



MANAGEMENT AND FUNCTIONAL REVIEW OF THE MINISTRY OF FINANCE AND ECONOMIC DEVELOPMENT

PUBLIC SECTOR REFORM UNIT
2012
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GLOSSARY OF ABBREVIATIONS AND ACRONYMS

ACBF	-	African Capacity Building Facility
ACMD	-	Aid Coordination and Management Division
AfDB	-	African Development Bank
AGD	-	Accountant-General's Department
BSL	-	Bank of Sierra Leone
CMT	-	Change Management Team
CPME&E	-	Central Planning, Monitoring and Evaluation
CSO	-	Civil Society Organization
DACO	-	Development Aid Coordination
DAD	-	Development Aid Database
DDS	-	Deputy Development Secretary
DEPAC-	-	Development
DFS	-	Deputy Financial Secretary
Dev Sec	-	Development Secretary
DSDP	-	Decentralized Services Delivery Programme
ECOWAS-	-	Economic Community of West African States
EPRU	-	Economic Policy and Research Unit
EU	-	European Union
FAD	-	Fiscal Affairs Division
FS	-	Financial Secretary
GBAA	-	Government Budgeting and Accountability Act
HRMO	-	Human Resource Management Office
ICT	-	Information Communications Technology
IA	-	Internal Audit
IMF	-	International Monetary Fund
IPAU	-	Integrated Project Administration Unit
IPFMRP-	-	Integrated Public Financial Management Reform Programme
IRCBP	-	Institutional Reform and Capacity Building Project
LTA	-	Local Technical Assistant
MDA	-	Ministries, Departments and Agencies
M&E	-	Monitoring and Evaluation
MoDEP-	-	Ministry of Development and Economic Planning
MoF	-	Ministry of Finance
MoFED-	-	Ministry of Finance and Economic Development
MPD	-	Multilateral Projects Division
MTEF	-	Medium Term Expenditure Framework
MRU	-	Mano River Union
NAO	-	National Authorizing Officer
NEPAD-	-	New Economic Partnership for African Development
NGO	-	Non-Governmental Organization
NPPA	-	National Public Procurement Authority

NRA	-	National Revenue Authority
OECD	-	Organization for Economic Cooperation and Development
PDFS	-	Principal Deputy Financial Secretary
PDMU	-	Public Debt Management Unit
PIP	-	Public Investment Programme
PRIME-		Poverty Reduction Programming Implementation, Monitoring and Evaluation project
PRSP	-	Poverty Reduction Strategy Paper
PSC	-	Public Service Commission
PSRU	-	Public Sector Reform Unit
RCHP	-	Reproductive and Child Health Project
SDFS	-	Senior Deputy Financial Secretary
SLIS	-	Sierra Leone Information Systems
SPU	-	Strategy and Policy Unit
UNDP	-	United National Development Programme
UNFPA-		United National Population Fund
UNICEF-		United Nations Children's Fund
WB	-	World Bank
YESP	-	Youth Employment Support Services

EXECUTIVE SUMMARY

The decision to merge the Ministries of Finance, and Development and Economic Planning was taken by H. E. President Ernest Bai Koroma in 2007. The objective of the merger was the harmonization of the recurrent and development budgets for the purpose of improving national development planning and financial management because it (i) provides an economy-wide picture of spending and development projects and, (ii) takes into account the fact that external concessional credit and donor grants are sometimes used for recurrent expenditures, supplementing the government budget.

While the political merger of the two entities was relatively simple, with the President appointing a Minister of Finance and Economic Development to be assisted by two Deputy Ministers, physical and functional integration has been much more challenging. Issues relating to role-relations, role-clarity and functional integration have posed considerable challenges in the new arrangement. The process has resulted in a two-tier institution, relegation of the planning functions, and fragmentation of aid coordination and management.

Therefore this Report attempts to address the question of how best to achieve the government's objective of an integrated Ministry of Finance and Economic Development. Priority has been placed on the structural and administrative arrangements, as it is these aspects that pose the most challenge to the effectiveness of the Ministry. The myriad of small units performing similar/ overlapping functions affects the efficient performance of the units. These overlaps and fragmentation are particularly characteristic of those units engaged in aid coordination. For example, the roles of DACO, MPD, and NGO Coordination have blurred to the extent that they affect aid mobilization and management. In this regard, these small units have been amalgamated into a large division responsible for all aspects of economic and development cooperation with development partners from resource mobilization

over negotiation of, and agreement on external funding flows, to monitoring of disbursements.

The Report extensively considers the crucial function of planning, which has not been prioritized at all levels. Accordingly we have recommended for the centralizing and strengthening of the Central Planning, Monitoring and Evaluation Division, which we maintain should function as the hub of development planning and monitoring for central, sectoral and rural development planning. This arrangement will ensure greater synergy and collaboration in development planning and implementation of government policies.

The Report highlights the impact of the two-tier salary structure in the Ministry, wherein technical staff recruited through the Civil Service work side by side with Local Technical Assistants (LTAs) or Contract Staff. There is a general consensus that LTAs were intended as a temporary solution to address the urgent need for critical skills in financial management, engineering, project management, procurement, etc. Initially, the idea was for LTAs to have Civil service counterparts to ensure knowledge and skills transfer, which would be accompanied by sustained training in specialized areas. However, keeping to this original plan has not been as smooth as envisaged. There is to date no cohesive policy regarding the modalities for Project Implementation Units (PIUs), including those guiding salary structures for their staff. Moreover, training has not been effective in the Civil Service, and the unfavorable conditions of service still persist. In some extreme cases such as with MoFED, LTAs continue to be the norm rather than the exception. The Report recognizes that there are efforts underway for integrating LTAs into the Civil service as part of the process of harmonizing the pay and grading structures. This is a matter that requires urgent action, and the Report recommends as such.

The Report raises a number of management /administrative issues, particularly the need for role clarity for senior administration including the Financial Secretary

Principal Deputy Financial Secretary, Development Secretary, Senior Deputy Financial Secretary, Deputy Development Secretary, and Deputy Financial Secretary –Administration. With respect to the human resources challenges, the Report highlights the need for additional administrative and technical staff at the middle and senior levels, building the capacity of the Procurement Unit, extending the competencies for Economists and Planning Officers, development of comprehensive job descriptions for all staff, and updating of the Establishment List to reflect the current positions in the Ministry.

INTRODUCTION

The Government of Sierra Leone is pursuing a comprehensive public sector reform programme, which is aimed at restoring efficiency in the public service and increasing its capacity for improved service delivery. One of the objectives of the reform agenda is to ensure that front line service delivery institutions including Ministries, Departments and Agencies (MDAs) are properly aligned to the national development agenda and have the capacity to achieve their objectives.

Management and Functional Reviews (MFRs) conducted by the PSRU have served as entry points in reviewing and strengthening the institutional, structural and human capacities of government institutions.

Three previous reviews have been conducted in relation to the Ministry of Finance and Economic Development (MoFED); the first two reviews were conducted on the then separate Ministry of Finance and the Ministry of Development and Economic Planning in 2006, and a third, an institutional appraisal of the newly merged MoFED in 2007. All three reviews recommended a merged structure and provided templates for the organizational structure and workflow. While recommendations on the overall structure of the new ministry were quickly implemented following the Institutional Appraisal, those relating to addressing the fragmentation of functions, unclear role-relations, and HR challenges still persist. To a large extent, the fragmentation and duplication of functions and personnel management highlighted in those previous reports are still present in the Ministry, and continue to impact negatively on its performance.

It is in this respect that the PSRU, in collaboration with the leadership of the Civil Service, particularly the HRMO and Cabinet Secretariat, has undertaken a new review of the MoFED with a view to fast-tracking the implementation of a rational and efficient structure, including a harmonized staffing system.

Terms of Reference

The TOR of the current review exercise include, to:

- a) Review the mandates of the MoFED and the original separate Ministries to ensure that it directly relates to and is consistent with the development objectives of Government including its role in the implementation of the Poverty Reduction Strategy, Decentralization, and Public Financial Management Reform
- b) Analyze the existing component parts of the structure and existing functions with a view to recommending revised structures and functions that take into account the core functions of the original separate ministries, and the relationship between Financial Management and Development Planning
- c) Assess the impact of amalgamation on the grading structure and positions in the Ministry and make recommendations on staffing requirements and appropriate skills required
- d) Assess the administrative and management systems and processes to ensure efficient support for the Ministry's achievement of strategic objectives
- e) Take cognizance of any other aspects which may affect the Ministry's work and remit and make appropriate recommendations

Methodology

In undertaking the review of the MoFED, the Team took into consideration a number of issues. Foremost among these were:

- The determination, political will, and urgency of the government to strengthen the capacity of public institutions and the service delivery systems
- The wealth of prior research relating to the management and technical performance of the Ministry, and the relevance of the recommendations that were proffered

- The level of implementation of recommendations from previous reviews

The process consulting approach was adopted to ensure (i) buy-in and (ii) active participation of all senior managers in the Ministry. This approach involved an initial roundtable briefing with senior officers in the Ministry including the Deputy Minister and the Principal Deputy Financial Secretary, also representing the Minister and the Financial Secretary respectively; the Secretary to the Cabinet & Head of the Civil Service; DG, HRMO; Director, PSRU; and the review team. The scope of work and the methodology of the review were discussed during this meeting, and copies of the Questionnaire were made available to all Heads of Department/ Units. The Ag. Deputy Secretary was identified as the team's Focal Point in the Ministry.

A series of meetings were held and individual and departmental interviews were conducted to ascertain the role and the internal workings of the Ministry, and to inform recommendations. Discussions were also held with external partners and stakeholders. The Team reviewed documents and reports provided by the Ministry relating to the merger and current structure, including the Staff List and organogram. The literature review extended to strategic national reports, including the PRSP II and related Annual Reports, consultant reports on Financial Management, as well as reports relating to harmonization of staff. The Team also reviewed good practices in organizational structure and functions of similar government ministries in the sub-region, as well as the recommendations relating to macro financial management and development planning made by multilateral and international bodies such as NEPAD, AfDB, IMF, and World Bank.

Even though the MFR process is a collaborative exercise, the primary driver has to be the Ministry. All attempts have been made to represent the views expressed during the interviews and from the Questionnaires as accurately as possible. On submission of the draft Report, it is the responsibility of the Minister to ensure that all units review the Report and submit clarifications and comments to the PSRU in a timely manner. This review can extend to submission of alternative theories, ideas,

structures, etc. Upon receipt of these comments, the PSRU will hold general and bilateral meetings with officials of the Ministry. Once a general consensus is reached, the Final Report will be issued. This Report will be reviewed by the Steering Committee on Public Sector Reform with full participation of the Ministry and the Review Team.

Responsibility

The Public Sector Reform Unit takes full responsibility for this report. The report will be presented to the Steering Committee on Public Sector Reform before submission to Cabinet. Upon Cabinet endorsement, the recommendations will become Government policy for implementation.

Acknowledgements

We are very grateful for the support and facilities provided by the Minister, Deputy Ministers, senior management, and staff of the Ministry of Finance and Economic Development. We are particularly thankful for the assistance provided to the Team by Ms. Judith Jones, the Ag. Deputy Secretary, Administration. We also wish to thank the leadership of the Civil Service, particularly the Secretary to the Cabinet and the Director-General, HRMO for their support to the process.

OVERVIEW OF PRESENT ARRANGEMENTS

Mandate

The Ministry of Finance and Economic Development (MoFED) was created in 2007 with the merger between the Ministry of Finance (MoF) and the Ministry of Development and Economic Planning (MoDEP). Since this integration, the MoFED has functioned as the key institution responsible for national development, and a critical partner for ensuring the success of public sector reforms relating to pay and performance, as well as civil service rationalization.

The mandate of the MoFED is provided for in the Sierra Leone Constitution, Act No. of 1991. This mandate is clarified in the Sierra Leone Gazette No. 21 (Wednesday 30th April 2008) and several legislations, including the Government Budgeting and Accountability Act 2005, the Financial Management Regulations 2007, the Mines and Minerals Act 2009, and several legislations on taxation.

According to the Gazette No. 21, the scope of work extends to the following components under three main functional entities:

Finance

- Macro Economic policy framework
- Financial, fiscal and monetary policies
- Public expenditure management/ budgetary controls/ medium-term expenditure framework (MTEF)
- Public Debt Management- Internal and External Borrowing
- Loans to Local institutions
- Granting, Controlling and Monitoring of Duty-Free Concessions
- Banks and banking
- Currency, Coinage and Legal Tender Exchange Control

- Compensation to members of the public
- Financial aspects of conditions of service of public officers and employees
- Authorization and control of lotteries and seeps-stakes
- Collaboration with relevant Government ministries and national and international organizational /institutions

Accountant General's Department

- Government Accounts
- Stock Verification
- Boards of Survey and Inspection

Development and Economic Planning

- Formulation of national development objectives, policies, and strategic plans by carrying out activities under the following major headings:
- Economic Intelligence and Socio-Economic Planning
- Co-ordination between the line Ministries on planning and economic development matters
- Co-coordinating and programming of Public Development Expenditure and Preparation of Annual Development Estimates and Public Investment Programme (PIP)
- Statistics
- Coordination of Social Action and Poverty Alleviation Initiatives
- Coordination of Technical Assistance specifically from UNDP, UNFPA, UNICEF, WFP, Commonwealth Secretariat, EU/NAO
- Mobilization/ coordination of External Aid, including the Facilitation, Registration and Certification, Coordination of NGOs
- Duty-Free and Exemptions
- Coordination of Population and Human Resource activities
- Relations with MRU and ECOWAS

- Collaboration with relevant Government Ministries and National and International Organizations/ Institutions on Development and planning matters

Both the vision and mission statements reflect the mandate and work of the Ministry.

Vision Statement

A robust, effective and efficient Ministry of Finance and Economic Development that efficiently manages public resources to attain the highest rate of economic transformation and poverty reduction.

Mission Statement

To formulate sound economic policies, maximize revenue mobilization; ensure efficient allocation and accountability of public resources to achieve sustainable economic growth and development in the context of a stable macroeconomic environment.

Structure and Management Arrangements

The overall responsibility for the Ministry rests on a Minister who is assisted by two Deputy Ministers. The Ministry is divided into two broad functional departments namely, (i) Strategic Planning and Donor Relations and (ii) Fiscal Operations. Each of the Deputy Ministers is responsible for one of these functional departments, as follows:

Deputy Minister I (Strategic Planning and Donor Relations) supervises:

- strategic planning;
- monitoring and evaluation;
- mobilization and coordination of external development assistance;
- regional integration and south-south cooperation;
- statistics and population matters;

- capacity building.

Deputy Minister II (Fiscal Operations) supervises:

- budget management and expenditure control;
- mobilization of domestic revenues;
- monitoring and control of all requests for duty waivers;
- public debt management;
- public accounting and reporting;
- procurement matters.

Basically, Deputy Minister I covers all those responsibilities under the former Ministry of Development, while the Deputy Minister II covers those within the remit of the former Ministry of Finance.

Immediately below the political leadership are the Financial Secretary (FS), Principal Deputy Financial Secretary (PDFS), Development Secretary (Dev Sec), and Senior Deputy Financial Secretary (SDFS). The organogram provided by the Ministry makes provision for two posts for SDFS supervising the two functional departments, but the team found evidence of only one SDFS who is attached to the office of the FS.

