

**STRENGTHENING THE POLITICAL – ADMINISTRATIVE
RELATIONS IN THE GOVERNMENT OF SIERRA LEONE**

**REPORT OF THE
FORUM OF MINISTERS AND PERMANENT SECRETARIES**

Miatta Conference Centre 13th – 15th September 2010

Commonwealth Secretariat

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Acknowledgements

The Public Sector Reform Unit (PSRU) is indebted to all those who in diverse ways helped to make the Forum of Ministers and Permanent Secretaries a reality.

The PSRU is especially indebted to H.E the President for graciously accepting to host the Forum and for giving of his time to officiate and open the Forum.

Our special gratitude goes to our friends from the Governance and Institutional Division of the Commonwealth Secretariat, particularly Mr. John Wilkins Acting Director, Mrs. Oluwatoyin Job Advisor West Africa, Jacqueline Johnson and Lorraine Howe who in spite of several competing demands on the Secretariat, responded favorably to our request and provided many of the ideas that shaped the programme and the financial assistance for the forum.

We are also thankful to Dr. Khalifala Mara, the Chief of staff for his support whilst he was at the Commonwealth Secretariat.

Finally, we would like to thank all our colleagues, especially Mr. George Pessima, Secretary to Cabinet and Head of the Civil Service, Mr. E.B.O. Coker, chairman of the Steering Committee on Public Sector Reform and Secretary to the President, Mr. Ernest Surrur and the staff at the PSRU for their immense contribution towards the successful organization of the forum.

FOREWORD

The Government of Sierra Leone has launched the Poverty Reduction Strategy Paper (II) 2008 -2012 which seeks to reduce the level of poverty by generating a sustainable rate of economic growth through encouraging the private sector to play a greater role in the economy, and providing quality services to the people.

The achievement of the national development plan as set out in the holistic *Agenda for Change*, requires an articulate synergy between the political leadership and the Administrative leadership of the country.

It has, however, been realized that a challenge exists in managing the much needed symbiotic relationship for the achievement of programme results. In addition, appointed ministers have brought diverse backgrounds to their individual portfolios, with little or no specialized skills or prior training in managing state affairs.

Moreover, the respective roles are not clearly defined such that conflicts arise between ministers and senior officials of the ministries, particularly with respect to role relations, resource allocation, procurement, general staff management and the like.

These conflicts, and sometimes the lack of fundamental knowledge-base, considerably impede service delivery within ministries. These challenges require deliberate as well as conscious efforts for Government to effectively function.

In a bid to address the above issues, the Government of Sierra Leone in collaboration with development partners has designed a new Public Sector Reform Programme that focuses, amongst other areas, on providing training to ministers and public servants as part of its capacity building initiative. Undoubtedly, improving the capacity of ministers will contribute to skills development, improve knowledge on policy issues, foster and enhance good role-relations between ministers and public servants. All of these will capacitate the ministers to provide the leadership and drive necessary to maximize productivity and consequently improve service delivery to the citizens.

It is in the light of the foregoing that the forum for Ministers and Permanent Secretaries was organized by the Public Sector Reform Unit in collaboration with the Commonwealth Secretariat. I thank the Public Sector Reform Unit and all our stakeholders who have worked hard to make this workshop a resounding success. In particular, I would like to

pay tribute to our friends from the Governance and Institutional Development Division of the Commonwealth Secretariat for their contributions in the achievement of this feat.

The Government of Sierra Leone calls on the continued partnership of the Commonwealth Secretariat, the commitment of Ministers, Permanent Secretaries, Heads of Department, senior public servants and the goodwill of our people to support the expeditious implementation of the national development agenda.

Please note that the forward is assumed from the President and you may want to run it through his office also before you send the final version to us. And input in the final version his name to be sure that is the way you want it.

Acronyms

GIDD **Governance and Institutional Development Division**

MDGs **Millennium Development Goals**

PRSP II **Poverty Reduction Strategy Paper (II)**

PSRU **Public Sector Reform Unit**

Chapter 1

Introduction

The Public Sector Reform Unit, Office of the President in collaboration with the Governance and Institutional Development Division (GIDD) of the Commonwealth Secretariat organised a Forum of Ministers and Permanent Secretaries at the Miatta Conference Centre in Freetown, Sierra Leone from 13th - 15th September 2010.

The theme for the three-day meeting was “strengthening the political-administrative relations in the Government of Sierra Leone.” The Forum participants included Ministers, Deputy Ministers, Permanent Secretaries and Heads of Department.

Forum Objectives:

The overall purpose of the workshop is to orient Ministers and Permanent Secretaries to the priorities and operations of Government, so that they can understand the critical importance of their leadership role and effective political-administrative interface for the achievement of national development outcomes.

The specific objectives were as follows:

1. To understand and agree on the priority national outcomes that the Government of Sierra Leone is currently focusing on, including the PRSP II/ Agenda for Change, the New Public Sector Reform Programme, and strengthen commitment and team work among the Ministers and Permanent Secretaries towards the achievement of these outcomes.
2. To discuss and agree on the roles of Ministers and Permanent Secretaries and how they can effectively work together on the one hand and how they can effectively work with other branches of the state (the Judiciary and Legislature) and other stakeholders, on the other hand.
3. To discuss leadership and negotiation skills and values that will be required to transform the country

Expected Results/ Outcomes

The expected results and outcomes from the Forum included:

- i. Understanding of the priority national outcomes that the Government of Sierra Leone seeks to achieve and accountabilities clearly defined, understood and accepted

- ii. Roles of Ministers, Head of Public Service and Permanent Secretaries and their relationships clearly defined and understood

- iii. Key leadership values and principles to guide Ministers and Permanent Secretaries in the conduct of their duties defined, understood and agreed upon.

- iv. Strategies for effectively engaging other stakeholders in the national development agenda defined

As contained in the Communiqué annexed to this report, the Forum met fully the above objectives as well as the participants' expectations and achieved the stated results and outcomes.

Chapter 2

Official Opening

The Forum was officially opened by His Excellency, Dr. Ernest Bai Koroma, President of the Republic of Sierra Leone. The occasion was also graced by the Honourable Vice President, Alhaji Chief Sam Sumana, the Chief Justice of Sierra Leone and Dr. Kaifala Marah, Chief of staff, office of the President. The opening ceremony was chaired by Hon. Alhaji. I.B Kargbo, Minister of Information and Communications. The impressive turnout at the opening ceremony clearly emphasized the interest and national importance of the Forum

Three interventions took place, namely:

- b) Message from the Director, PSRU
- c) Message from the Commonwealth Secretariat
- d) Opening Speech by the President of the Republic of Sierra Leone.

