagree	Not sure
	Training and Development						
1	Staff are selected for training in a fair and transparent manner	37%	37%	7%	9%	11%	
2	Managers actively support the training and development of their staff	44%	34%	12%	8%	2%	
3	Managers provide guidance and support to help their staff accomplish difficult tasks	35%	50%	10%	3%	2%	
4	Staff are given opportunities to develop their skills on the job	41%	40%	13%	3%	3%	
5	Staff have the required pre-service qualifications for their jobs	37%	43%	9%	9%	2%	
6	Staff have the basic minimum abilities, knowledge and skills for their jobs	41%	46%	9%	3%	1%	
7	When staff return from training, they succeed in applying the skills learned to their jobs	39%	42%	6%	6%	6%	
8	Most civil servants have positive attitudes towards work	33%	45%	7%	8%	8%	
	Appointments & Promotions						
9	Appointments to the civil service are based on qualifications, experience and merit	42%	38%	4%	6%	9%	
10	Appointments and promotions in the civil service are fair and transparent	22%	47%	8%	10%	14%	
11	In practice, the selection process provides equal opportunities for all those seeking employment	28%	41%	10%	11%	9%	
12	Nowadays, appointment decisions are not based on political or family connections	26%	33%	13%	11%	18%	
13	There are adequate promotion opportunities in the civil service	33%	32%	14%	11%	11%	

	Statement	Strongly agree	Partly agree	Neither agree nor disagree	Partly disagree	Strongly disagree	Not sure
14	In my view, promotions are based on ability and merit, rather than seniority	41%	33%	7%	10%	9%	
15	Appointments from outside the civil service are necessary to meet skill shortages and inject "new blood"	42%	34%	14%	3%	7%	
	Staffing						
16	Ineffective staff are not given important assignments	36%	36%	13%	9%	6%	
17	Work is assigned on the basis of who has the expertise to do it	37%	38%	10%	8%	8%	
18	The workloads of departments and individuals are well balanced	13%	47%	13%	9%	18%	
19	Most civil servants have a full workload	26%	39%	14%	10%	11%	
20	Overstaffing exists in some departments, sections or functions	37%	37%	10%	8%	7%	
21	In my experience, the main purpose of lateral transfers is to meet the requirements of the receiving department rather than the needs of the individual	47%	29%	14%	5%	5%	
	Performance Management						
22	In my experience, people who perform well are recognised and praised	30%	40%	8%	12%	11%	
23	Employees are clear about their work objectives and the standards of performance they are expected to achieve	29%	35%	10%	14%	13%	
24	Managers give their subordinates regular feedback on their performance	13%	39%	16%	12%	20%	
25	In my experience, unsatisfactory work performance is always identified and tackled	30%	30%	13%	12%	16%	
26	Senior managers empower staff to take decisions and act on their own	17%	38%	10%	19%	17%	
27	Managers demand hard work and high productivity from their subordinates	42%	43%	9%	3%	3%	
28	Most employees are self-motivated and willing to take the initiative to get things done	47%	37%	5%	5%	6%	
	Pay and Benefits						
29	The employment benefits I receive are well suited to my needs	5%	15%	6%	13%	61%	

	Statement	Strongly agree	Partly agree	Neither agree nor disagree	Partly disagree	Strongly disagree	Not sure
30	The civil service pension provide me with a secure retirement	17%	21%	8%	6%	49%	
31	My salary is enough for me and my immediate family to live on	6%	9%	2%	6%	77%	
32	I receive my salary on time	45%	26%	6%	10%	13%	
33	My salary is correctly calculated	77%	15%	5%	3%	0%	
34	My pay adequately rewards me for my contribution	9%	18%	10%	15%	48%	
35	Salary differentials are consistent with levels of responsibility	22%	23%	15%	14%	26%	
36	My pay compares well with what I could earn outside the civil service	7%	10%	10%	13%	60%	
37	High performing staff should be paid more than low performing staff	66%	17%	7%	5%	5%	
38	It is more important to relate pay to the outside job market than to maintain internal pay relativities	55%	24%	10%	4%	7%	

C. CORRUPTION

Please indicate your experience of corruption in the civil service by ticking the appropriate box (√)

	Experience	Widespread	Quite serious	Some	Very little	None
39	Bribes to obtain public services	23%	16%	30%	18%	13%
40	Bribes to alter regulatory or legal decisions	7%	25%	21%	20%	27%
41	Bribes to obtain contracts	23%	22%	29%	12%	14%
42	Irregularities in the use of budget funds, such as misappropriation	17%	19%	28%	18%	17%

Annex VII: Allowances for Civil Servants

Type of allowance	Amount	Who benefits
Transport allowance	D400-500/mo for officers who own a private car	Grades 9 and above
Residential allowance	D150-200/mo	Grades 1-12 who live outside the island of St Mary
Motor cycle, auto cycle and bicycle allowance	Bicycle – D10 Auto cycle – D30 + mileage Motor cycle – D75 + mileage	Discretionary, where officer does not own a private car
Travelling allowance	D25/night – categories I,II D30/night – categories III, IV, V	All officers
Provincial allowance	12% of basic salary for region 1; 15% for region 2	All officers
Allowances for attending courses, conferences, making visits	GBP 90-130/day depending on grade	All officers
Kit allowance	D200	On first appointment to one of post listed in Appendix B
Duty allowance	D2000/pa	A Commissioner in charge of a division
Risk allowance	D100/mo	Officer posted to TB sanitorium
Hospitality allowance	D20/night for each guest	When requested by Government
Non-practising allowance	D3,000 – D6,000 depending on grade	Medical officers and dentists (g18-g12)
Housing	Government quarter (if not available, government rents and charges 15% of salary) Government quarter if posted outside area of residence (if none available, rent allowance of D60/mo)	Category IV & above posted to a Province Category III or below

Source: General Orders, 1994.