Surprisingly enough, none of the organizational structures provided by the Ministry included the post of the Development Secretary who currently operates at par with the PDFS. The matter of the Dev Sec will be addressed in a later section of this report, as it relates to the challenges facing the Ministry. Below this level are the positions of the Deputy Financial Secretary (DFS) and the Deputy Development Secretary (DDS). There are currently two DFS' in the ministry, one in charge of the Revenue and Tax Policy Division, and the other in charge of Administration. In 2011, both DDS' were transferred from the Ministry and those posts remain vacant.

Functional Departments / Divisions / Units

The functions of the units under each of the two Departments that operate side by side with the Accountant-General's Department are outlined below. It must be noted

that some of the functions listed are not necessarily being performed by their respective units.

Strategic Planning and Donor Relations Department

(i) Central Planning, Monitoring and Evaluation Division

1. Identification of medium term national development priorities for growth and poverty reduction
2. Coordination of the formulation of national development strategies such as the PRSP and District Development Plans
3. Coordination of the formulation and evaluation of sectoral and regional policies and strategies
4. Coordination of the preparation of programmes and projects to be implemented under the national, regional, district and sectoral development plans
5. Appraise projects of MDAs to determine viability and consistency with the PRSP-Agenda for Change
6. Designing and operationalizing the monitoring and evaluation system for the Agenda for Change
7. Developing and building information systems and databases on development programmes
8. Monitoring and evaluation of externally and internally funded capital projects
9. Monitoring the efficiency and effectiveness of public expenditures using Public Expenditure Tracking Surveys (PETS)
10. Collaborate with relevant institutions and departments to undertake research into the prevalence of poverty in some regions of the country

(ii) Development Assistance Coordination Division

1. Coordination and monitoring external resource mobilization strategy
2. Coordinate the development and implementation of the Sierra Leone Aid Policy
3. Maintaining an up to date database on all development assistance using the Development Assistance Database (DAD) and provide timely reports.
4. Facilitate the implementation of donor funded projects by addressing bottlenecks to implementation
5. Coordinating development assistance from all multilateral and bilateral development partners.
6. Collect and collate information on NGO activities including area of operation, sector, target beneficiaries
7. Monitoring adherence to the NGO Policy
8. Monitoring the implementation of International Principles of Aid effectiveness
9. Collaborate with the Public Debt Unit in contracting, negotiating and conclusion of loan and grant agreements with donors consistent with Government policies
10. Facilitate regular dialogue between Government and development partners
11. Reviewing and processing withdrawal applications for the replenishment of funds for donor-funded projects, especially multilaterals.

(iii) Regional Integration and South-south Cooperation Division

1. Oversee and coordinate regional integration matters implemented by the African Union (AU), Economic Community of West African States (ECOWAS) Commission, New partnership for economic Development

in Africa (NEPAD), the Mano River Union (MRU) and Commonwealth Secretariat

2. Facilitate and coordinate South-South Cooperation
3. Monitor and evaluate programmes/projects implemented by ECOWAS, MRU and South-South Cooperation Agencies.
4. Focal point for Commonwealth, ECOWAS, MRU and NEPAD programmes

Fiscal Operations Department

(i) Budget Bureau

1. Coordinating the preparation of budget policies and guidelines
2. Preparation of annual recurrent and development budget estimates of the central and local Governments using the Medium Term Expenditure Framework (MTEF) budgeting tool in line with national priorities
3. Providing technical advice to MDAs and the local councils on budget and expenditure issues
4. Monitoring the implementation of the fiscal decentralization policy, including revenue and expenditure assignments and local government borrowing policy within the framework of the overall macroeconomic policy and fiscal objectives.
5. Ensuring an equitable intergovernmental transfer system using a formula based grants distribution system (for equity) and facilitating the transfers of the horizontal allocations to all nineteen (19) local councils.
6. Facilitating the implementation of the Local Government Development Grant (LGDG) programme

(ii) Public Debt Management Division

1. Formulating national debt strategy consistent with government policy to ensure debt sustainability
2. Leading the process of loan negotiations/contracting and processing
3. Maintaining a comprehensive inventory of Government loans, grants and guarantees
4. Maintaining a comprehensive inventory of Government domestic debt by instrument and by holder and provide technical advice on the domestic debt borrowing strategy of Government
5. Compiling, verifying and reporting on all Government domestic arrears and design a strategy for the settlement of these arrears
6. Compiling, verifying and reporting on all Government domestic arrears to parastatal and design a strategy for the settlement of these arrears
7. Recovery and recording of loans on lent to public and private enterprises
8. Preparing forecasts for public debt interest and principal repayments for inclusion in the annual national budget
9. Reconciliation of debt data with creditors, the Bank of Sierra Leone and other stakeholders
10. Maintaining an inventory and facilitating the payment of share capital subscriptions to international financial institutions
11. Conducting risk analysis and portfolio review

(iii) Revenue and Tax Policy Division

1. Formulation of tax and non-tax policies, in collaboration with NRA to broaden the tax base and improve domestic revenue mobilization and achieve revenue targets
2. Monitor the operation s of the National Revenue authority to ensure effective implementation and realization of tax policies

3. Monitoring and analysis of domestic revenue performance and prepare monthly performance reports in collaboration with the National Revenue Authority
4. Reviewing and updating existing tax policies as and when necessary
5. Collaborate with the EPRU and the NRA to prepare annual and medium-term revenue forecasts
6. Undertake studies to evaluate the impact of tax policies on households, firms and the economy in general
7. Facilitate the drafting and enactment of appropriate legal requirements for revenue collection and related legislations including the Finance Bill
8. In collaboration with the Revenue and Tax Policy Committee, review applications for discretionary duty waivers and discretionary tax concessions
9. Maintaining a comprehensive database of domestic revenue and duty free concessions
10. In collaboration with the Sierra Leone Ports Authority and the NRA, supervise the public auction of uncleared (imported) goods at the Quay.

(iv) Multilateral Projects Division

1. Serves as the inter-face between the Government and Multilateral Financing Institutions
2. It takes part in all loan negotiation meetings for development projects
3. Takes necessary actions for the effectiveness of all multilateral loans/credits and grants
4. Ensures the payment of counterpart funding for donor-funded projects as provided in the respective covenants signed by Government of Sierra Leone

5. Ensures that adequate provisions are made for the payment of share capital subscriptions to Multilateral Development Financing Institutions (MDFI)
6. Serves as Secretary to delegations attending the annual meetings of multilateral financing institutions
7. Provides briefs on the status of the implementation of externally funded projects especially those funded by MDFIs as request by the Minister and/or the Financial Secretary
8. Compiles and reviews project quarterly progress reports and makes recommendations for speedy project implementation where necessary
9. Reviews and recommends the signing of withdrawal applications for replenishment of special accounts or direct payments for goods and services in respect of donor funded projects.

According to the Ministry, the following units operate across the departments:

(i) Economic Policy and Research Unit

1. Provision of technical and operational advice in all the main areas of economic and fiscal policy to the senior management of the Ministry
2. Formulation and coordination of economic policy to ensure a stable macro-economic environment while facilitating sustainable economic growth
3. Preparation of macro-fiscal forecasts to guide budget formulation and execution
4. Preparation of National development strategies and policy documents such as the Government Budget and Statement of Economic and Financial Policies, Letters of Development Policy, Memorandum of Economic and Financial Policies, Poverty Reduction Strategy papers, etc.

5. Undertake macro-economic monitoring and analysis and publish economic and statistical reports
6. Preparation, reviewing and evaluating economic policy documents
7. Coordination of technical dialogue/negotiations with the IMF, World Bank and other development partners on the macro-economic framework and external budget support
8. Undertaking research into economic and related issues of relevance to Sierra Leone
9. Coordinate activities relating to the ECOWAS Monetary Integration Programme including the introduction of a single currency in the West African Monetary Zone
10. Development and implementation of Government's Micro-finance Policy

(ii) Public Financial Management Reform Unit

1. Undertaking strategic analysis of Public Financial Management Reform options and advise the Financial and Development Secretary
2. Providing advice and recommendations for the development of all PFM reforms
3. Monitoring the implementation of PFM reforms articulated in the Integrated Public Financial Management Reform Programme and delivering progress reports to MoFED management, Oversight Members, Implementing Agencies and Development Partners
4. Development of Government Accounting Legislation, Regulations and Instruction
5. Providing secretariat services to the PFM Oversight Committee
6. Coordinating the implementation of the on-going roll-out of IFMIS to MDAs and the Local Councils
7. Coordinating the development of the financial management capacity of key Local Council staff

(iii) Internal Audit Division

1. Continuously reviewing the adequacy of the systems of internal controls to provide reasonable assurance
2. Reviewing, appraising and reporting on extent to which Government assets and interests are accounted for and safeguarded in the operations of the MDAs and identify weaknesses and make recommendations to address them
3. Ensuring strict adherence to financial management policies, plans, procedures, controls, laws and regulations to safeguard and the assets and records of Government
4. Reviewing operations and programmes to ascertain whether established objectives and goals of programmes are established
5. Under the directives of the Hon. Minister and the Finance and Development Secretary, undertake special investigations on anomalies of financial transactions and operations of MDAs
6. Reviewing of contracts and other financial transactions to ensure economic and efficient use of resources and value for money
7. Undertake quarterly financial audits and quality assurance and prepare reports for the attention of the FDS

(iv) Information, Communication and Technology Services Division

1. Providing ICT and related services to all departments within the Ministry of Finance and Economic Development
2. Providing technical advice on the procurement of all ICT hardware and software with a view to ensuring standardization

3. Designing and developing database applications based on user requirement for the different departments within MoFED
4. Providing technical support on the implementation, deployment and roll out of IFMIS to MDAs and local councils
5. Carry out preventive and curative maintenance of all hardware, software, LAN and WAN

(v) Administration Division

Provides managerial and administrative support to the Ministry by,

1. Preparing the recurrent and development expenditure estimates of the Ministry of Finance and Economic Development for inclusion in the annual and medium-term budget
2. Ensuring the efficient and judicious use of the Ministry's resources and maintaining proper financial accounting records for the Ministry
3. Ensuring the proper utilization and maintenance of office facilities, such as furniture, equipment, vehicles, buildings and generators
4. Ensuring the recruitment, development and retention of an efficient and professional work force in the Ministry
5. Serve as the link between the Ministry and the Human Resource management office (HRMO) on all personnel issues
6. Ensuring the efficient procurement of goods and services for the Ministry in accordance with the procurement law and regulations
7. Promoting ministerial activities, programmes and policies and coordinate press briefings for the Ministry

In addition to these units indicated in the Ministry's Organogram, there are several other entities, the first three of which were part of the former MoDEP.

(i) NGO Coordination Unit

1. Verification and registration of non-governmental organizations
2. Monitor and evaluate operational activities of NGO programmes and undertake site visits to applicants' premises to ensure adherence to NGO Policy and the conditions of duty-free concessions
3. Track and verify donor inflows through NGOs
4. Provide relevant information to facilitate granting of duty free concessions to NGOs

(ii) Population Desk (periphery unit to CPM&E)

1. Integration of population issues and concerns into national and sectoral development policies, plans, programmes and strategies
2. Focal point for HIV/AIDS UNFPA matters and provides technical backstopping to MDAs and NGOs

(iii) Social Affairs Desk (periphery unit to CPM&E)

1. Liaises with line MDAs and NGOs to coordinate activity on social development issues
2. Focal point for UNICEF assisted programmes

(iv) Sierra Leone Information Systems (SLIS)

This unit was set up in 2001 to support DACO with providing accurate geographical information systems and other related data to inform planning and monitoring. Scope of work has included providing data for system design and development of property rates and business licenses revenue generation for local councils, status of all NaCSA projects for the Commission and the Ministry, and updated maps on road networks and conditions in collaboration with SLRA. The process of integrating SLIS into Statistics SL began in 2008, but that was never completed and it was incorporated into the MoFED in 2009. According to the staff, they have not been paid since June 2010. This situation should be rectified by (i) paying outstanding salaries and (ii) integrating SLIS into Statistics SL without further delay.

(v) Integrated Project Administration Unit (IPAU)

This unit was established to manage and coordinate the activities of all projects for which the Ministry is the lead implementing agency. Specifically, the unit has the overarching responsibility for coordinating and managing the implementation, procurement, payment and other fiduciary functions based on request from the implementing agencies, and consistent with their annual and quarterly work plans, procurement plans and budgets. With the end of the Institutional Rural Capacity Building Programme (IRCBP), the unit currently manages 3 projects. These are the Decentralized Services Delivery Programme (DSDP), Reproductive and Child Health Project 2 (RCHP 2) and Youth Employment Support Project (YESP).

Accountant-General's Department

The AGD is the Government's central authority for the validation, authorization, monitoring, control and reporting of all public expenditure. It operates as a semi-autonomous body, administered separately from the other Departments in the MoFED, but with the FS maintaining line management responsibility for the activities.

Major activities:

- Timely production of Annual Statement of Public Accounts in accordance with the law
- Production of Monthly Statement of Public Accounts on a regular basis in accordance with the law
- Production of firm regular in-year financial reports to various recognized stakeholders as required
- Regular preparation of bank reconciliation and prompt clearance of outstanding items
- Processing of payments for the Government in a manner prescribed by law
- Overseas and local training of accounting personnel

- Promoting the development of efficient accounting systems within all budgetary agencies
- Instituting as far as is practicable, adequate control measures for the safe custody of public moneys, securities and accountable documents
- Maintenance of the Free Balance IFMIS System and providing necessary support to MDAs
- Rollout of the Free Balance IFMIS system to the Office of the President and the Ministry of Foreign Affairs
- Carry out efficient treasury functions for the Government
- Providing professional advice to the Minister and Government on accounting matters

To achieve its business objectives, the AGD is organized across 8 units, namely:

- Expenditures
- Salaries and Wages
- Main Accounts
- IT
- Administration
- Personnel
- Internal Audit
- Pensions and Gratuities

While the AGD is an integral part of the MoFED, it was not included in this review, primarily because over the years, the AGD has undergone significant improvements in its institutional and human resource capacity, systems, and work processes, as part of the public sector and public financial management reforms.

While we have not made any recommendations regarding the AGD, we want to emphasize that MoFED should continue to supervise and work closely with the AGD

to ensure efficient accounting systems, particularly regarding the processing of payments.

Oversight Functions

(i) Statistics SL

The MoFED maintains oversight of Statistics SL, the national institution mandated to collect, collate, and provide data to inform decision-making on all socio-economic aspects. Before the merger, Statistics SL was supervised by the MoDEP by virtue of the Ministry's role in the design and monitoring of development projects. According to our research, MoFED has not been an effective leader, and this has led to diminished performance and productivity of Statistics SL. For instance, the organization has been operating without the mandated Board for the past three years. This has hampered the recruitment of senior management, and decision-making. The current Statistician-General has been serving in an acting capacity for almost three years. From our discussions with Statistics SL, the Team came to the conclusion that the importance of the institution in national development warrants comprehensive restructuring to strengthen its capacity to achieve its mandate. As such, an MFR will be conducted for Statistics SL that will address its specific challenges.

(ii) National Revenue Authority (NRA)

The MoFED acts as the supervising Ministry for the NRA. While a Board supervises the NRA, it is the Ministry that provides political leadership. The Ministry also sets annual revenue targets for the Authority. As a member of the NRA Board, the FS has the following responsibilities:

- determining the grading, remuneration, recruitment, promotion and training of staff;
- the establishment and administering of codes of conduct:

- generally the determination and formulation policy for the Authority, but in particular the administrative, human resource and operational policies and procedures;
- setting targets and standards, including quality and operational output measures for revenue collection.