In his welcome statement, **Dr. Julius F. Sandy**, Director, PSRU paid special tribute to all those who in diverse ways contributed to making the forum a reality. He expressed appreciation to H.E the President for

his interest and support in hosting the Forum and giving of time to participate in the opening session.

He also acknowledged with gratitude the support given by the Governance and Institutional Division of the Commonwealth Secretariat for the workshop.

Dr. Sandy argued that both elected and appointed officials had a common goal to deliver services to the people. However, the Politics – Administration divide remained as one of the greatest challenges to the country's march to economic recovery and efficient service delivery.

He further indicated that the Forum was designed to offer the opportunity for Ministers and Permanent Secretaries to build a new mutually supportive relationship for service delivery to the people. He assured the participants that the facilitators were carefully selected and hoped that they would bring their rich experiences to bear on the deliberations and outcome of the forum.

The message from the Commonwealth Secretariat was delivered by the Acting Director of GIDD, **Mr. John Wilkins**. He stated that GIDD was committed to helping Commonwealth member countries to improve upon their methods of work. He and the staff of the Division were therefore delighted to be part of the efforts to help improve the working relationship between the political and administrative leadership in the Government of Sierra Leone.

He observed that the new world was characterised by human connectivity, economic integration and intense competition. This presents both opportunities for economic growth and negative effects for many countries. Mr, John Wilkins, further, noted that the challenges facing many African countries in meeting the Millennium Development Goals (MDGs) by 2015 had been exacerbated by the global economic crisis.

He went on further to state that the delivery of high quality services with scarce resources is a daunting task and this needs a remodelling of practices and prudent management of national resources to cope with the current challenges of development.

He mentioned that the Commonwealth Secretariat was alert to the effects of Globalisation on Africa and that the Secretariat would continue to push for the restructuring of international financial institutions to give a stronger voice to developing countries.

Mr. Wilkins concluded his message by reminding participants of the importance of leadership which is all about making a difference and changing lives. He noted, however, that the burden of leadership is heavy and the task could be frustrating. He therefore asked them to take inspiration from the words of encouragement quoted from Nelson Mandella's 1994 presidential inaugural address.

The opening address was delivered by **H.E. Dr. Ernest Bai Koroma**, President of the Republic of Sierra Leone. He was particularly delighted to open the forum and hoped that the forum will lay the foundation for a mutually supportive engagement between Ministers and Senior Civil Servants.

He welcomed the delegation from the Commonwealth Secretariat and the facilitators drawn from other Commonwealth countries and thanked them for the continued interest in Sierra Leone. According to the President, the country's membership of the Commonwealth has been mutually beneficial.

The President further stated that his government had formulated a national strategy, the **Agenda for change** to lift the people out of poverty. The achievement of the goals and targets set for the country would require synergy between the political leadership and the implementing arm of Government, the Public Service.

Continuing, the President noted that the relationship between Ministers and senior Civil Servants has been less than what is optimal for the effective and efficient implementation of government programmes.

The President stressed that he will not allow relationship challenges between Ministers and Senior Civil Servants to slow down his commitment to transform the country.

The president was, however, comforted that the issues to be discussed at the forum will, hopefully, address the challenges at hand. He therefore challenged all Ministers and Permanent Secretaries to participate fully in the forum.

The President declared the forum formally open and officially launched the document on the Management and Functional Review of the Public Services Commission, which was also supported by the Commonwealth secretariat.

Chapter 3

DAY 1 MONDAY 13TH SEPTEMBER 2010

Programme Setting

In setting the tone for the forum, Mrs. Oluwatoyin Job Advisor West Africa, GIDD, Commonwealth Secretariat provided the background and the structure of the workshop and invited the participants for their inputs to enrich the forum deliberations.

Participants were unanimous in acknowledging that the forum was timely. They however, felt strongly that the technical Directors and Heads of department should have been invited to participate in the workshop. It was explained that the number of participants would have been too large to promote the close interaction required to improve the working relationship between the Political and Administrative leadership in the Government of Sierra Leone.

It was agreed that it was better to build the relationship at the top leadership first before cascading downwards to cover other senior technical officials.

Participants' expectations from the forum were listed. These are listed and attached as appendix VI

FORUM DELIBERATIONS

PLENARY SESSION 1

Topic: Principles of Good Governance

This session was to provide the context for the participants to understand and appreciate the framework that provide for their roles and what is expected from the two parties. In addition it clarified the need for the separation of roles and the rational for strategic relationship between Ministers and Permanent Secretaries to foster good governance and better service delivery to the people.

The session was chaired by Mr. John Wilkins with Justice Joseph Warioba, former Chief Justice and Prime Minister of Tanzania, making the presentation and facilitating the discussions that followed.

In his presentation **Justice Joseph Warioba** elaborated on the key elements of Good Governance as follows:

1. The constitution: Good governance starts with the constitution which is the embodiment of national values, contains fundamental principles of the nation, the system of government, creates major organs and institutions of state and it is the Supreme law of the land.

2. Definition of Good governance: The process of decision making and implementation which must be underpinned by:
Participatory, Responsive, Transparent and Accountable institutions and guided by The Rule of Law. It also requires a fair legal framework with an impartial and independent judiciary. Public servants should also be accountable to the public and willing to do the right things.
3. What is Government? : Comprises the totality of all the institutions of government in a country with three main branches, Executive, Legislative and Judiciary. The three branches are linked by statutory functions and consultations.
4. Separation of powers: In a democratic system separation of the powers among the arms of government is essential to avoid tyranny as the arrangement makes for checks and balances.
5. Responsibilities:
 - i) Minister - Political appointee, accountable to President, Cabinet and to Parliament.
 - ii) Permanent secretary - Public appointee, chief advisor to the Minister, accounting officer of the ministry and in charge of day-to-day administration.

6. Rationale for Strategic relationship: Public Service provides input for policy formulation and implements policy. The Minister and Permanent secretary constitute a team with defined roles. Both parties should develop a shared vision, common strategy and agree on targets. Each has a limit to his powers. There should be constant consultations. Personal relationship is important.

7. Values and Ethics

The two officials constitute the top echelon of public leadership and are expected to observe the values and ethics of the nation. Common values include: respect for human dignity, integrity, Honesty, Loyalty, Commitment, Fairness, Impartiality, Trust, Courtesy, Accountability and Transparency.

8. Financial Accountability: Budget is prepared by Cabinet and approved by parliament. There should be transparency in the preparation, execution and evaluation of the budget. Government has to account on how revenues are collected and spent. Parliament and independent auditor exercise oversight.

Discussion and recommendations

After the presentation, the participants had opportunity to share experiences and exchange views on the topic. Some of the observations and recommendations were:

- The habit of newly appointed Ministers insisting on replacing Administrative heads of ministries with their own choices could negate the merit principle and stability of the Civil service. The practice also affects the effective functioning of the public service. A healthy relationship between the political and Civil Service leadership can only be possible with mutual understanding and appreciation of each other's roles.

- In Sierra Leone, the administration part of the executive is not obvious because Civil Servants behave as if they are independent of the executive. The need for mutual respect among Ministers and Permanent Secretaries is imperative for building strategic relationships, shared vision and strategies for national development.

- There is the need to reorient members of the Civil Service to imbibe the common values of integrity, impartiality, professionalism, objectivity and loyalty to the government of the day.

PLENARY SESSION 2

Topic: The political - Administrative interface: relationship & leadership

Presenters: 1. Mr. Stephen. O. Oronsaye, Head of the Civil Service of the Federation, Nigeria.

2. Mr. Joseph Issachar, Former Head of the Ghana Civil Service & Consultant

Session chair: Mr. John Wilkins, GIDD.

The first paper presented by **Mr Stephen O. Oronsaye** was titled “The Political – Administrative Interface: Relationships and Leadership, “The Nigerian case”.

In his presentation **Mr Stephen Oronsaye** focused on the Roles and Responsibilities of the two key officials, the challenges and prospects of the relationship, the way forward and the critical success drivers.

He listed the following as the major roles of the minister:

- A leader, drives vision and mission of ministry i.e. policy direction.
- Accounts publicly for the performance of the ministry.
- Represents ministry at cabinet meetings
- Oversees and monitors policy implementation
- Takes collective responsibility for cabinet decisions

In the case of the Permanent Secretary, he listed the following roles:

- Administrative head of the ministry.
- Professional with experience, institutional memory, knowledge and capability
- Chief policy advisor, input into policy formulation
- Accounting officer

He emphasized that the two positions are interdependent and therefore the relationship between the two officials should be cordial. Each should fully understand and appreciate the role of the other.

The presenter highlighted the challenges and prospects, among which are the following:

- Political class seeking to assert influence over bureaucrats and the latter resistance to the interference
- Conflict of personalities
- Non- Adherence to financial Regulations
- Disruption in channels of official communication
- Procurement issues
- New appointments with inadequate capacity and knowledge
- Role of special assistants to Ministers leads to the duplication of the functions of the head of the ministry and the marginalisation of the incumbent.

On the way forward, the presenter made the following recommendations:

- Induction exercise for newly appointed Ministers and Permanent Secretaries.
- Continuous training and improvements while in office.
- Provide good leadership, minimum competence levels needs to be specified for appointments
- Collaboration and coordination is necessary for government work

Mr Stephen O. Oronsaye outlined the critical success drivers or side note as follows:

- Moral and Ethical thrust
- Fear of God
- Honesty/Accountability
- Sincerity
- Transparency
- Courage
- Discipline
- Capacity \ succession planning

The second paper for this session was presented by **Mr Joseph Issachar**. It was titled: “The political – Administrative Interface: relationship & leadership– the Ghana case.”

The Presenter focused on the signs, symptoms and indicators of the problem of the interface, causes of the problem and the tools or suggestions for managing the interface.

In his presentation, he highlighted the most important signs and symptoms that can be observed by ordinary citizens and those doing business with the government. These were:

- Ministers complain about officials and the advice they give.
- Officials complain that ministers do not listen to their advice.
- Ministers hold meetings without officials being present.
- Lack of trust and respect between the two sides.
- Suspicion of bureaucratic sabotage.
- Ministers attempt to move or insert people of their choice.

Under the causes of the tension, the following problems were identified;

- Mistrust and suspicion.
- The concept of constitutionally entrenched opposition.
- New approaches and visibility of civil servants.
- Duplication of administrative structures / special advisors.
- Time perspectives.
- Different styles.
- Unclear roles.
- Quality of briefing and advice to ministers.

- Inadequate preparation for office.
- Constituency / party vs. ministerial matters.
- Sharing of resources.

The presenter then proceeded to make the following suggestions for managing the interface:

- Politicians and Civil Servants must tread lightly and in tandem.
- Provide standing rules and procedures to guide the behaviour of both officials e.g. minister's handbook.
- Organize induction training on appointment, then regular dialogue, joint seminars, workshops and retreats for Ministers and Permanent Secretaries to promote interaction and improve understanding of problems associated with each position.
- Team-building in the ministry is imperative.
- Both officials should make themselves accessible to Senior Directors and members of the public to enable information sharing and team work.
- Permanent Secretaries should recognize the Minister as the political head and owner of the budget of the ministry.
- The Permanent Secretary is expected to assist the minister to succeed and therefore must perform duties professionally, efficiently and display the values and principles of public office; impartiality integrity accountability etc.

Concluding, Mr. Joseph Issachar noted that politics and bureaucracy are seen as two sides of the same coin. He then emphasized that effective

and meaningful political and administrative relationship is a crucial lever for making strategies and policies work and enabling the delivery of services to the people.

Discussion and recommendations

The discussion and recommendations raised by participants at this plenary session revolved around the following key issues:

- The habit of Ministers continuously asking for changes in the posting of Permanent Secretaries and inserting officers of their choice undermined public trust and confidence in the Civil Service, a permanent institution of State. Political and Civil Service leadership were needed to work together for achievement of National goals.
- Inadequate capacity of Ministers and Permanent Secretaries for managing Public Service reforms and improving service delivery was raised. The importance of capacity building initiatives for the two sets of officials was emphasized. Induction training, joint seminars and continuous training for them were recommended for adoption.
- The roles for Ministers and Permanent Secretaries should be clarified, documented and made available to them on appointment.
- The importance of mutual trust and respect was emphasized.
- Ministers sign performance contracts with the Presidency. Similarly, Permanent Secretaries should also sign performance

contracts with their Ministers and held fully accountable for work in the ministry.

- Coordination of government business within the Ministry and across Ministries was considered imperative for speedy policy formulation and implementation of government programmes.
- Many Civil Servants pay scant attention to the General Orders that ensure discipline and good conduct. Civil servants need to be reoriented to be purpose driven. It was mentioned that the General Orders were under review and would soon be published and enforced.
- There was consensus that similar workshops should be organized for other senior Civil Servants, heads of department and line and technical directors.