Supervision of the NRA extends to all aspects of its work. In 2004 for instance, the former Ministry of Finance sought the assistance of the Fiscal Affairs Division (FAD) of the International Monetary Fund for a review of progress in reform of revenue administration in Sierra Leone. Inherent weaknesses and challenges that faced revenue mobilization were clearly pointed out and various recommendations proffered for implementation.

MoFED Committees

While we did not recognize the existence of a central Change Management Team, the Team noted that there are 11 management committees with specific terms of references in MoFED. These are:

1. Management Committee

Terms of Reference

- Review implementation of the Work programme of MoFED
- Ensure adherence to work processes and procedures
- Oversight responsibility for budget and staff discipline
- Monitor the Performance Tracking Table for MoFED

Composition

Chair	-	Financial Secretary
Co-chair	-	Principal Deputy Financial Secretary
Members	-	All Heads of Divisions
Secretary	-	DFS (OFS)

2. Budget Committee

Terms of Reference

- Coordinate the preparation and implementation of the Ministry's budget
- Ensure expenditure is within approved allocation
- Reviews Internal Audit Reports and ensure implementation of its recommendations
- Monitor and track performance of contracts awarded by MoFED

Composition

Chair	-	PDFS
Co-Chair	-	Deputy Financial Secretary, Admin
Members	-	All Heads of Division
Secretary	-	Deputy Secretary (Admin) Ms. Jones

3. Revenue and Tax Policy Committee

Terms of Reference

- Review customs duty and income tax assessment procedures
- Review applications for all duty waivers (discretionary, NGOs, Statutory Requests) excluding diplomatic missions and related agencies
- Review proposals for changes in duty and tax rates
- Review proposals for tax policy reforms
- Review the methods, procedures and institutions for collecting non-tax revenues
- Participate in the formulation of proposals for fiscal incentives in bilateral agreements between MDAs and private sector operators
- Ensure adequate representation of the MoFED in the committee finalizing the fiscal incentives framework
- Coordinate the preparation of revenue performance reports
- Handles all matters relating to the NRA and advise the FS

Composition

Chair	-	Deputy Minister of Finance and Economic Development (Fiscal Operations)
Co-Chair	-	SDFS, Fiscal Operations
Members	-	DIFS, Revenue and Tax Policy Director, EPRU Director, DACO Director, CPM & E Commissioner General, NRA

		Commissioner Custom and Excise
		Commissioner Income Tax
		NGO Coordinator
		Accountant-General
Secretary	-	Snr. Asst Sec. Rev and Tax Policy – S.E.B. Momoh

4. Expenditure and Contract Management Committee

Terms of Reference

- Review applications from all MDAs for the issuance of Contract Certificates;
- Ensure the contracts have been reviewed by the Law Officers' Department and supported with the following documents which must be valid for at least six months:
 - NRA Tax Clearance
 - NASSIT Clearance
 - Bid Security
 - Performance Bond
 - Bank Guarantee
 - Minutes of Procurement Committee of MDA making the request;
- Review the Technical Evaluation Procurement Report of MDAs to ensure consistency and value for money
- Monitor the validity period of Bank Guarantees and performance bonds to ensure contract performance prior to expiry
- Monitor contract performance and track payments for consistency

Composition

Chair	-	Deputy Minister of Finance and Economic Development (Fiscal Operations)
Co-Chair	-	Director, Budget Bureau Director, Internal Audit Accountant General Director, Head Public Debt Unit Director, Local Government Finance Division Director, Central Planning, Monitoring and Evaluation Division Procurement officer, MoFED
Secretary	-	Snr. Economist Budget Bureau – Mathew Sandy

5. Economic Policy Committee

Terms of Reference

- Coordinating the preparation and review and evaluation of policy documents
- Monitoring the implementation of Quantitative and Structural benchmarks under the Poverty Reduction and Growth Facility (PRGF) agreed with the IMF
- Monitoring the implementation of trigger/benchmarks agreed with budget support partners under the Performance Assessment Framework (PAF)
- Coordinating technical discussions with development partners on economic programmes

Composition

Chair	-	Deputy Minister of Finance and Economic Development (Strategic Planning)
Co-Chair	-	Director, EPRU
Members	-	SDFS, Fiscal Operations SDFS, Strategic Planning Director, Budget Bureau Commission General, NRA Director of Research, BSL Director, Financial Markets, BSL Director, Public Debt unit DFS, Revenue and Tax Policy Head, PFMURU Director, CPM & E Director, DACO DFS, OFS (Kanu)
Secretary	-	Senior Economist, EPRU – Franklin Bendu

6. Aid Coordination and Monitoring Committee

Terms of Reference

- Review projects disbursement versus commitments
- Review withdrawal applications for the replenishment of donor funded projects
- Appraise donor funded projects to ensure minimal delays in the implementation of projects
- Review Non-Government Organization (NGO) applications for registration and re-registration.
- Collate the information on NGO activities
- Review and approve the monitoring and evaluation reports on NGO activities

- Review and approve the monitoring and evaluation reports on NGO activities

Composition

Chair	-	SDFS, Strategic Planning
Co-Chair	-	Director, DACO
Members	-	Director, CPM & E
		Director, EPRU
		Director, Regional Integration and South-South Co-operation
		Director, Budget Bureau
		Director, Public Debt
		Director, Financial Markets, BSL
		NGO Coordinator
Secretary	-	Aid Coordination Officer, DACO-Sheka Bangura

7. Project Steering and Monitoring Committee

Terms of Reference

- Approves project disbursement and withdrawal applications
- Identifies risks external to the project
- Gives direction and guidance to the Project Implementation Units
- Resolves issues that cross departmental boundaries
- Raise policy issues for consideration and resolution by relevant MDAs
- Agree on the achievement of project milestones
- Reviews project products (deliverables) and ultimately signs off on their delivery
- Review project status
- Approves the closure of the project

Composition

Chair	-	Deputy Minister of Finance and Economic Development (Strategic Planning)
Co-Chair	-	SDFS, Strategic Planning
Members	-	Director, CPM & E
		Director, DACO
		Director, Budget Bureau
		Director, EPRU
		Director, Public Debt Unit
		Director, Regional and South-south Co-operation
		Director, Internal Audit
		DFS, OFS (SPK)

		Professional Head, Ministry of Works
		Commissioner, NaCSA
		NGO Coordinator
Secretary	-	Officer-in-charge, Multilaterals, DACO-Sam Aruna

8. MTEF Technical Committee

Terms of Reference

- Assist MDAs in formulating their budget estimates
- Assist Budget Bureau to finalize national budget estimates to be approved by Parliament
- Prepare guidelines and documentations of the MTEF process and procedures
- Provide a channel for information flows between central budget agencies and sector Ministries
- Coordinate the establishment of the institutional framework for the whole MTEF process
- Facilitate Policy hearings and participatory Budget Discussions involving all stakeholders
- Promote transparency of the process by establishing and coordinating activities of Community Budget Oversight Committees
- Assist in implementation of the budget process
- Organize workshops and training sessions and study tours
- Identify areas that require enhancement of the MTEF process
- Any other task as assigned by the Finance and Development Secretary

Composition

Chair	-	Director of Budget Bureau
Co-Chair	-	Director, EPRU
Members	-	All Heads of Division
		Representative, BSL
		Chairpersons of the Budget Oversight Committees
		Representatives from MDAs
		Representatives from CSOs
Secretary	-	Senior Budget Management Officer – Abdul R. Conteh

9. Procurement Committee

Terms of Reference

The terms of reference for this committee are stated in the Procurement Act

Composition

Chair	-	Deputy Financial Secretary, Administration
Co-Chair	-	DFS, OFS (SPK)
Members	-	Acting Deputy Secretary Administration Director, Internal audit Accountant, MoFED Representative of Procuring Unit
Secretary	-	Senior Budget Management Officer – Adama Momoh

10. ICT Committee

Terms of Reference

- The committee shall review IT strategy and IT policy developed by the ICT Division to ensure conformity with the objectivities of MoFED
- Making, amending and publishing regulations subject to approval of the financial and Development Secretary, for the control, management and security of MoFED ICT facilities
- The committee shall be responsible for the strategic oversight of the operations and budget of the ICT division. This shall include advising the Director of ICT as required in order for the Director to fulfill the duties of that office
- Review and advise on proposed ICT solutions put forward by the ICT division in terms of cost-effectiveness, adherence to standards, interoperability with other ICT systems and operational plans

Composition

Chair	-	Director, CPM & E
Co-Chair	-	Director, ICT
Members	-	Director, PFMRU Accountant General Director, Budget Bureau Director, PDU
Secretary	-	ICT Officer, Edmund Koker

11. PFM Oversight Committee

Terms of Reference

- The mandate of the PFM Oversight Committee is to identify, monitor and coordinate Government's PFM reform programme as an integral whole. This

includes prioritizing actions needed to improve public financial management, reviewing progress and tackling challenges encountered in undertaking PFM reforms.

- PFM issues relate directly to the following institutions amongst other: office of the President, Cabinet Secretariat, Ministry of Finance and Economic Development, Law Officers' Department, Anti-Corruption Commission, Office of the Auditor-General, Finance Committee, Public Accounts Committee, National Public Procurement Authority and all Ministries, Departments and Agencies (MDAs).

Composition

Chair	-	Financial Secretary
Co-Chair	-	PDFS
Members	-	The Chairperson, Public Accounts Committee (Parliament)
		The Chairperson, Finance & Budgeting Committee (Parliament)
		The Director General, HRMO
		The Auditor General
		The Solicitor General
		The Director of Research, BSL
		The Director, Public Sector Reform Unit (PSRU) Office of the President
		The Secretary, Public Service Commission
		The Executive Secretary, Local Government Service Commission
		The Commissioner-General, NRA
		The Commissioner, Anti-Corruption Commission
		The Chief Executive Officer, NPPA
		The Director, Budget Bureau
		The Director, Internal Audit
		The Accountant General
		The Director, LGFD
		The Director, EPRU
		The Director, Public Debt Management Division
		The Director, Revenue and Tax Policy Division
Secretary	-	The Director, PFM Reform Division the Director

Control Systems

Since the last review of the Ministry in 2007, significant strides have been made in strengthening control systems, including developing capacity for Internal Audit and Procurement.

Internal Audit (IA)

The mandate for Internal Audit is enacted in the GBAA (2005) section 6 (1&2) that provides for establishment of the Unit not only in the MoFED but also in all budgetary agencies. The aim of the Internal Audit Department within the Ministry is “to ensure that proper internal checks and controls, financial and otherwise, exist in public financial accounting and reporting and that all assets and records are protected and accounted for.” The IA in MoFED supervises all other IAs in Government and gives technical support to the 19 Local Councils. This is done through quarterly meetings and reviews of audit reports. The annual audit plans and final reports on previous year of all MDAs are reviewed at the start of the year during the annual wrap up programme. The work plan for the MoFED IA includes quarterly assessments of various aspects of work within the Ministry. Activities for 2010 as indicated in the Annual Report included, Fuel review in AGD; PETS and MTEF review; Personnel Audit; Procurement Audit; and Debt Management Audit. Since 2007, significant progress has been made in strengthening Internal Audit controls in the public service, primarily through the work of the IA in MoFED. Currently, there are 34 MDAs with functioning IA units, and 4 with audit committees. Capacity within the Ministry has also been strengthened with the recruitment of qualified professionals.

Procurement

The Ministry has a Procurement Unit and a functioning Procurement Committee headed by the DFS, Administration, though, as we discuss in a latter section of this report, this has been contested by the PDFS. The full composition of the Committee has been listed earlier in this Report under the section on Management Committees. The Committee meets on a regular basis on matters relating to the purchase of goods and services in the Ministry. The Procurement Unit boasts only 3 full-time staff, two Administrative officers who have been formerly performing that role and one officer officially deployed from NPPA. The scope of the unit does not extend to procurement

for projects in the Ministry. There are Procurement Officers who perform this role within the Integrated Project Administration Unit (IPAU). From our interviews and from the minutes of the Procurement Committee, the Team concluded that the capacity of the unit to effectively manage procurement is still poor.

Budget

The Ministry has a functioning Budget Committee that presumably includes all heads of Departments/ units, and meets to develop and review the annual budget. However, the Team was informed that notices for Committee meetings were not always sent to all of the relevant officers.

Communication with Stakeholders

The MoFED does not have a public relations unit, but engages with stakeholders, including the general public, through radio programs, progress reports, bulletins, press releases and notices, and workshops organized by various units. Key documents such as the Annual Statements of Accounts, Government Budget and Statement of Economic and Financial Policies, Public Debt Bulletin, and Progress Reports on the PRSP, are all produced within the Ministry, and are distributed to stakeholders in the public sector as well as development partners. The Government Budget is publicly read and debated in Parliament. Interaction with civil society organizations has been strengthened in the Ministry through public debates on the Government Budget and monitoring of the PRSP. A strategy for strengthening engagement with civil society organizations (CSOs) is being implemented through the Integrated Public Financial Management Reform Programme (IPFMRP).

ANALYSIS / RECOMMENDATIONS ON MANAGEMENT ARRANGEMENTS

Efficacy of Merger

The Team assessed the current structure of the MoFED including its departments, divisions and units, along with their various functions and capacities, as well as the administrative and management arrangements. The impact of the merger is of such significance that even if the TOR for the review had not explicitly focused on assessment of that process, this issue would have still been central to the review. This is especially so because the challenges currently experienced in the Ministry are in fact the transaction costs of implementing the merger.

While the political merger of the two entities was relatively simple, with the President appointing a Minister of Finance and Economic Development to be assisted by two Deputy Ministers, role-relations, role-clarity and functional integration have posed considerable challenges in the new arrangement. The new administration had to address the following critical issues that were central to the effective functioning of the new institution:

- strategic alignment of the divisions and units
- integration of technical and administrative staff
- hierarchical positioning and management roles of senior staff

There are varying accounts of the processes used to merge the two ministries. One account maintains that a series of consultative workshops and a retreat were held with senior officers in both ministries to discuss a new structure. Others hold the view that the integration plan was hurriedly implemented, and was to the disadvantage of those units that were within the MoDEP. While we were unable to verify whether the restructuring process into MoFED was consultative and participatory, there is certainly evidence pointing to the fact that the integration was

not smooth, and that those units formerly within the MoDEP are not functioning to their optimal capacity. Three years into the merger, there are still two distinct entities struggling to co-exist, and this has negative implications for supervision, administration, and productivity.