DAY 2 TUESDAY 14TH SEPTEMBER 2010

PLENARY SESSION 3

The Political - Administrative Interface – Current situation in Sierra Leone

Group Discussions/Report

On the second day of the forum, participants were organised into two groups for an in-depth discussion of the topic – The political – Administrative interface – current situation in Sierra Leone.

Group one was composed of Permanent Secretaries with Messrs. Joseph Issachar and Stephen. O. Oronsaye facilitating.

Group two was constituted by Ministers with Mr. John Wilkins and Justice Joseph Warioba as the facilitators.

The two groups were tasked to candidly examine the current situation in Sierra Leone and report on the challenges and problems of the Political/Administrative interface and the recommendations for resolving them.

The problems/challenges and recommendations of the two groups are presented hereunder:

Group 1-Permanet Secretaries Presentation

PROBLEMS/CHALLENGES

Capacity is lacking due to several factors:

- Disparities in remuneration for Civil Servants and LTAs
- Training and staff development opportunities are limited
- Political neutrality
- Blurred role and relationship between Ministers and Permanent Secretaries
- Statutes and regulations for managing the Public Service not enshrined within the legal framework
- Protection or guarantee of tenure is limited or non-existent
- Lack of integrity among Civil Servants
- Ministers seem to be given unlimited powers
- Total disregard for rules and regulations by the political class i.e. Civil Service hierarchy not respected
- Disparity in the allocation in resources within MDAs

RECOMMENDATIONS

- Head of service to issue a circular to all MDAs for the chain of command to be respected
- The controlling role of Ministers enshrined in the Constitution should be reviewed
- Legislation should be enacted for management of the Civil Service (Civil Service Law)
- Civil Servants must be provided room for redress
- Training and staff development must be prioritized
- Security of tenure
- Permanent Secretaries Forum must be consolidated and given legal status
- Improved conditions of service and remuneration
- Recognition for good performance
- Public service positions are professional and should be based on merit and not patronage

Group 2 Ministers' Presentation

Problems and Challenges	Causes of Problems	Possible Solutions
Inadequate capacity of Perm/Secs.	Inadequate capacity Lack of continues training	General Solutions Continuous training and assessment
Disloyalty among P/Secs.	Inadequate staffing (support staff)	Improved communications
Poor record keeping	Complacency	Enforced neutrality
Lack of a sense of urgency	Lack of performance base system	Enforced general orders (new code)
Lack of trust		Improved systems (modern IT)
Lack of management skills of Ministers	Disloyalty Political affiliation	Institutional performance result bases (management systems)
Insecurity among Ministers	Personality conflict	Improve confidence building
Inter-Ministerial conflict	Poor record keeping	Training and exposure
Turf protection	Poor administrative/management systems	Annual retreat
Political interference	Redundant delegation	Induction
lack of transparency	Deliberate withholding of information	Well defined roles and responsibilities
Corrupt practices	Lack of sense of urgency Perception of permanency	Fear of God Remuneration (improved)
	Lack of accountability	Improved checks and balances
	Lack of common vision	
	Lack of trust Perceived political differences (affiliations)	
	Lack of Management of	

Ministers (capacity skills)

Lack of
experience/exposure
Unwillingness to learn
Arrogance/negative
attitudes

**Inter-Ministerial
Conflict**

Lack of clearly defined
functions
Lack of mutual
confidence
Turf protection

**Insecurity among
Ministers**

Lack of self confidence

Corruption

Poor remuneration
Permanency of
Perm/Secs.

Discussion and recommendations

The following key issues and recommendations were raised at the plenary:

- The need to build mutual trust and respect came up strongly during the discussion. It was evident from the discussions that both parties had good intentions and that the perceived or existing conflicts are manageable once mutual trust and respect could be established.
- The need for transparency in the sharing of information and the management of public resources was also stressed.
- The legislative framework for the Civil Service should be examined and reviewed to provide for the effective management of the service.
- Inter – ministerial conflicts hampered information sharing and work flow. The importance of improved communication, coordination and cooperation among ministries was stressed.
- Capacity building for Ministers and Permanent Secretaries was emphasized.
- Poor record keeping, resulting in retrieval difficulties and delays in service delivery received much criticism. Permanent Secretaries

were challenged to ensure that good records management systems are put in place in Ministries and departments.

- The remuneration and rewards system for Senior Civil Servants should be improved to enable them to focus on their jobs, reduce corruption, and ensure accountability and work ethics.

PLENARY SESSION 4

Topic: Issues of Ethics and Professional Values

Presenter: Dr Roger Koranteng, Advisor GIDD Commonwealth Secretariat.

Session chair: Mr John Wilkins, Ag Director GIDD

The Presenter **Dr. Roger Koranteng** started with a working definition of Ethics as follows:

- The code of moral principles and values that govern the behaviours of a person or group
- Ethics sets standards as to what is good or bad in conduct and making decisions
- When actions of a person or organization hurt or benefit others.

He highlighted on the three categories of human action as follows:

- Domain of codified law in which values and standards are written into the legal system and enforceable in the courts.
- Domain of free choice in which law has no say and the individual or organisation enjoys complete freedom. Obedience is dictated by oneself.

- Domain of ethics. It has no specific law, but has standards of conduct based on shared principles and values that guide the individual or person. Obedience is to unenforceable norms and standards

He further went on to examine in detail the Domain of Ethics. He drew attention to the fact that organisations and individuals get into trouble with the mistaken view that choices were governed by the first two domains and often fail to recognise the third domain. Since Ethical standards are not codified, disagreements and dilemmas about proper behaviour often occur.

Guiding Ethical Decision Making

Dr. Koranteng submitted that managers faced with tough Ethical choices often benefit from a normative approach. This uses five approaches to describe values for guiding ethical decision making. These are:

- Utilitarian Approach – Holds that moral behaviour produces the greatest good for the greatest number
- Individualism Approach – Contends that acts are moral when they promote the individual's best long –term interest
- Moral-rights Approach- Asserts that human beings have fundamental rights and liberties that cannot be taken away by any decision.

- Justice Approach – Holds that moral decisions must be based on standards of equity, fairness and impartiality. He noted three types of justice of concern to managers – Distributive justice, Procedural justice and Compensatory justice.

He further outlined the personal traits and the stage of moral development that managers bring to the job and which may affect Ethical choices as:

i) Pre – conventional level – Individuals are concerned with external rewards and punishments and they obey to avoid detrimental personal consequences.

ii) Conventional level – People learn to conform to the expectations of good behaviour as defined by colleagues, family, friends and society.

iii) High moral development – Individuals are guided by an internal set of values and standards and will disobey rules or laws that violate these principles.

In concluding his presentation, Dr Koranteng posed eight questions. The answers could help managers to evaluate situations more clearly and also think hard about the social and ethical consequences of their behaviour and actions.

The questions are:

1. Is the problem / dilemma really what it appears to be? If you are not sure, find out.
2. Is the action you are considering legal? Ethical? If you are not sure, find out.
3. If you do it, how will you feel about yourself?
4. Do you understand the position of those who oppose the action you are considering? Is it reasonable?
5. Who does the action benefit? Harm? How much? How long?
6. Would you be willing to allow everyone to do what you are considering doing?
7. Have you sought the opinion of others who are knowledgeable on the subject and who would be objective?
8. Would your action be embarrassing to you if it were made know to your family, friends, co-workers, or superiors?

PLENARY SESSION 5

Topic: Sierra Leone's vision and national development priorities & anticipated outcomes

Presenter: Prof, A. R. Dumbuya, Advisor/Member, Policy and Strategy Unit, Office of the President

Session Chair: Mr. John Wilkins Acting Director, GIDD

The presentation on Sierra Leone's vision and national development priorities and anticipated outcomes was made by **Prof. A.R. Dumbuya**.

The presenter covered the following issues in his paper:

- I. National Vision - Prof A. R. Dumbuya said that the National vision dubbed the Agenda for change is the overall strategy for lifting the country out of poverty and creating prosperity. The challenge for the political and administrative leadership was how to realize the President's vision of poverty reduction, wealth creation with the private sector as the engine of growth.
- II. Development priorities outcomes - He explained further that the agenda for change focuses on six priority areas for the transformation of the national economy within three to four years. These are:
 - a. Energy and water supply
 - b. Infrastructure and Transport

c. Youth Unemployment

d. The Growth Sectors

e. Social Services

f. Capacity Building

III. Greater emphasis is placed on the tripod of national development – Energy, Agriculture and Infrastructure. He explained that there was a clear need to concentrate on these three areas to sustain the level of development to lift the people out of poverty.

IV. Strategies for achievement of the Agenda for change - On implementation, Prof. Dumbuya stated that the achievement of the goals and targets required a whole of government approach to implementing the Vision. The President's team should therefore function as a cohesive team in implementing the shared national objectives.

V. He listed the following as the tactical measures to translate the strategy into action.

- The development of strategic plans as appropriate for the implementation of the proposals.

- Mass dissemination of the vision / programme of action
- Intensive resource mobilization to fund the activities
- Promotion of Private / Public Partnerships (PPPs)
- Speeding up devolution in the context of the Decentralisation program
- Repeating the Retreat annually to measure progress and plan the way forward.

VI. On capacity, Prof. Dumbuya mentioned that one of the cornerstones of the Agenda for Change is capacity building. The country needs a strong, efficient and productive public service.

VII. He further stated that the expectations of the president are categorised into three:

- The President demands results from himself
- His Ministers and other officials
- The general public

He concluded by stressing that the President has been steadfast and consistent on the direction and the processes for moving the nation forward.

Discussion and recommendations

1. Participants expressed concern about the bad governance inherited by the present government and stressed the need for a change in the style of leadership at all levels. There should also be a business - like approach to managing the affairs of the nation. This required the change of attitude of the Political group, Public Servants and the entire citizenry.
2. It was stressed that the National Vision, Agenda for Change was developed through the systematic synthesis of several documents and extensive consultations with the people and stakeholders. It was therefore expected that the Vision must elicit the necessary buy-in by all Sierra Leoneans
3. The need for coordination across ministries to share resources and the utilisation of the available intelligence – human resources of the public service and the citizenry as a whole was also emphasized.
4. The continuous improvement in the management and development of human resources in the Public Service and especially the capacity building of the Leadership of the Service

are important for achieving the national targets and improving service delivery.

5 As the way forward, the need to galvanize the people for the realization of the National vision was stressed. There was therefore no need for creating or developing another document.

6 It was recognized that the Civil Service was demonstrably weak. The need to fill critical vacant posts in the service to get the job done was emphasized.

7 The need for human resource development of both the political and administrative leaders to be able to effectively prosecute the Agenda for Change was emphasized.

DAY 3 WEDNESDAY 15TH SEPTEMBER 2010

PLENARY SESSION 6

Topic: The Leadership role in achieving national development priorities and outcomes

Presenter: Mr. Joseph Issachar, Former Head of the Ghana Civil Service & Consultant

Session chair: Mrs. Oluwatoyin Job, Advisor West Africa, GIDD, Commonwealth Secretariat.

The presenter **Mr. Joseph Issachar** explained that the role of the Minister and the Principal Secretary had been thoroughly discussed in previous presentations.

The discussion will therefore focus on the practices of effective leadership for achieving national development goals.

Introducing the discussion, the presenter stated that Ministers provide leadership and direction and should consider the following six key practices to effective leadership:

1. Challenge the process – Leaders are change agents. They challenge the way things are done in the organisation. They search for opportunities to change, grow, innovate and improve the status quo. The presenter suggested to participants to try the following initiatives:

Undertake Reforms in: –

- Record management systems

- Work Processes improvements and redesign
- Change work habits, especially late attendance to Work by staff
- Improved Customer Services to the people

2. See the future – Effective leaders create compelling visions. They pay attention to the future in order to choose a path or direction for the organisation. Leadership is about seeing far and being prepared to take advantage of the future. Leaders are strategic thinkers.

The presenter encouraged participants to involve all key Directors in the Strategic planning process. The Minister has to be clear as to what he wants to be remembered for after his term in the ministry and move the staff in that direction.

3. Inspire / communicate the vision – Enlist others in a common vision by appealing to shared aspirations. Hold regular focused meetings with staff to sell the vision and get buy – in. Also hold meetings with heads of agencies and institutions in the sector. He advised participants to pay particular attention to interpersonal relationship, public speaking, writing style and body language.

4. Enable others to Act – Foster collaboration by promoting cooperative goals and building trust. Strengthen others by sharing power and discretion. Provide clear roles and secure adequate resources targeted feedback. Harness resourcefulness through teams

and effective collaboration across departments. Effective leaders know that building a team is essential to achieve the goals.

5. Encouraging the Heart – Recognize contributions by showing appreciation for individual excellence, celebrate the values and victories by creating a spirit of community. This will get the best out of the staff through discretionary effort.

6. Model the way – Find your voice by clarifying your personal values by aligning actions with shared values. What leaders believe and how they behave are of utmost importance. They must set the example, “walk the talk.” Effective leaders are strong role models for their followers. Most leaders fail on issues of character. The presenter advised participants to be disciplined about setting goals and achieving them. Effective leaders are highly ethical, honest and respected.