The primary reason for merging the MoF and MoDEP was to prevent problems of overlap, duplicity, lack of coordination, and wastage in the capital spending and current expenditure budgeting processes. Before the merger, both ministries produced national budgets- the recurrent expenditure budget in the case of the former, and the development estimates from the latter. While some schools of thought in development economics maintain that capital spending should be clearly identified separately within the budget, this dual budgeting system has been criticized in international financial management circles, and the IMF had long ago proposed an alternative integrated budgeting system. Various reasons have been put forward as to the value of having an integrated budget reflecting both recurrent spending and development estimates. For a developing country such as Sierra Leone, the following reasons may apply:

- *It provides an economy-wide picture of spending and development projects*
- *It allows government to identify and make a distinction between expenditures such as social transfers that immediately impact on poverty-reduction, and those that indirectly impact poverty reduction through accelerating economic growth*
- *It leads to better development planning because it ensures that the process takes into account the significant current (operational) spending activities that are inherent in capital spending*
- *Government spending is no longer limited to capital expenditure*
- *It takes account of the fact that external concessional credit and donor grants are sometimes used for recurrent expenditures, supplementing the government budget*

Achieving an integrated budgetary system in Sierra Leone necessitated close coordination and collaboration between the MoF and the MoDEP, and an integration of the budget preparation processes. This process was remarkably seamless, considering the fact that Sierra Leone is a post-conflict nation that is heavily dependent on donor funding. Research indicates that fragile and post-conflict countries typically find it difficult to integrate development and current budgets. For instance, advancing arguments for dual budgets in post-conflict Afghanistan and Timor Leste, Economist David Webber posits that,

“... the sudden volume of financing required for reform and reconstruction-involving an almost total dependence on external sources for financial and expertise, including the detailed budgeting planning and reporting requirements attached to those- has mostly dictated separate budget processes”.¹

In the case of Sierra Leone, post-conflict reforms prioritized public financial management as a means of achieving rapid growth, and donors pushed towards that direction. Several legislative, regulatory, and institutional steps were undertaken which facilitated the adoption of the integrated budgetary system. Both the comprehensive Government Budgeting and Accountability Act 2005 (GBAA), and the Financial Management Regulations 2007 led to the following:

- Current and development budgets merged at both sectoral and national levels into a single format incorporating external funds;
- MoF responsible for formulating macro-fiscal policy and for implementing the medium term expenditure framework (MTEF) on which the annual budget is based;
- Sector Ministries required to produce strategic multi-year development plans and use these to determine their annual budgets.

¹Integrating Current and Development Budgets: A Four-Dimensional Process OECD Journal on Budgeting Vol 7 No 2. 2007

Recommendations

The decision to merge the MoDEP and MoF has been criticized as having enhanced fiscal management at the expense of development planning. This latter function of government has not been effectively executed, and the lack of a dedicated and capacitated unit has resulted in fragmentation of development planning and aid management; as well as poor oversight and implementation of capital projects. We hold the view that in terms of macro planning and growth, Sierra Leone should be guided by the policies and strategies that are tailored and relevant to its geopolitical and socio-economic environments. In this regard, we maintain that the recommendations proffered by regional bodies such as the African Union should be prioritized vis-à-vis those from international institutions such as the World Bank and IMF which have a more diffused focus. Specific references have been made to the NEPAD recommendation that all member states should establish a Ministry of Regional Integration. We also are in agreement that Sierra Leone stands to benefit from strengthened relations with regional bodies and south-south partnerships.

As we have already discussed in earlier sections of this Report, the technical rationalizations for the merger remain relevant. We have also contended that the problems have occurred as a result of the poorly managed merging process; little regard was paid to the wealth of recommendations made in the reports that should have guided the process. We acknowledge that a number of countries, including those in the sub-region, that had previously merged their fiscal and development planning functions into a single Ministry, have reversed this decision. While we recognize the logic of having separate ministries for development planning and fiscal management, we have not advanced such a recommendation, primarily because of the practicalities involved with implementation. It will entail dramatic overhaul of structures and systems, which we can ill-afford to undertake at this time. Such a decision should be strategically implemented, with proper consideration given to

ensure alignment with national goals and the overall architecture of government, institutional capacity, human resource capacity, and results-based management systems and process. Any decision to revert to separate Ministries should therefore be based on extensive analysis of the necessity, efficacy, and the achievability of such an action.

Structural and Management Challenges

While having an integrated budget system may have yielded significant macro fiscal benefits in Sierra Leone, as explained by MoFED officials, the process of obtaining this outcome has had considerable negative repercussions. Like most countries that seek to integrate their budgets, Sierra Leone made a decision to integrate the institutions responsible for the two components of the budget, the MoF and MoDEP. This integration, as we have already stated, was to be both physical and functional, and was admittedly precipitated by sound reasons. However, the process has resulted in a two-tier institution, relegation of the planning functions, and fragmentation of functions, all compounded by management challenges. Accordingly, we have recommended a new management structure that will be helpful in unifying MoFED both physically and functionally.

Assignment and Support for Functional Units

The merger of the two Ministries was conducted at two levels, physical and functional. With regards to the first level, the units within the MoDEP were relocated to the offices of the MoF at George Street. However, the team was informed that due to lack of space at the Treasury Building which houses all units of the MoF with the exception of the Accountant-General's Department (AGD) and the Local Government Finance Department (LGFD), the units from MoDEP were housed at the Ministerial Building across the street. As trivial as this may seem, this physical separation has had a negative impact on performance; staff were quick to inform us as to the differences between the more prosperous "Abuja wing" (Treasury Building) which

houses the finance-related units, and the less developed “Lagos” (Ministerial Building) across the street.

There is the perception that CPM&E was deliberately housed in the Ministerial Building in an effort to sideline it. Certainly, the distance between that unit and all the other strategic units in the Ministry has become symbolic of the strained coordination and collaborative relations. In our discussions with senior administrators, they hinted at challenges with supervising the work of CPM&E and its staff, mentioning that the unit is not always represented in critical meetings, including Committees that are critical to its role. While we are fully aware of the difficulties with fitting all the staff of MoFED in the Treasury Building, we wish to emphasize the importance of physically integrating complementary units and functions. We believe that once the amalgamation we envisage for some of the units is implemented, there will be adequate space in the Treasury Building to accommodate staff.

Functional integration was a much more complex process. As depicted in Appendix 1a, the MoDEP had 12 technical units along with general administration and support units. Eight of the units were sub-components of the Central Planning Unit and focused on sectoral planning, and it was this large division that was combined with the Monitoring and Evaluation Unit and transferred to the new MoFED and renamed the Central Planning and Monitoring & Evaluation Division (CPM&E). The three units engaged with coordination of regional bodies including Mano River Union, ECOWAS, as well as UNDP and Commonwealth, were combined into a Regional Integration and South-South Cooperation Unit. The NGO Coordination Unit functions as a single unit within the new structure. In the process of integration, the Development Aid Coordination Office (DACO) was also relocated to the new Ministry.

DACO was established in 2003 first within the MoDEP and later under the supervision of the Office of the Vice President. Its primary function was the coordination of development assistance from multilateral and bilateral development partners. The activities of DACO, which we have already highlighted earlier in this

report, therefore extend to coordination of external resource mobilization, collecting and collating information on development assistance, and collecting and collating information on NGO activities.

The resultant structure from the functional integration is depicted in Appendix 2 as the current structure of the MoFED. This superfluous structure has resulted in duplication and overlaps, territorial battles over mandate and resources, free-riding, and ineffectual management and supervision.

Overlaps and fragmentation are particularly characteristic of those units engaged in aid coordination. The roles of DACO, CPM&E, MPD, PDU, and NGO Coordination have blurred to the extent whereby this affects aid mobilization and management. Specific instances include:

(i) DACO and MPD are both engaged in coordinating aid flows from bilateral and multilateral partners, and consequently, both are involved in loan negotiations, review of project implementation, and serve as the inter-face between Government and these institutions. In particular DACO relies on the data captured by MPD for its database on development assistance patterns, the DAD. Both units strive to make a clear distinction between their mandates by pointing to differences in the levels of development partners they focus on (bi-laterals in the case of DACO and multilaterals for MPD), and their involvement in the project cycle. However, even within the units, there is little consensus on whether these clear lines of distinction exist.

(ii) DACO and NGO Coordination Unit both capture information on NGOs, especially in relation to their activities and aid transfers. The registration and monitoring functions performed by the latter are essentially part of this more strategic objective.

(iii) MPD and PDU essentially function on two sides of the same donor-funded project cycle. While the former is involved in multilateral loan negotiation, as well as project implementation to ensure quality and adherence to timelines, the latter is central to this very process of loan negotiation and project implementation as it

guarantees that the loans are relevant, sustainable, and well managed. In our discussions with both units it was obvious that they rely on each other throughout the loan and project implementation cycle. Both reported concerns with the timeliness and accuracy of information, as well as the sub-optimal levels of collaboration and coordination.

Several studies conducted on aid coordination in Sierra Leone highlight this aspect of fragmentation. In his study of aid management systems in Sierra Leone Jorg Nadoll concludes that,

“Foreign assistance provided to Sierra Leone is not coordinated very well. There is a high degree of fragmentation of responsibilities for the mobilization, negotiation and administration of aid across agencies of government leading to inefficiencies and reduced effectiveness in the overall system. Further, there are limited efforts by the wider development partner community to coordinate activities among themselves. Isolated coordination and harmonization efforts among specific donor groups, such as the Multi-Donor Budget Support Group or European Union member states, have not yet resulted in a significant rationalization of aid activities. Besides, as they are not government-led and pursued almost independently of one another, these isolated initiatives bear the risk of turning donor groups into ‘aid cartels’ “. ²

The result of having several units involved in the process of mobilizing external resources, negotiating loans at similar levels, and monitoring and collecting data on projects funded by those loans, is that data on aid flows is not centralized, but is rather fragmented and subject to error and manipulation. This in turn affects the ability of MoFED to analyze and plan at the macroeconomic level. It also could affect its ability to effectively plan for disbursements and to manage loans and payments. The outcome of this are delays in the project implementation cycle caused by late disbursements from MoFED, ultimately reducing the impact of development projects.

² Nadoll, Jorg. “Review of Sierra Leone’s Aid Coordination Architecture”, 2009

This is an unfortunate commonality in public sector planning, and it has important implications for the effectiveness of aid in the country.

In his report Nadoll³ highlights several negative characteristics of aid structures and systems in Sierra Leone that are a result of the absence of a coordinated government approach to aid management, whether through a single government entity or through effective collaboration by several entities. These are:

- Unpredictability of aid flows- actual disbursements of funds from donors, including those that have committed to long-term assistance are often delayed and do not match the commitments. In some extreme cases, donors have stopped supporting programmes mid-way with little or no advance notice to the government
- Establishment of competing parallel structures – in a majority of cases, donors set up and support units to implement their programmes, sidelining those structures already in place performing those very functions. The proliferation of PIUs has created a parallel MoFED and, on a larger scale, a parallel Public Service.
- Imbalance in power relationships- the seemingly inability of government to ensure that donors abide by the terms of their commitments, to ensure that the assistance is based on national priorities, and to negotiate better terms including reduction of conditionalities, especially regarding budget support, is one of the biggest challenges affecting successful implementation of the many development projects and continues to hamper socio-economic development.

In a damning assessment of this skewed power play between government and donors, Nadoll⁴ states,

“Donors frequently refer to ownership when they would like the government to ‘take the lead’ on a specific issue. However, donors demand more ‘leadership’ mainly when they would like to see the government take action

³ Nadoll, 26-29

⁴ Ibid

on issues high on the donors' agenda. But in fact they are frequently unwilling to fully accept government leadership and ownership and often undermine it through interventions that are not in line with national priorities, unpredictable aid disbursements, and fragmented aid delivery through parallel structures".

We wish to make clear that the recommendations made with regards to the structure of the MoFED are not based on any claims of technical expertise in financial and economic planning systems, but rather from an analytical consideration of which are 'core' functions, as well as the alignment of like functions. Our analysis has been primarily limited to the functional structures of the Ministry, though all of the recommendations directly impact on the technical functions. The recommendations made in previous MFRs on the Ministry pertaining to technical work are still of some relevance.

The changes to the structure of MoFED below are illustrated in the proposed organogram in Appendix 3. Some of these recommendations have been made in some form in previous reviews of the Ministry. In organizational development, there is no hard and fast rule on whether the entities should be named 'Divisions' or 'Units'. In this case, we have referred to those, such as CPM&E, that will comprise several sub-functions as 'Divisions'.

In this respect, we recommend that the Ministry considers the following re-alignment of units within the two main Departments.

Two Departments, namely;

(i) Development Planning and Donor Relations

(ii) Fiscal Operations

Sub-divisions within each Department, as follows:

Development Planning and Donor Relations

Aid Coordination and Management Division (ACMD)

This will be primarily responsible for coordinating donor assistance. It will comprise sections that follow all aspects of economic and development cooperation with development partners from resource mobilization over negotiation of, and agreement on external funding flows to monitoring of disbursements. In terms of practicalities, this will amalgamate the functions of MPD, DACO, and NGO Coordination Unit.

Regional Integration Unit

The centrality of regional integration to sustainable growth and development warrants a unit dedicated to coordinating and strengthening relations with regional institutions and our south-south partners. **We strongly recommend that this unit be fully capacitated to be able to perform optimally.**

Central Planning and M&E Division (CPM&E)

We agree with the theory that national development planning should be directed by a dedicated unit at the heart of the Government, and recommend for the establishment of this division in the Ministry. The core functions will be those that have been identified for the CPM&E with a few additions. The scope of work is directly related to management and coordination of the Agenda for Change including development, monitoring and technical backstopping for the PRSP, as well as undertaking the PETS. All sectoral focal desks/ units such as the Population Unit should be housed here. In our recommendations on staffing we will refer specifically to the measures that will have to be put in place to develop the Division. In supervising development activities at the national, sectoral and local level, it will have to strengthen collaborative networks with SPU and Statistics SL.

Economic Policy and Research Unit (EPRU)

This unit will undertake meaningful macroeconomic analysis and economic research to inform both fiscal and development planning at all levels. In developing and managing macroeconomic policies, the EPRU will work closely with the CPM&E.

Fiscal Operations

The main focus areas of the units within this Department will essentially remain the same as outlined on pages 18-20. We have included IPFMRU in this Department because the work of that unit is integral to efficiency in financial management, and we contend that it should in fact transition to a permanent entity. We maintain that the scope of work of PDM should include local debt management, i.e. the contracts currently being managed by the SDFS.

Units within this Department include:

Budget Bureau

Public Debt Management Unit

Revenue and Tax Policy Unit

Local Government Finance Unit

Public Financial Management Reforms Unit

There are several units, such as *Internal Audit* and *Administration* that perform functions that reach across the entire organization and have therefore not been included within any one Department. **We have recommended for a *Legal Affairs Unit* to be established within the Ministry.** This is without prejudice to the Attorney-General's Office. It is intended to facilitate the work of an over-stretched Solicitor-General's Office. The majority of the work being done requires legal contracts and regulations, some of which need to be reviewed and updated. In the case of contracts the Ministry has had to depend on the Law Officers Department and advice from private legal experts. We understand the overarching mandate of the Law Officers Department with regards to GoSL contracts, etc. However, the Law Officers Department itself has suffered diminished capacity and there are often long delays which impact on debt management and project implementation. The

proposed Legal Affairs Unit will have to effectively collaborate with the Law Officer's Department to facilitate matters at MoFED that would require legal expertise.

We have also recommended for a *Public Relations Unit* to coordinate dissemination of strategic publications and activities, as well as to ensure effective communications with stakeholders, including civil society organizations and the press.

Further, we recommend that *SLIS* be integrated into Statistics SL as soon as possible.

In addition to addressing the problems with duplication and fragmentation, this amalgamation of like units will provide the following benefits to the work of the Ministry:

- Strengthen aid coordination and management- provides the opportunity for MoFED to be able to track donor funds at whatever level. This will address the challenges with tracking NGO funds and activities, alignment of donor support to the priorities of GoSL, and facilitating adherence to the Paris Principles on Aid Effectiveness
- Improve inter-ministerial coordination– Strengthening national coordinating mechanisms for regional assistance, ensure regional and sectoral planning is aligned with national goals; improve data collection and analysis at the MDA level
- Improve intra-Ministerial collaboration and cooperation- the units are interdependent, and effective performance requires coordination. PDU for instance has been placed in the Fiscal Operations, but its functions are closely intertwined with those of the ACMD. The effectiveness of the proposed structure depends to a large extent on the level of cooperation.

Relegation of Development Planning

Another outcome of the merger and the realignment of units in the new MoFED is the apparent prioritization of macro fiscal planning and financial management over strategic development planning. In our opinion, this goes beyond the MoFED.

Development planning in Sierra Leone has progressed along the same lines as other countries in sub-Saharan Africa. Since independence countries have grappled with the challenges of instilling a national identity, addressing underdevelopment and inequalities in all aspects of social development, establishing legitimate and effective institutions of governance and development, and improving national economic performance. While countries such as Sierra Leone have sought to address these challenges within their domestic context, the solutions have been largely in accordance with the prevailing development economics theory espoused in the international arena, particularly by the Bretton Woods institutions.

Over the past decades, there have been ideological shifts from centralized planning and structural adjustment, to distributive and local development planning, and to the current focus on institution-building and good governance. Each of these shifts had an impact on the mandate, relevance, and resources provided to the institutions responsible for development planning in Sierra Leone, particularly MoDEP. Coupled with a weak Civil Service (characterized by low capacity, poor systems and processes for human resource management, low remuneration, and low morale), they combined to undermine the ability of the MoDEP to effectively function as the centre of national macroeconomic and development planning. Specifically, several changes made in the legal and regulatory framework hived-off key responsibilities from the MoDEP, as follows:

The Government Budgeting and Accountability Act 2005

- Ministry of Finance became responsible for formulating macro-fiscal policy and for implementing the Medium Term Expenditure Framework (MTEF) on which the Annual Budget is based.

- Recurrent and development budgets must be merged at the national and sector level into a single format incorporating external funds. It is envisaged that integrated budget proposals from the MDAs covering both recurrent costs and development costs will be forwarded directly to the same unit (Budget Bureau) within Ministry of Finance, effectively facilitating full integration and harmonization
- Ministries are required to produce strategic development plans which should form the basis of budgeted annual work plans, subject to the requirements of the MTEF and the Poverty Reduction Strategy (PRS)
- Aid coordination and management is the responsibility of a dedicated unit which should be within the Ministry of Finance

Local Government Act 2004

- Devolved development planning to sector Ministries and Local Councils
- The Act stipulates that Local Council development plans should not be incompatible with national development goals; therefore Local Council plans are expected to be in line with the PRSP

The above changes were made with the intention of improving accountability, financial management, and participatory development, and did not obliterate the need for dynamic and strategic planning at the central level. Core functions that remained included:

- Facilitating the formulation of national policies, priorities, and strategic plans for development and gaining collective political support for implementation
- Setting benchmarks for nationwide economic and social development and monitoring and evaluation progress in meeting the benchmarks
- Evaluating large cross-sectoral development projects
- Participating at the beginning of the annual budget cycle to assist with: a) cross-sectoral coordination at the policy hearings for Ministries, b) harmonizing Local Council development plans with national development goals

- Advising Government on cross-sectoral development issues
- Overseeing the overall effectiveness of development planning at all levels

At the time, a logical response to an underperforming MoDEP should have been capacity development of the Ministry to enable it to perform these critical functions. However, two institutions, PASCO and DACO, were created to perform some of the core functions of MoDEP. This further depleted the ministry. PASCO, which was originally under the supervision of MoDEP, was created as a temporary transitional entity to coordinate and monitor the Poverty Reduction Strategy. Eventually, the implementation of the PRS was moved to DACO. The circumstances of these events was captured in the MFR for MoDEP conducted in 2006, as follows:

“Lack of capacity was the reason given for MoDEP not being assigned the implementation of the Poverty Reduction Strategy (PRS) published in 2005. Although MoDEP took a lead on producing the interim PRS in 2002, the task of producing the final PRS went to PASCO which was originally under MoDEP’s control but was subsequently moved away from the Ministry. The implementation of the PRS, the key national economic and social development strategy, is now temporarily assigned to DACO, which also is responsible for coordinating most of the financial donor aid flowing into the country.”

After the merger, the function of development planning was incorporated into MoFED through the CPM&E. According to the Ministry, the main responsibility of the CPM&E is to identify, coordinate the formulation, and monitor medium term national development priorities and strategies at all levels. Going by this, CPM&E should function as the hub of development planning in Sierra Leone. However, we noted that the unit does not perform the core functions indicated, but rather seems to function as a secondary monitoring and evaluation unit. The unit faces critical challenges in the form of lack of strategic leadership, limited staff, and limited resources. The Team noted that during the review, only the Director and one other officer were present in Freetown, and all the other (6) staff were in the Provinces

conducting monitoring. The unit clearly does not receive the level of financial and strategic support it requires.

The Team was informed that even though the unit is required to monitor development projects nationwide on a quarterly basis, it does not have any official vehicles; officers have to depend on the resources of other units such as EPRU and DACO to conduct monitoring. The core stated function of the unit, that is, strategic development planning, seems to be shared amongst various other units including EPRU, DACO, and MPD. For instance, the main responsibility of the EPRU is to formulate, analyze, coordinate, and monitor economic policy for sustainable economic growth and poverty reduction, including the preparation of national development strategies and policy documents. DACO continues to lead on matters relating to implementation of the PRS. DACO has played the leading role in coordinating and implementing the Poverty Reduction Programming, Implementation, Monitoring and Evaluation (PRIME) project. The key objective of the project, which is funded by the African Capacity-Building Fund (ACBF), is to strengthen internal capacity for Sierra Leone to implement, monitor, and evaluate its PRSP process. Even though the CPM&E is indicated in the PRIME progress reports as being responsible for monitoring the PRS, it does not seem to have benefitted much from this intervention. With regards to MPD, it performs a critical monitoring and evaluation function as part of its supervision of donor-funded projects.

In all of our discussions with these other units, it was acknowledged that there are areas of functional overlap, and that were CPM&E to be capacitated, it should take over some critical functions such as PETS monitoring, which are central to its responsibilities. Additionally, we were informed by the SDFS in charge of domestic contracts, which includes those for development projects, that the CPM&E has never been involved in the assessment or the monitoring of any of the projects. Re-capacitating CPM&E must be a priority concern of MoFED if the merger has to be meaningful.

As we have previously mentioned, the gap in national development planning goes beyond the failings of MoFED to prioritize its planning unit. Having transitioned from a post war crisis state, the focus in Sierra Leone has for some time now shifted to national socio-economic development, which includes strengthening institutions, infrastructural development, and strategies for macroeconomic growth.

Unfortunately, due to our limited capacity in development planning, programme design and management, and critical technical competencies across the board, the design of our national development plan and many other strategies for development and growth, are heavily reliant on donor technical assistance. Furthermore, achieving the goals of our national development agenda is contingent on the capacity within government to assess, coordinate, monitor, and evaluate the strategies, plans and projects that constitute this agenda. Both of the two previous MFRs conducted proffered recommendations to address this gap, including creating a Strategic and Policy Unit situated in the Office of the President. It was envisaged that this SPU would “focus solely on the core medium to long term policy development and strategy planning functions required at the central locus of Government, together with harmonizing and translating successive government and presidential vision into national goals and strategies.” The reports recommended that the proposed SPU would comprise of a small group of policy developers and strategic planners.

Essentially, the unit would function in the same capacity as the National Development Planning Commission (NDPC) in Ghana.⁵ At the same time, recommendations were made for strengthening the planning capacity of MDAs by creating planning units. These recommendations were put forward based on the observation that the planning unit within MoDEP did not have the capacity to effectively function as a dynamic planning hub, as well as the consideration that this level of planning would be better situated at the heart of government. However, these recommendations have not been implemented as envisioned and the gap still remains.

⁵ The primary function of NDPC in Ghana is advice the President on development planning policy and strategy. This includes preparation of a national development policy framework and monitoring implementation.

The key challenge affecting the performance of CPM&E is the lack of capacity both in terms of size and quality. As such, the recommendations for addressing this challenge have been incorporated in the section on human resource management in the Ministry. The unit should be capacitated to occupy its strategic position within the Economic Planning and External Relations Department. At this point, we merely want to place emphasis on the need to prioritize the unit.

- ✓ **We recommend that the CPM&E be strengthened to function as the hub of development planning in Sierra Leone**
- ✓ **We also recommend the areas of focus for CPM&E listed in Appendix 4**
- ✓ In an attempt to improve national development planning, **we recommend that this unit should collaborate with the SPU to jointly organize an annual conference on Transformative Development Planning, during which national, sectoral and local development plans will be reviewed.** This conference will be more impactful and useful if it were to lead into the DEPAAC each year.

Two-tier salary and recruitment system

There are two distinct salary and staffing regimes operating within MoFED, and this has affected staff morale, performance, and organizational cohesion and development. There is a large percentage of staff that were not recruited through the Civil Service, but as contract officers or Local Technical Assistance (LTAs) recruited and paid by donors. There are 42 LTAs/ contract staff in the MoFED. (Appendix 5 shows the LTAs in each unit/ division in MoFED). These LTAs are remunerated under a different salary structure and receive a considerably higher salary than their counterparts. The use of LTAs in MoFED came about as a result of the skills gaps mainly after the Civil War. Post conflict efforts at reconstruction demanded critical skills in financial management, project management, and economics, which were to a large extent missing in the mainstream Civil Service.

Development partners therefore had to resort to establishing Project Implementation Units (PIUs) to manage their various development projects. There is a general consensus that PIUs and LTAs were intended as a temporary solution to address the urgent need for critical skills in financial management, engineering, project management, procurement, etc. Initially, the idea was for LTAs to have Civil service counterparts to ensure knowledge and skills transfer, which would be accompanied by sustained training in specialized areas. The PIUs themselves were to be disbanded over time with staff either being incorporated into the wider Public service or released. However, keeping to this original plan has proven difficult. Government lacked a cohesive policy regarding the modalities for PIUs, including those guiding salary structures for their staff. Moreover, training has not been effective in the Civil Service, and the unfavorable conditions of service still persist. In some extreme cases such as with MoFED, LTAs continue to be the norm rather than the exception.

The MFR conducted on the former Ministry of Finance in 2006 came to a startling conclusion that:

“It would be easy to conclude that with six of the seven technical areas staffed by donor technical assistance staff, that the Government of Sierra Leone does not have a Ministry of Finance. What it has is a series of inter-related donor projects that perform the core functions of a Ministry of Finance...”

Since the establishment of these PIUs, similar conclusions can be made about the staffing system in MoFED. While not all of the units still primarily staffed with contract officers fall within the classic definition of a PIU, the pivotal issue of differentials in salaries and recruitment still remain relevant.

The irregularities seem to primarily occur within the technical units; of these, a few units, namely Revenue and Tax Policy, Regional Integration and South-South Cooperation, CPM&E, and the Multilateral Project Division, are staffed primarily by Civil Servants and, as such, perceive themselves to be treated very differently from other units in which the majority of staff are contract officers. Staff expressed

dissatisfaction with what they consider to be discriminatory pay policies, especially since they have the same educational background and technical qualifications as those contract staff receiving substantially higher salaries and other benefits. It is fairly easy to imagine the demoralization resulting from staff with similar expertise and performing essentially the same tasks, receiving salaries over 50 times less than their counterparts. While we acknowledge that there are circumstances where MDAs will have to employ the services of experts who bring competencies that cannot be found in the local market, we maintain that this justification does not apply to a majority of the positions occupied by contract staff in MoFED.

Dissatisfaction over the unbalanced pay structure has manifested itself quite distinctly in inter-unit interactions. There is a “haves” versus “have-nots” mentality in the Ministry, which has diminished the level of coordination and collaboration that would have otherwise occurred. Units are particularly “territorial” and feel as though they have to fight for ‘functional space’ and to justify their relevance in the Ministry. In the case of units that perform very similar or complementary functions, this, more than anything, has contributed to the reluctance to collaborate in a meaningful way with each other and an open opposition at the possibility of merging in order to maximize efficiency.

During the meetings, the Team observed that units overemphasized their specialization in order to illustrate their differences and justify their independence. Staff also expressed fear of losing their power and relevance were they to be absorbed into another unit, especially in relation to what some staff viewed as preferential treatment received by some units based on close ties between their heads and senior government officials or development partners. For instance, units such as DACO, which were created as parallel institutions to functions already being performed in a government Ministry, are perceived to be of ‘special’ importance to government and development partners. Other units such as EPRU and Budget Bureau are perceived to have been elevated and given more responsibilities due to the close relationships between their heads and senior management of the Ministry.

Staff also pointed to the perception of support for units formerly within the MoF at the expense of those from MoDEP.

The situation is even more complicated by the fact that there are salary distortions amongst the contract officers themselves. Because they are recruited by different development partners under varied conditions, contract staff are paid according to the salary scales of the particular agency and the funds available for a particular programme.

The effects of the high incidence of PIUs and contract officers are not only limited to the MoFED, but also extend to the entire public service in Sierra Leone. One key effect is that this system undermines the authority and control of the national institutions it purports to support, as it bypasses the local systems and procedures for recruitment, compensation, promotion, and separation, as well as human resource development. Second, it creates disharmony amongst staff especially since the majority of LTAs/ contract staff are not subject to the Civil service rules and regulations, and this impacts their allegiance to and respect for the Civil service. This ultimately leads to a dwindling of state authority vis-à-vis the development partners who finance these units. Even though the problem of allegiance to the development agency has been partly addressed with the incorporation of all LTA salaries into the Government payroll, this is, albeit, a very superficial solution to a much deeper problem of overreliance on donor assistance. For instance, during our interviews with the CPM&E, we learnt that the sectoral focal desks on Population and Social Services attached to the unit are still wholly donor-sponsored. Moreover, the fact that very little progress has been made in the past decade with regard to addressing the integration of LTAs into the public service system, has led some people to propose a theory of deliberate manipulation by development partners, in order to maintain their control of government policies and programs.

From our discussions with staff at MoFED, it is clear that the pay and grading systems should be harmonized in order to reflect fairness, meritocracy, and

adherence to public service regulations. Over the years, substantial research has been undertaken in relation to addressing the problem of the two-tier staffing structure at MoFED and the wider public service. Clearly, Government recognizes that the current situation is untenable, and one of the primary objectives of public sector reforms is the harmonization of public service pay and grading. In February 2011, Cabinet approved a comprehensive multi-year (2011-2015) Pay Reform Strategy that proposes dramatic changes to not only the pay structure, but also improvements in the process of pay determination.

This longer-term strategy aims at integrating all contract staff into the public service under improved conditions of service. However, there is the very real fear that during the process of converging salary scales, Government will lose these critical competencies. One of the strategies being used to mitigate this risk is the implementation of a short-term financing measure provided by the World Bank within the framework of the Integrated Public Financial Management Reform Programme (IPFMRP). Under Component 3.4, as the measure is known, salary support could be provided for a number of contract staff who will be integrated into the Civil Service. While we understand the concerns with staff retention at the MoFED and the importance of making headway in this process, this strategy targets only a small sub-section of staff in MoFED and none in the wider public service. It therefore begs the question as to the rationality of its objectives, as it would seem to be perpetuating the very inequities it claims to address.