He concluded the presentation by advising Ministers and Permanent Secretaries to practice the six ways in order to hone in their leadership effectiveness.

DISCUSSION AND RECOMMENDATIONS

The discussion and recommendations that followed the presentation revolved around the following issues:

- The ongoing blame game, bashing and finger pointing should cease. Instead there should be the building of effective working relationships, trust and confidence to enable Ministers with the support of Permanent Secretaries to work towards the realization of the president's vision.
- Permanent Secretaries are servants of the state. They should be neutral, objective and impartial in the performance of their duties and serve the government of the day no matter the political coloration. Both officials should recognize this.
- The Civil service is a permanent institution of state. It should elicit the trust and confidence of the people it serves. Political leaders should accord recognition and respect to Civil servants. The present government should strive to leave the Civil Service in a better state than it came to find it;
- Participants were unanimous in their determination to become legacy building leaders for their respective sectors;

- The importance of accountability to the people was emphasized. Both Political leaders and Senior Civil Servants have an obligation to be accountable to the public they serve;
- Efforts should be made to ensure that political imperatives (patronage and nepotism) do not override meritocratic principles in staffing Public service institutions, especially in the event of change in government.

Chapter 4

Forum recommendations and way forward.

At the end of the Forum the participants issued a Communiqué on the three-day programme titled “**Ministerial and Administrative Declaration Freetown Sierra Leone.**”

The full text of the declaration is presented in this chapter.

A Forum of Ministers and Permanent Secretaries was jointly organized by the Public Sector Reform Unit and the Governance and Institutional Development Division (GIDD) of the Commonwealth Secretariat and was held at the Miatta Conference Centre in Freetown, Sierra Leone from 13 – 15th September 2010. The theme for the forum was “*strengthening the political – administrative relations in the Government of Sierra Leone*”.

H.E. the President Dr Ernest Bai Koroma opened the forum and challenged the parties to lay the foundations of a mutually supportive engagement in line with his “Agenda for Change” and urged the political and administrative classes to complement each other and assured them of his support in ensuring cooperation, mutual respect and protection from victimization.

Over the three-day period, the forum participants working in five plenary and break-out sessions recognized that the working or functional relationships between Ministers and Permanent Secretaries

was characterized by a number of challenges which affected the formulation and implementation of government policies, programmes and activities and recommended as follows:

1. The forum stressed that training and development programmes should be systematically institutionalized for the Public service. Further, the forum recommended that induction training should be organized for both parties on appointment and before assumption of office. There should also be joint sessions, workshops and retreats for Ministers and Permanent Secretaries.
2. Permanent Secretaries should offer best policy advice to ensure effective implementation and provide prompt, responsive, accountable and efficient service to the people.
3. The respective roles of the two parties should be clearly defined and documented.
4. It is also important to restore to the service the cherished values of neutrality, objectivity, impartiality, professionalism, transparency and accountability to underpin the work of the service.
5. There is the need to organize regular fora and dialogue to promote interaction between the two parties in order to improve joint understanding of the problems associated with each position. As team building in the ministry is imperative, both parties should hold regular and focused meetings. There is the need for the

Secretary to the Cabinet and Head of the Civil Service to hold regular meetings with Permanent Secretaries to assess their contributions to and ownership of the “Agenda for Change”.

6. The forum agreed that there should be total transparency and accountability in the handling of the budget and other resources of the Ministry. The Minister should be in full knowledge of all resources that come to the Ministry and how they are used through expenditure proposals.
7. The forum agreed that there should be a performance based management system to provide rewards where these are deemed necessary.
8. The forum urged both parties to be mutually supportive, mutually respectful and maintain a productive and cordial relationship in managing Ministries, departments and agencies.
9. Accordingly, both The Political and Administrative leadership agreed that they will cultivate a trustworthy and sustainable relationship in their common desire to deliver services and work towards the same agenda and objectives.
10. The members expressed sincere gratitude to the Government of Sierra Leone and the Governance and Institutional Development Division of the Commonwealth Secretariat for organizing and supporting the 3-day forum and to the resource persons for their effective participation.

Done in Freetown, Sierra Leone, this day, September 15th, 2010.

Signatories

F. Serry-Kamal	S. G. Pessima
Zainab Bangura	E. S. A. Surrur
Alhaji I. B. Kargbo	Sullay Daramy

Witnesses

Hon. Alhaji Sam Sumana		Julius F. Sandy	
<i>Vice President</i>		<i>Director, PSRU</i>	
John Wilkins		Kaifala Marah	
<i>GIDD</i>		<i>Chief of staff</i>	

ANNEX I

**COMMONWEALTH FORUM OF MINISTERS AND PERMANENT
SECRETARIES ON STRENGTHENING POLITICAL –
ADMINISTRATIVE RELATIONS
MIATTA CONFERENCE CENTRE
13 – 15 SEPTEMBER 2010**

Julius F. Sandy
Director, Public Sector Reform Unit
Courtesies

Mr. Chairman,

Allow me first of all to recognize the presence of our friends from the Commonwealth Secretariat and sister Commonwealth Countries.

Justice Joseph Warioba – Former Chief Justice and Prime Minister of Tanzania. Justice Warioba is here with his wife Madam Evelyn Grace Warioba and his two personal Assistants – Mr. Buzana Nyamusha and Mr. Christopher Akonaay.

Minister Stephen Oronsaye, Head of the Civil Service of the Federal Republic of Nigeria. He is also here with his Personal Assistant, Mr. Ajayi,

Mr. Joe Issachar, Former Head of the Civil Service of Ghana, now a leading Consultant in Public Management,

Mr. John Wilkins, Director, Governance and Institutional Development Division of the Commonwealth Secretariat,

Mrs. Oluwatoyin Job, Adviser, West Africa Region of the Governance and Institutional Development Division Commonwealth Secretariat,

Mr. Roger Koranteng, Adviser, GIDD, Commonwealth Secretariat,

Jacqueline Johnson, GIDD Commonwealth Secretariat.

We also have three other very distinguished personalities from the Gambia:

Mr. Gabriel Oseh Bright, Chairman of the Public Service Commission of the Gambia,

Mr. Ebrahim Dondoh, a Member of the PSC of the Gambia, and

Ms Mariama Njie, Secretary to the Commission.

It worthy to note that Sierra Leone and the Gambia, like some other sister countries are members of the Association of the African Public Service Commissions. One of the primary objectives of the Association is to “Provide a common platform for the Commissions to promote and share useful practices”.