In the absence of full-scale implementation of the pay and grading strategy, problems with the parallel/shadow civil service and imbalanced conditions of service, will not be addressed. It is rather unfortunate that resource constraints have limited Government's ability to pursue rapid integration of all contract staff, and consequently, salary harmonization for the public service. Nevertheless, there are several significant steps outlined in the pay reform strategy that can be pursued in the short-term that will yield positive dividends and demonstrate Government's commitment to the longer-term objective. One of the steps on this path, the

assignment of grades to all contract staff, has begun in the MoFED. Another major step will be the establishment of a special body for pay and compensation. The proposed Commission will undertake tasks, including:

- i. ensure fair, transparent and consistent implementation of Government's policy on public service pay;
- ii. advise Government on matters relating to salaries, wages, allowances and benefits in the public sector;
- iii. undertake negotiations with Trade Group Negotiating councils on wages and conditions of service of employees of which Government is the direct or indirect employer;
- iv. develop salary structures for the public service; and
- v. develop a mechanism that will attract and retain critical skills within the public service

We therefore recommend that the MoFED, PSRU and other key government agencies ensure the establishment of a special body with the necessary legal authority to focus exclusively on pay and compensation issues in a holistic manner.

Moreover, the pay strategy identifies certain measures that will provide additional funds that could be used to finance an improved pay structure. **We recommend that the MoFED and its partners prioritize implementing the following measures for reducing Government expenditure and increasing revenue highlighted in the Pay Strategy:**

1. The recurrent budget for 2012-2013 (Goods and Services) for all Ministries

Departments and Agencies (MDAs) should be reduced as follows:

- i. Reduction of expenditure on telephone and other communications***
- ii. Reduction of expenditure on generator running costs***
- iii. Reduction of expenditure on Office and General***
- iv. Elimination of Honorarium payments***

- v. *Reduction of expenditure on office equipment, furniture and safes*
- vi. *Reduction of expenditure on Local Travel*
- vii. *Reduction of expenditure on Overseas Travel*

2. *Minimizing substantially the current discretionary duty waivers.*

3. *The National Revenue Authority (NRA) to be capacitated in order to improve on its revenue mobilization.*

Human Resource Management

Staffing Patterns in Technical Units

The differences in nomenclatures for technical Civil Servants and contract staff have perpetuated the idea of a two-tier Civil Service. This does not augur well for integration and has had an adverse effect on staff development, especially for civil servants working in these units, who may not be perceived to be professionals and are therefore sidelined at the expense of their LTA counterparts. For instance unit heads that are LTAs are referred to as 'Directors', which connotes high levels of authority, while those who are civil servants are referred to as 'Deputy Secretary', a generic title that does not indicate the area or level of specialization, and is in fact misleading to outsiders, as it provides unclear information on hierarchy.

It is particularly interesting to note that the staff list for the Budget Bureau makes a distinction between the two Civil servants in the unit who are classified as 'administrative officers in the Budget Bureau' and the other staff in the unit, with total disregard for their bachelors degrees in Economics and Accounting and with additional graduate degrees in International Finance and Public Sector Management respectively. All of the staff in question are highly qualified with most having masters degrees in economics-related fields. By all accounts, these are professionals with many years of experience and training in their areas of specialization. However,

by virtue of the fact that they were recruited within the Administrative cadre, they are in danger of losing any benefits from this specialization, because they are transferable officers. During the course of the Review, the Team was provided with instances wherein some of these staff were transferred to other ministries to work as Senior Assistant Secretaries or Deputy Secretaries, after having received substantial training in financial management or economic planning. This is a very real concern that was expressed by virtually all heads of units who feared their already low staff strength being further depleted by transfers. As with the multitude of names- unit, division, bureau- describing the various functional entities in the Ministry, these diverse titles contribute to the perception of irregularity and lack of professionalism.

Human Resource Capacity

Relative to its civil service counterparts, MoFED is a highly professionalized Ministry. The educational levels of staff are above average, as is the availability of training opportunities. Over the years, the Ministry has received substantial support from development partners for capacity building, particularly for those units within the fiscal operations department. Additionally, staff in MoFED are highly motivated to pursue advanced training, because of the nature of their work, which requires a strong foundation in theoretical applications. As a result, all technical staff have at least a Bachelor's Degree, and many with postgraduate qualifications. Similarly, all staff in the Administration Division, who can be classified as either middle or senior level officers, possess at least a Bachelors degree.

However, in as much as the quality of staff are above average, the challenges with quantity are very much similar to those experienced by other institutions in the Civil Service. The current staff strength stands at ? , with 269 of these being employed at the AGD. All line managers interviewed complained about having inadequate staff; this was a common challenge across the Ministry. For instance, IPFMRP has a total staff capacity of only 8 but have indicated that the optimum number would be 20. There is a similar gap in Budget Bureau, MPD, PDU and EPRU. The case of CPM&E is again a special one. The unit boasts a total staff capacity of 8 including the Director,

as indicated in the Staff lists in Appendix 5 and 6. The unit chart indicates vacancies for planning officers for the majority of sectors. Considering that the unit has been mandated to not only develop national strategic and development plans which include all sectors in the economy, but also to monitor implementation of these projects, this minimal number can certainly be used as a reasonable excuse for ineffective performance. The Administration Division experiences similar challenges with lack of staff. There is only one Deputy Secretary assisting the DFS-Admin, and it is an understatement to say that she is overwhelmed. We are happy to note that in 2011 the Ministry requested for an Estate Officer and an Assistant Estate Officer as part of its Manpower and Budget Plan.

Senior management of MoFED also complain about the lack of staff. The Dev Sec has expressed concerns that the two senior officer deputizing him that were transferred from the Ministry have not been replaced, effectively tripling his workload. The Team was concerned that the SDFS, who has been charged with reviewing requests for duty waivers and contracts for approval, supervising the LGFD and IPAU projects, and chairing the Expenditures and Contracts Management Committee, does not have any staff attached to his office; the Secretary who assists the SDFS is located on the first floor, two floors below him. During our visit, the SDFS was elbow deep in paperwork. Because the FS was away sick from the office, we were interrupted by staff seeking directives on matters. The PDFS is similarly constrained, and has to constantly seek assistance from staff in technical units. We are not by any means proposing that these offices be equipped with a full range of technical and administrative staff, but merely that they are provided the necessary support to perform their duties efficiently.

In terms of succession planning, the age profile of staff ranges from 26-62 years. The majority of technical staff are below the age of 50 years, giving the Ministry enough leverage in terms of developing a comprehensive HR management plan for succession to ensure continuity and knowledge transfer to younger staff. The exception to this is the CPM&E Unit where the youngest officer is 48 years old. The

age range for this unit is 60-48, with both the Director and a Principal Planning Officer due retirement this year. Another concern is that a few of the contract officers are over the age of 60. Frankly, we believe that these positions can be filled with younger staff from these units. The Manpower Budgeting profile used in the Civil Service provides ample information for developing a succession plan for the Ministry. **Appendix 7** provides details on the retirement profile for 2012-2015.

One of the objectives of public sector reforms is the professionalism of the public service. This includes establishing results-oriented regulatory institutions; improving systems and processes for merit-based recruitment, promotion, and retirement; and pursuing sustainable alternatives for building local capacity.

Specific recommendations for improving HR capacity in MoFED are as follows:

- ✓ **We recommend that the HRMO and the MoFED conduct a Job Evaluation as part of the process of restructuring the Ministry, and updating its structure**
- ✓ **We recommend that technical and administrative staff are logically reassigned to ensure optimal capacity in all units**
- ✓ **In supporting the restructuring of MoFED, we recommend that the HRMO facilitates the smooth integration of SLIS into Statistics SL**
- ✓ **We recommend that as part of the job evaluation exercise, the Establishment List at HRMO is updated to reflect the positions in MoFED**
- ✓ **We recommend that the Scheme of Service is updated**
- ✓ **We recommend that job descriptions are developed for all technical and administrative positions at MoFED, including those for senior management positions such as the PDFS, Dev Sec, SDFS, and DDS, and DFS**
- ✓ **We recommend that the staff vacancies in the Ministry, following the realignment of units, be filled through the PSC, whether or not these positions will be supported with donor funding**
- ✓ **We recommend that recruitment for the Administration Division reflect the results-oriented structure indicated in the organogram, and provide**

support for the various components of administration such as Estate Management, Transport and Logistics, that the office has to manage, as indicated in Appendix 4

- ✓ **We further recommend that the recruitment for staff in MoFED be competitive and merit-based, and that the age requirements should not preclude young professionals**
- ✓ **We recommend that an M&E cadre be immediately established under the auspices of the CPM&E. The unit will supervise M&E Officers in other MDAs, as in the case of Internal Audit or NPPA. One of the factors affecting planning and successful implementation nationwide is the lack of effective monitoring and evaluation, and this is one of the priorities of public sector reform**
- ✓ **We recommend that the Planning Cadre be strengthened by expanding the range of competencies for these positions. In addition to the traditional qualifications in development studies and economics, qualifications in civil engineering, rural development, mineralogy, health care management, statistics, marine biology, medicine, should also be considered.**
- ✓ **We recommend that the competencies for Economists be expanded to reflect diverse aspects of the field**
- ✓ **We recommend mainstreaming of LTAs and other temporary positions in MoFED as may be appropriate**
- ✓ **We recommend that in the process of integrating contract officers into the Civil Service, those officers who are currently above the age of 60 are retired unless suitable candidates cannot be identified for their positions**
- ✓ **We recommend that the Ministry allocates resources to accommodate the additional staff**
- ✓ **We recommend that the capacity of the Procurement Unit should be strengthened, particularly through training**

Administrative/ Management Challenges

Unlike most other ministries, the administrative hierarchy in MoFED does not follow the traditional pattern of a Permanent Secretary, Deputy Secretary, Senior Asst. Secretary, Assistant Secretary, etc. Within MoFED, the technical and administrative head is the Financial Secretary who is deputized by a Principal Deputy Financial Secretary and Development Secretary. Below this level are the posts of Senior Deputy Financial Secretary, Deputy Development Secretary and Deputy Financial Secretary. According to the information provided in the list of roles and responsibilities by the Ministry, the FS and PDFS perform primarily technical and strategic leadership roles, leaving very little time for administrative matters. Similarly, the SDFS currently functions in a purely technical capacity. The Financial Secretary has designated the day-to-day administrative management of the Ministry and staff to one of the two Deputy Financial Secretaries. The main functions of the DFS- Admin are stated as responsibility for the day to day running of the Ministry including supervision of the Accounts Division and Procurement Unit. Whilst these responsibilities seem to be clarified on paper, in practice they are blurred and are a cause of conflict. From our interviews, it is clear that even though there is consensus that the DFS-Admin is in charge of the day to day running of the Ministry, the PDFS performs a lot of related tasks. The PDFS is the designated Vote Controller and is Chairman of the Budget Committee. While the team was informed that the PDFS is the Chairman of the Procurement Committee, this claim is contested by the DFS who maintains that the role was assigned to him by the FS in 2010.

As we have already mentioned in an earlier section of this report, the current role of the SDFS, who reviews contracts and duty waivers for approval, is very different from the role depicted in the organogram where two SDFS' provide overall supervision for two of the three major technical departments. There is similar disconnect between theory and practice in the role of the Development Secretary.

Previous reviews had recommended for the removal of the post of Development Secretary and though there is some confusion as to whether this was implemented without reference to the fact that the position is Constitutionally mandated, it is a fact that there was a period when the post was not acknowledged in the Ministry. There is also confusion regarding the grade for the Dev Sec; currently, he is at par with the PDFS, and reports to the FS, though there are those who contend the position should be at par with the FS. According to the current list of responsibilities, the Dev Sec is the overall supervisor of all the core units and functions related to development and donor relations. However, the Dev Sec has no supervision over the MPD, a unit that performs critical development –related functions, and it was only during the review period that supervision of PRIME was placed under his mandate. The Dev Sec is Chairman of the Withdrawals Committee, but surprisingly still has not been able to gain access to the World Bank account, one of Government’s most significant development partners. Even more surprisingly, the Dev Sec is not a member of the Development Committee in the Ministry. Lack of clarity on staff functions is a common problem in the Ministry, and the cause of tremendous frustration, especially for senior staff, who are constantly performing within the “any other tasks assigned” context.

A related problem is that of ineffective communication. While the Ministry has a number of committees that are expected to improve, decision-making and communication, the decisions made at this level still need to be formally approved at the level of the FS and Minister. If at all these committees are to improve efficiency in the Ministry, it is imperative that they meet on a regular basis, and not only for “putting out fires”.

During the review we interviewed all levels of staff, including both Deputy Ministers. Unfortunately we were unable to gain access to both the Minister and FS. From our numerous discussions with staff, we gathered that general management meetings are very infrequent, with some staff proclaiming to have never attended any meetings at all. Communication on technical matters seems to be mainly limited to

bi-lateral meetings between the Minister or FS and the relevant officer. Both the Minister and FS are overburdened with daily 'busy' work. While we concede that strategic leadership positions in the Public Service are invariably associated with a high incidence of meetings, the prominence of the MoFED means that it cannot afford to operate with these inefficiencies. Intra and inter departmental dialogue should be emphasized.

In order for any process of public sector restructuring to be successful, the political leaders must champion it. If at all the recommendations made in this or any other assessment of MoFED are to be effectively executed, the process must be led by the Minister and Deputy Ministers, who provide political and strategic leadership. They must believe in the efficacy of the objectives and must be willing to provide resources for their achievement. Accordingly, **we recommend that the Minister and Deputy Ministers lead the process of positive change in the Ministry, and give the process the necessary attentiveness it demands.** We believe this demonstrated commitment will serve as a positive example and impetus to all staff. In emphasis of the importance of positive commitment by staff, **we recommend that the Minister mandates all units to review this report and develop position papers for the consideration of the Change Management Team that is proposed elsewhere in this document.**

Restructuring the Ministry is a challenging exercise that will bring all the underlying tensions the Team observed to the forefront. Natural resistance to the perceived loss of authority and prestige will threaten the process. The ultimate goal being to improve harmony and coherence in the work processes of the Ministry, **we recommend that in the absence of one, the Minister immediately sets up a Change Management Team (CMT), comprising the political leadership, administrative and technical managers, as well as representatives from the middle and junior cadres in the Ministry.** The key function of the CMT is to manage the change process and to provide technical backstopping to ensure that the outputs will not only expedite efficiency and effectiveness, but will also reflect the values and priorities of the Ministry and its mandate and responsibilities to the

people of Sierra Leone. (A guide on the role of the CMT is attached as an Annexure). One of the responsibilities of the CMT and a priority recommendation will be **to organize a Strategic Planning session for the Ministry to review the recommendations made in this Report, all strategic plans and work plans, and to design a plan of action for their successful implementation.** This exercise will be of immense benefit to the Ministry and staff. As it is widely known in management theory, *organizations and executives who succeed in a dynamic environment are not necessarily those who are the most intelligent or those who have the greatest resources at their disposal. They are invariably those who have the clearest vision of who they are, what they stand for, where they are going and how they are going to get there.*

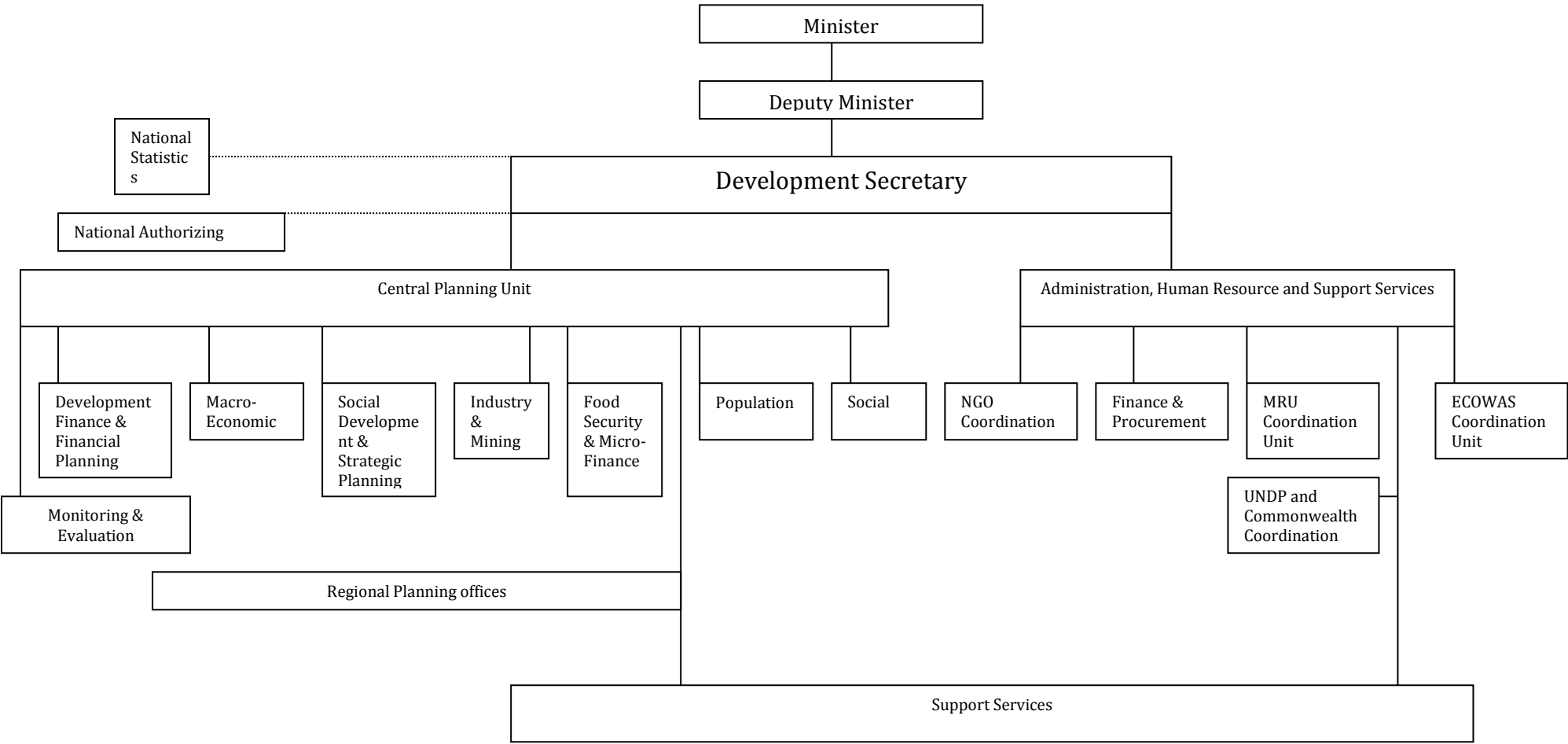
Equally important is sustained support from Civil Service managers, and commitment to providing skilled human resources to the Ministry. We believe that such support has been demonstrated over the years. In a related discussion with both the HRMO and PSC, these institutions remain committed to assisting the MoFED in reviewing and updating its structure and staffing to ensure the highest levels of professionalism and improved service delivery.

In addition to these recommendations on strategic leadership, we proffer the following on addressing the management challenges:

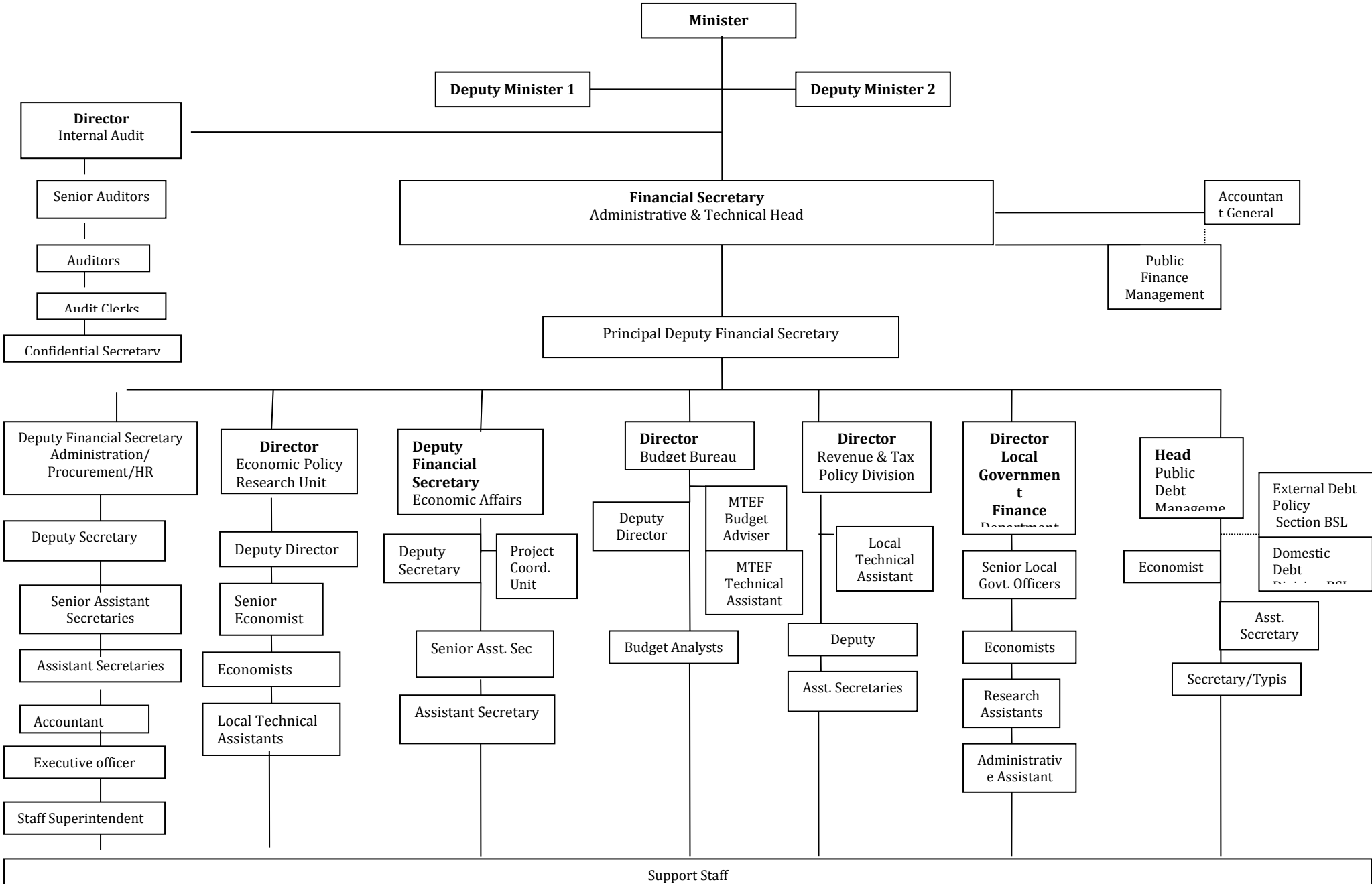
- ✓ **We recommend that a second SDFS be deployed to oversee the Strategic Planning and Donor Relations Department**
- ✓ **We recommend that a third SDFS be deployed to oversee the Corporate Services Department.**
- ✓ **We recommend that the PDFS and Development Secretary function as the designated technical deputies to the FS, and not be burdened with general administration which is the purview of the SDFS- Corporate Services and the DFS-Admin**
- ✓ **We recommend that in addition to secretarial and support staff, the offices of the FS, PDFS, and Dev Sec be capacitated with the following staff:**

- **1 Senior Planning Officer**
- **1 Senior Economist**
- **1 Deputy Secretary**
- ✓ **We recommend that the offices of the SDFS' be capacitated with 2 administrative officers at either the Snr. Assistant Secretary or Asst. Secretary level to provide support.** Since these offices will no longer be directly engaged in specific technical tasks, as is now the case, they do not need technical staff assigned to them.
- ✓ **We recommend that the Scheme of Service of the Ministry be updated to reflect the fact that the heads of units can be promoted to eventually assume the position of SDFS, PDFS, Dev Sec and FS.** We see no inconsistencies with this considering that these higher positions are to a large extent technical. This is supported by the fact that, with the exception of administrative officers, staff within the Civil Service who are transferred to MoFED, are required to have qualifications in Economics-related fields. We contend that any individual who has risen or been recruited to head any of the technical units in MoFED will have the necessary competencies for performance-based promotion to these senior posts. This will also address the concerns with upward mobility that will invariably crop up once contract staff are integrated into the Civil service.
- ✓ In light of the recommendations made on the scheme of service for MoFED, **we firmly recommend that the post of FS should not be a politically appointed position, but rather should be competitively awarded through the PSC.** Any concerns with this should be satisfied by the fact that the recruitment process in the Civil Service has improved tremendously and is now competitive and merit-based. In any case, the Performance Management systems that have been put in place will serve as an effective control measure.

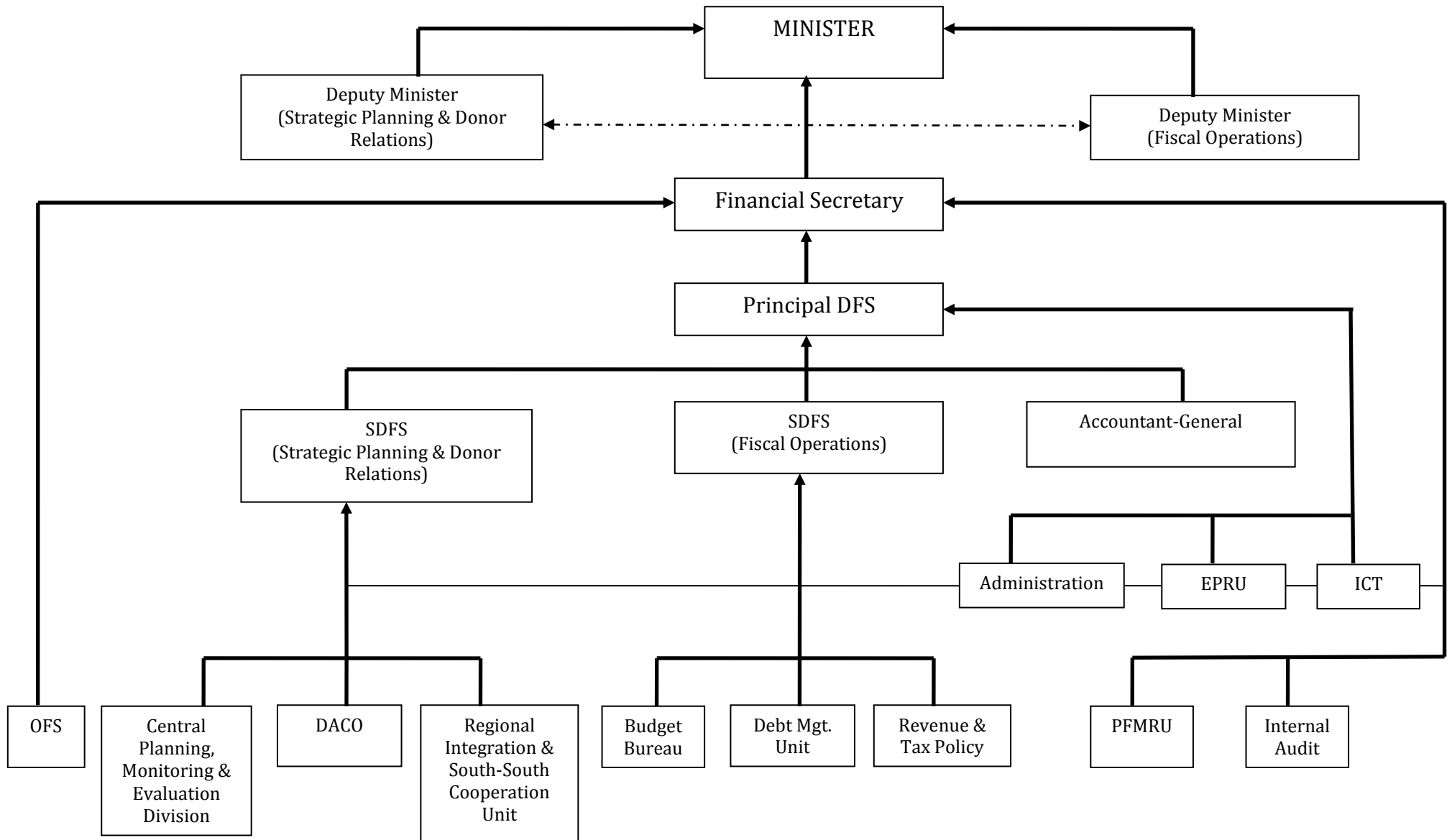
Appendix 1A: Structure of MoDEP



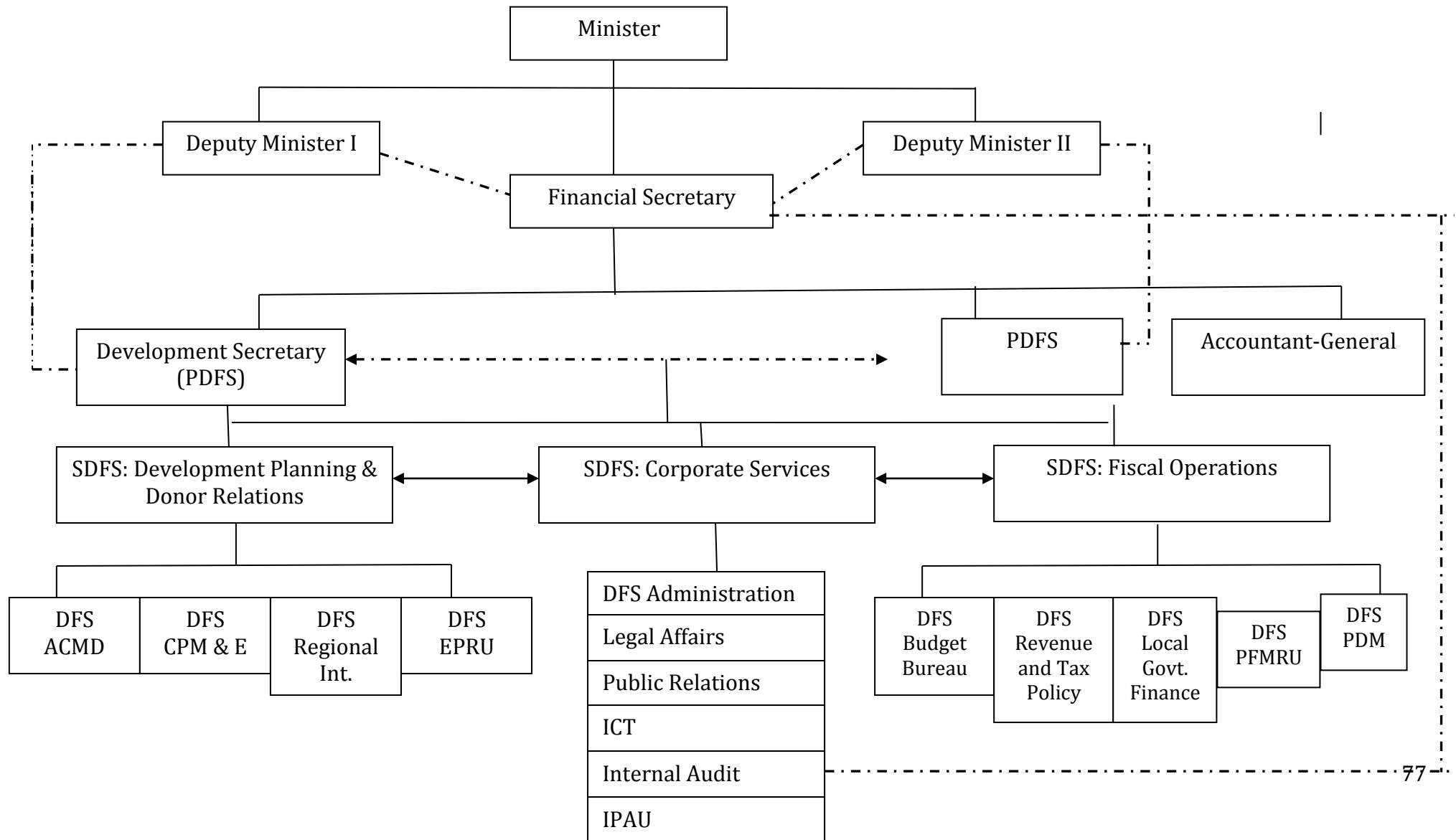
Appendix 1B: Structure of the MoF



Appendix 2: Current Structure of MoFED



Appendix 3: Proposed Structure for MoFED



Appendix 4: Additional Functional Areas of Departments

Development Planning and Donor Relations Department

Aid Coordination and Management Division

This Division will be primarily for coordinating external assistance. The various units should address all aspects of bilateral and multilateral assistance particularly aid flows. This includes reviewing bilateral and multilateral agreements on economic cooperation, collating data on all foreign assistance being given to MDAs and wherever possible diverting these funds through their office, coordinating and facilitating the administration of foreign-aid projects and programmes, including processing all development and funding proposals from MDAs.