With utmost humility I, on behalf of the Government and people of Sierra Leone, welcome you to Sierra Leone. I believe we shall use this Forum as teaching and learning processes in our concerted efforts, and with our renewed vigor to revamp our Public Service delivery systems.

Let me also pay tribute to all those who in diverse ways contributed to this Forum. To His Excellency the President who, as always, demonstrated sincere interest in the hosting of this Forum, and advised it should take place while he was in-country, to allow him to participate. We thank you Mr. President for your support.

I would also like to thank the leadership of the Civil Service, particularly Mr. George Pessima. I also Mr. Ernest Surrur, and my colleague Civil Servants, staff at the PSRU and Mr. E.B.O. Coker, Chairman of the Steering Committee on Public Sector Reform and Secretary to the President for all the support. Mr. Pessima was been very instrumental in finalizing the programme.

When I approached the Commonwealth Secretariat about a year ago on this Forum, there were several competing demands from other Commonwealth Countries, and also from Sierra Leone. Between the Secretariat and PSRU, we exchanged over 100 emails and/or telephone calls. The need was established, and the Governance and Institutional Development Division of the Commonwealth Secretariat agreed to provide support. I am grateful to the staff of GIDD,

particularly John Wilkins, who is visiting Sierra Leone for the very first time, Mrs. Job, Jacqueline, and Lorraine, who is not here with us. I also would like to thank Dr. Kaifala Marah for his support whilst he was at the Commonwealth Secretariat. Even as our Chief of Staff, he has been with us throughout.

Finally, I thank Teacher IB Kargbo for readily agreeing to Chair this Forum.

Mr. Chairman,

Politics-administration divide and the discourse relating to this dichotomy remain at the heart of governance, particularly with respect to service delivery. Therefore, effectively managing the political-administrative relations in Government is a sound foundation for economic growth, sustainable development and peaceful co-existence. Several renowned **Thought Leaders** do subscribed this view. For instance, we are told that at the end of the war, Max Weber, one of the foremost **Thought Leaders** of his time, was asked to deliver a lecture on how to accelerate the socio-economic growth of Germany. Rather, he spoke about the role of the Public Bureaucracy and the Politics-Administration dichotomy. For Weber, Public Bureaucracy and the productive management of the Politics-administration divide were fundamental to growth. That was many, many years ago. Today, it is perhaps one of the greatest challenges on our route to recovery and efficient service delivery in Sierra Leone.

While the basic role and ethos of the bureaucracy may have remained intact since the foundation of the state, and since Weber's discourse, the environment within which it now operates has changed considerably. This is mainly due to national and global politics, economic growth and technology, to name but a few. During these changing periods, we have seen the emergence of new Government Policies relating to Governance generally and the role of the Civil Service in particular. In many such cases, we have all witnessed and presided over the deterioration of a once flourishing relationship between politics and administration. But all is not lost, and this is an opportunity to re-discover our values and re-focus on those issues that maximize service delivery. Let us cease this opportunity, in the words of HE President Koroma, to "build a new mutually supportive relationship in order to enhance our capacity to deliver services to the people of this country".

Mr. Chairman,

The need for Ministers and Permanent Secretaries to cultivate a sustainable trustworthy relationship cannot be over-emphasized. Managing the ministry rests on their shoulders.

Where disharmony exists between a Permanent Secretary and his Minister, competence and efficiency become highly subjective and, as Barlow once said (quoted in Lungu, 1998), "genuine advice against

impracticable projects is considered „sabotage“. Ordinary bureaucratic procedures and practices, however efficient, are considered „inadequate“ or „delaying tactics“. Strict financial control is „undermining“. Without the trust of the minister, it becomes extremely difficult for the Permanent Secretary to exercise departmental control and manage effectively. The permanent secretary should also be regarded as “the main filter through which departmental business is purified, reduced and made palatable for ministerial consumption” (Drewry and Butcher, 1991). The need for this mutually supportive relationship cannot be over-emphasized. As Woodruff once observed:

“Politics and administration are not two antagonistic elements, each seeking to enlarge its sphere of action at the expense of the other. They are not even independent powers in the government, each working in a distinct field, performing its appropriate acts, and having for this purpose an authority of its own. On the contrary, they are parts of the same mechanism, related in much the same way as to two elements in one chemical compound whose combined qualities give the character to the substance. In a sense, politics and administration take part jointly in every act performed” (Quoted in Svara, 1998).

Mr. Chairman,

As always argued, irrespective of whether one is elected and / or appointed into an office, there is only one goal, that is, to deliver services. That is why Public Institutions are created, and that is why we are either elected and / or appointed to serve in these Public Institutions. I have no doubt in my mind that the facilitators, who have been very carefully selected, will do justice to the subject matter.

I thank you for your attention.

Julius F. Sandy

PSRU

13 September 2010

OPENING REMARKS

Honourable President, Ministers, Leaders, and Colleagues:

I bring you greetings on behalf of His Excellency Secretary-General Kamallesh Sharma and the other 53 member countries of the Commonwealth.

The world our parents knew has changed. The global village first envisioned in the 1960s has been evident for some time. Our brave new world is characterised by human connectivity, borderless economies, and global competition. If we shrank the planet's population to a village of precisely 100 people, with all the existing human ratios remaining the same, it might look something like this.

There would be 57 Asians, 21 Europeans, 14 from the Americas, and 8 Africans. 52 would be female, and 48 would be male. 70 would be people of colour, while 30 would be white. 30 would be Christian, while 70 would be of other faiths. 6 people would possess 59% of the world's wealth, and all 6 would be from the richest countries. 80 would live in substandard housing. 70 would be unable to read. 50 would suffer from malnutrition. 1 would be near death. 1 would be near birth. 1 would have a university education. And only 1 would own a computer.

When the world is viewed from such a compressed perspective, the need for acceptance, understanding, and education becomes glaringly apparent. Leadership is essential to improve the human condition. The need has never been greater.

The challenges facing many African countries in meeting the *Millennium Development Goals* by 2015 have been exacerbated by the global economic crisis. There is a non-negotiable imperative to rethink public service delivery. For governments, it is now 'business unusual'. Delivery of high-quality services with scarce resources is a daunting task that requires self-examination, innovation, and prudent management.

The Commonwealth Secretariat is alert to the effects of globalisation on Africa. What happens elsewhere in the world invariably impacts Africa, whether international trade, development assistance, terrorism, or climate change. Concerted international efforts are required to protect vulnerable states from those aspects of globalisation that cause suffering and poverty.