Functional units should include:

- Multilateral and IFIs
- Bilateral
- UN/NGO
- Aid Effectiveness

Central Planning, Monitoring and Evaluation Division

This division will function as the national 'think tank' for development. In this regard, It is responsible for coordinating the preparation of the national long-term development vision, integration of the sector and regional development programmes and strategies into the national development plans and programmes, linking the budget to macro-economic framework, and monitoring and evaluating development programmes.

Functional units should include:

- Macro Planning
- Sectoral Planning (Energy, Water, Mining, Agriculture, Health, etc.)
- Rural Planning
- Social Issues Planning (Population, Gender, Youth)
- Monitoring and Evaluation

Economic Planning and Research Unit

This unit will focus on analyzing macroeconomic variables to generate periodic reports on performance of the economy. It provides leadership on development of policies and provides policy advice on relevant/emerging economic issues. It also provides technical backstopping in budget preparation.

Corporate Services Department

Administration Division

This Division is responsible for the strategic management of the Ministry, including day-to-day administrative matters, personnel management, estate management, and logistical support.

Functional Units should include:

Administration and Finance Unit:

- Human Resource and Personnel Management
- Finance and Logistics
- Procurement, Accounting,
- Transport and Logistical support
- Estate Management

Other Units within this Department provide corporate and systems support to the Ministry. They include:

Legal Affairs Unit

Public Relations Unit

ICT Unit

IPAU

Internal Audit Unit

Appendix 5: List of Established Posts for MoFED Staff

NO	Post	Grade	Authorized Establishment	No. of Staff in Post	No. of Vacancies	Remarks
1	Financial Secretary	14	1	1	0	Post held by Contract Officer
2	Principal Deputy Financial Secretary	13	1	1	0	
3	Senior Deputy Financial Sec	12	1	0	1	
4	Deputy Financial Secretary	11	2	2	0	
5	Deputy Secretary	9	5	1	4	
6	Senior Assistant Secretary	8	11	9	2	
7	Assistant Secretary	7	8	0	3	
8	Senior Secretary Stenographer	8	2	5	0	More than is authorized
9	Secretary Stenographer	7	4	1	0	
10	Higher Executive Officer	5	3	2	1	
11	Confidential Secretary	6	7	1	6	Post held by Contract Officer
12	Executive Officer	4	2	2	0	
13	Staff Superintendent	4	1	1	0	
14	Stenographer Grade I	4	1	1	0	
15	Stenographer Grade II	3	3	2	1	
16	First Grade Clerk	3	2	2	0	
17	Second Grade Clerk	2	11	7	4	
18	Third Grade Clerk	1	20	12	8	
19	Temporary Clerical Assistant	1	10	7	3	To be absorbed
21	Senior Driver	3	1	1	0	
22	Driver	3	21	15	6	
23	Senior Messenger	2	1	1	0	
24	Messenger	1	22	24	0	More than is authorized
25	Electrician	1	2	2	0	
26	Generator Technician	2	2	2	0	
27	Lift Operator	1	1	1	0	
28	Cleaner	1	4	0	4	
	Total		149	103	43	

B.

NO	Post	Grade	Authorized Establishment	No. of Staff in Post	No. of Vacancies	Remarks
1	Development Secretary	13	1	1	0	
2	Deputy Development Secretary	11	3	3	0	
3	Deputy Secretary	9	4	1	3	
4	Senior Assistant Secretary	8	5	1	4	
5	Assistant Secretary	7	3	5	0	
6	Senior Secretary/Stenographer	8	1	0	1	
7	Confidential Secretary	5	1	0	1	
8	Higher Executive Officer	5	1	0	1	
9	Executive Officer	4	2	2	0	
10	Staff Superintendent	4	0	0	0	
11	Stenographer Grade I	4	0	0	0	
12	Stenographer Grade II	3	0	0	0	
13	First Grade Clerk	3	2	1	1	
14	Statistical Clerk Grade III	3	1	1	0	
15	Second Grade Clerk	3	5	3	2	
16	Third Grade Clerk	2	10	10	0	
17	Temporary Clerical Assistant	1	15	4	11	
18	Senior Driver	2	1	0	1	
19	Driver	2	8	13	0	
20	Temporary Driver	1	2	0	2	
21	Messenger	1	13	7	6	
22	Temporary Telephone Technician	1	2	2	0	
	Total		80	54	33	

	CPM&E					
NO	Post	Grade	Authorized Establishment	No. of Staff in Post	No. of Vacancies	Remarks
1	Director of Planning	11	1	0	1	
2	Deputy Director	10	2	1	1	
3	Principal Development & Planning Officer	9	3	3	0	
4	Senior Development & Planning Officer	8	7	4	3	
5	Development & Planning Officer	7	11	2	9	
6	Statistician	7	1	0	1	
7	Librarian	7	0	0	0	
8	Assistant Librarian	4	1	0	1	
9	Statistical Assistant	4	5	1	4	
10	Cartographer	5	0	0	0	
11	NGO Coordinator *		1	1	0	Post held by Contract Officer
12	NGO M & E Officer *		1	1	0	Post held by Contract Officer
	Total		33	13	20	

D. BUDGET BUREAU

NO	Post	Grade	Authorized Establishment	No. of Staff in Post	No. of Vacancies	Remarks
1	Director of Budget	11	1	1	0	Post held by Contract Officer
2	Deputy Director (TA-PR Budget Support)	10	1	1	0	Post held by Contract Officer
3	Senior Economist	9	1	1	0	Post held by Contract Officer
4	Budget Officer *	8	0	5	0	
5	Senior Assistant Secretary	8	3	3	3	
6	Third Grade Clerk	2	4	4	0	
	Total		10	15	3	

**E. REVENUE AND TAX POLICY
DIVISION**

NO	Post	Grade	Authorized Establishment	No. of Staff in Post	No. of Vacancies	Remarks
1	Deputy Financial Secretary	11	1	0	1	
2	Deputy Director (TA-PR Budget Support)	9	1	0	0	Post held by Contract Officer
3	Senior Assistant Secretary	8	1	1	0	
4	Assistant Secretary	7	2	2	0	
5	Confidential Secretary	5	1	1	0	
6	Stenographer Grade I	4	1	1	0	
7	Executive Officer	4	1	1	0	
8	First Grade Clerk	3	11	0	11	
9	Second Grade Clerk	3	1	1	0	
10	Third Grade Clerk	2	1	1	0	
	Total		21	8	12	

**PUBLIC DEBT MANAGEMENT
F. DIVISION**

NO	Post	Grade	Authorized Establishment	No. of Staff in Post	No. of Vacancies	Remarks
1	Deputy Financial Secretary	11	1	1	0	
2	Director	11	1	1	0	Post held by Contract Officer
3	Economist	8	3	3	0	Post held by Contract Officer
4	Senior Assistant Secretary	8	2	2	0	
5	Assistant Secretary	7	1	1	0	
6	Second Grade Clerk	2	1	1	0	
	Total		9	9	0	

G. INTERNAL AUDIT DIVISION

NO	Post	Grade	Authorized Establishment	No. of Staff in Post	No. of Vacancies	Remarks
1	Director	13	1	1	0	Post held by Contract Officer
2	Deputy Director (TA-PR Budget Support)	11	1	1	0	Post held by Contract Officer
3	Assistant Director	10	0	0	0	
4	Principal Auditor	9	0	0	0	
5	Senior Auditor	8	0	0	0	
6	Auditor	7	0	0	0	
7	Audit Assistant	6	0	0	0	
	Total		2	2	0	

MULTILATERAL PROJECTS

H. DIVISION

NO	Post	Grade	Authorized Establishment	No. of Staff in Post	No. of Vacancies	Remarks
1	Deputy Financial Secretary	11	1	1	0	
2	Deputy Secretary	9	2	2	0	
3	Senior Assistant Secretary	8	2	2	0	
4	Assistant Economist	8	0	0	0	
5	Assistant Secretary	7	1	1	0	
6	Stenographer Grade II	3	1	1	0	
	Total		7	7	0	

ECONOMIC POLICY & RESEARCH DIVISION

I.						
1	Director	0	1	1	0	Post held by Contract Officer
2	Deputy Director (TA-PR Budget Support)	0	1	1	0	Post held by Contract Officer
3	Economist	0	4	4	0	Post held by Contract Officer
4	Assistant Secretary	7	1	1	0	
5	Economist Statistician	0	2	2	0	Post held by Contract Officer
6	Assistant Economist	0	1	1	0	Post held by Contract Officer
7	Confidential Secretary	5	1	1	0	Post held by Contract Officer
	Total		11	11	0	

INTEGRATED PUBLIC FINANCE MANAGEMENT REFORM DIVISION

J.						
NO	Post	Grade	Authorized Establishment	No. of Staff in Post	No. of Vacancies	Remarks
1	Director	11	1	1	0	Post held by Contract Officer
2	Deputy Director, Local Councils	10	1	1	0	Post held by Contract Officer
3	Deputy Director, Central Govt	10	1	1	0	Post held by Contract Officer
4	Senior Financial Mmgt Specialist	0	1	1	0	Post held by Contract Officer
5	Financial Management Assistant	0	3	3	0	Post held by Contract Officers
	Total		7	7	0	

K.	DEVELOPMENT ASSISTANCE COORDINATING OFFICE					
1	Director	11	1	1	0	Post held by Contract Officer
2	Deputy Director	10	1	1	0	Post held by Contract Officer
3	Aid, Information Analyst	0	1	1	0	Post held by Contract Officer
4	Monitoring & Evaluation Officer	0	1	1	0	Post held by Contract Officer
5	Aid Information Specialist	0	1	1	0	Post held by Contract Officer
	Total		5	5	0	
L.	LOCAL GOVERNMENT FINANCE DEVELOPMENT					
1	Director	11	1	1	0	Post held by Contract Officer
2	Deputy Director	10	1	1	0	Post held by Contract Officer
3	Senior Economist	9	7	7	0	Post held by Contract Officers
	Total		9	9	0	
M.	INFORMATION, COMMUNICATIONS & TECHNOLOGY DIVISION					
1	Director	11	1	1	0	Post held by Contract Officer
2	Deputy Director	10	1	1	0	Post held by Contract Officer
3	IT Manager	9	5	5	0	Post held by Contract Officer
	Total		7	7	0	

Appendix 6: Staff List for MoFED

Appendix 7: Retirement Profile for 2012-2015⁶

NO	NAME	PIN CODE	DATE OF BIRTH	POSITION
2011 and earlier				
	Dominic S. Kanu	106094	6/3/1951	Telephone Technician
	Abdul Bangura	106109	1/1/1951	Driver
	Brima Koroma	106086	6/19/1950	Messenger
	Avril Cummings	101780	16/10/1950	PDFS
	S. B E. Scott		1/20/1947	Director, NGO Coordination Unit
	R. S. Fynn			Director, Internal Audit
2012				
	Colina Thompson	106098	8/21/1952	First Grade Clerk
	Emile G. Roques	106090	12/12/1952	Second Grade Clerk
	Daphne George	107467	20/9/1952	Second Grade Clerk
	Sarah Wilson	101408	21/11/1952	Third Grade Clerk
	Patient Mattia	106009	21/10/1952	Third Grade Clerk
	Alhaji Mustapha Koroma	170337	1/1/1952	Driver
	Brima Kamara	101399	10/10/1952	Messenger
	Amadu Jam-Jalloh	106079	10/6/1952	Director, CPM&E
	Mohamed D. Mansaray	106004	4/18/1952	Principal Planning Officer, CPM&E
	J. Y. Fofanah	101804	11/25/1952	DFS, RTP
2013				
	Alimamy Bundu	103854	12/7/1953	DFS, Admin
	Matilda Williams	108589	5/10/1953	Deputy Financial Secretary
	Princess M. Alieu	106017	10/8/1953	Temporary Clerical Assistant
	Momoh Bangura	101366	1/8/1953	Messenger
2014				
	Alhaji B. E. Sesay	160793	3/26/1954	SDFS
	Moses T. Garnar	106152	12/4/1954	Statistical Clerk
	Franklyn Pabai	106078	11/10/1954	Principal Planning Officer, CPM&E
2015				
	Sam Caulker	101362	2/5/1955	Second Grade Clerk
	Lucinda M. Fallah	102955	9/6/1955	Third Grade Clerk
	S. N. L. Lansana	127122	15/10/1955	Auditor

⁶ Bolded names are Contract Officers

Appendix 8: List of Documents Reviewed and References

Institutional Appraisal of the Ministry of Finance and Economic Development, 2007

Jacobs, Davina F. “Capital Expenditures and the Budget”, Public Financial Management Technical Guidance Note. IMF, 2009

Management and Functional Review of the Ministry of Finance, 2006

Management and Functional Review of the Ministry of Development and Economic Planning, 2006

Nadoll, Jorg. “Review of Sierra Leone’s Aid Coordination Architecture.” Consultant Report, 2009

People’s Agenda for Poverty Alleviation (PAPA) “Development Challenges facing Post-Conflicts Sierra Leone” 2010

Sierra Leone Government. The Constitution of Sierra Leone, 1991

Sierra Leone Government. Government Budgeting and Accountability Act, 2005

The Sierra Leone Gazette No. 21, Wednesday 30th April 2008

Webber, David A. “Integrating Current and Development Budgets: A Four-Dimensional Process” OECD Journal on Budgeting, 2007