We continue to push for restructuring of international financial institutions so that developing countries have voice in matters that concern their well-being. Equally important is the need to ensure that international trade practices are fair and just. Through south-south cooperation, members learn from each other's experiences.

Good leadership is required at all levels. The challenges faced call for selfless leadership that is anchored in strong democratic principles and ethical values. The ability of leaders to act as change champions is an important prerequisite in successful implementation of public sector reform.

Leadership and change go hand in hand. Changing attitudes and behaviours is challenging. Niccolo Machiavelli noted: *“There is nothing so difficult as introducing change. The people who prospered under the old order will resist, whereas the people who will prosper under the new order do not realise it yet.”*

Anthropologist Margaret Mead observed: *“Never doubt that a small group of thoughtful, committed people can change the world Indeed, it is the only thing that ever has.”* Your involvement here today is evidence of a belief in the Commonwealth and of a commitment to nation building. This is the essence of leadership. It is a heavy burden with a serious purpose. It is about making a difference and changing lives.

At times, you may feel not quite up to the task and will get frustrated by the lack of apparent progress. Take heart from these words of encouragement that are grounded in an alternative perspective of leadership.

Our deepest fear is not that we are inadequate. Our deepest fear is that we are powerful beyond measure. It is our light, not our darkness, that most frightens us. We ask ourselves: who am I to be brilliant, gorgeous, talented, fabulous? Actually, who are you not to be? You are a child of God. Your playing small doesn't serve the world. There is nothing enlightened about shrinking so that other people won't feel insecure around you. We are all meant to shine, as children do. We were born to make manifest the glory of God that is within us. It's not just in some of us; it's in everyone! And as we let our own light shine, we unconsciously give other people permission to do the same. As we are liberated from our own fear, our presence automatically liberates others!

Nelson Mandela spoke these words at his 1994 presidential inauguration. I think he wanted us to better understand our gifts as leaders. We make a living by what we get, but we make a life by what we give. Please carry his words of inspiration on the marathon of hope for your country.

ANNEX III

**KEYNOTE ADDRESS BY HIS EXCELLENCY DR. ERNEST
BARI KOROMA AT THE FORUM OF MINISTERS AND
PERMANENT SECRETARIES ON STRENGTHENING -
POLITICAL ADMINISTRATIVE RELATIONS
MIATTA CONFERENCE CENTRE
13-15TH SEPTEMBER 2010**

I am delighted to be at the opening of this forum, which I hope will be the foundation of a mutually supportive engagement between Ministers of Government and Senior Civil Servants. Let me also take this opportunity to welcome our friends from the Commonwealth Secretariat and sister Commonwealth countries and thank them for the continued interest manifested in Sierra Leone. Our membership of the Commonwealth of Nations has been mutually beneficial, and we welcome the initiative to “strengthen governance as a prerequisite to poverty alleviation and sustainable development”, when my government firmed up the aspirations of our people into the Agenda for Change.

I had the conviction then, as I still hold today, that the development of the targets we set for ourselves required a rewarding synergy between ourselves as politicians and the implementing arm of Government, namely the Public Service.

Our political leadership and administrative support should be complementary. Without political leadership, the work of civil servants would be severely constrained by lack of democratic legitimacy; the design and implementation of state policies would be devoid of a sense of urgency; rather than reflecting the aspirations of the people, the administration risks becoming self serving and bogged down in unaccountable procedures.

However, without the support of a competent civil service, political leaders would not be able to effectively translate the aspirations of the people into policies; nor would they be able to ensure that the implementation of these policies have positive impacts on the lives of the people.

However, I have noted that the relationships between ministers and civil servants have been less than what is optimal for the effective and efficient implementation of many of our programmes. I know there are human and knowledge constraints associated with this state of affairs. But the task at hand requires that we meet these challenges head-on. We have prioritized our people's aspirations in the Agenda for Change. I will not allow relationship challenges between ministers and senior civil servants to slow down my commitment to transform this country.

In my meeting with permanent secretaries on Monday 6th September 2010 I strongly re-enforced the need for a strong partnership between ministers and civil servants. As a first step, I have advised a permanent Secretaries Forum, where senior civil servants will have the opportunity to discuss and relate freely with me on issues affecting the ministries and how to increase productivity.

I have perused the programme for this meeting, and it is comforting that the issues to be discussed address the challenges at hand. It is also gratifying that the facilitators at this Forum have had hands-on experiences in the subject matter. I therefore entreat all ministers, as well as public servants to participate fully in this Forum. This forum is in my view, a useful platform for enhancing an effective partnership between policy-makers and public servants, towards meeting the aspirations of our people.

While it is my singular honour to formally declare this Forum open, it is also my pleasure to officially launch the Management and Functional Review of the Public Service Commission, which was equally supported by the Commonwealth Secretariat.

I wish you all very fruitful deliberations.

ANNEX IV

**FORUM OF MINISTERS AND PERMANENT SECRETARIES
CLOSING REMARKS BY THE HONOURABLE VICE
PRESIDENT, ALHAJI CHIEF SAM SUMANA
15TH SEPTEMBER 2010**

Mr. Chairman

Honourable Ministers & Deputy Ministers

Distinguished Permanent Secretaries & other

Heads of Department Present

Our distinguished friends from the Governance

And Institutional Development Division of the

Commonwealth,

Facilitators from Sister Commonwealth Countries

Ladies & Gentlemen

Let me first thank the Commonwealth Secretariat through the Governance and Institutional Development Division for providing support for us to host this forum. Let me also thank the Director and staff of the Public Sector Reform Unit for organizing this very successful Forum. I would also like to thank and congratulate Ministers and the leadership of the Civil Service, the Secretary to the

Cabinet and Permanent Secretaries for fully participating in this Forum.

When H. E. addressed you on Monday he emphasized on the need for mutually supportive relationship. I believe, and I am convinced that this Forum has provided a useful starting point for an improved relationship between the Political and Administrative classes. You are the frontline operatives, and the people of this country look up to you for effective service delivery.

I am told you have had very fruitful discussions. It is also comforting that you have resolved to be each others' keepers for the good of Sierra Leone.

Let me assure you that periodic sessions of this nature will be supported fully by Government in the future.

Once more let me thank you all for your patience and for the very useful deliberations you have had during this three-day Forum. Having said that, it is now my honor to declare this Forum officially closed.

ANNEX V

FORUM OF MINISTERS AND PERMANENT SECRETARIES STRENGTHENING THE POLITICAL – ADMINISTRATIVE RELATIONS IN THE GOVERNMENT OF SIERRA LEONE 13 – 15 SEPTEMBER 2010

ATTENDANCE LIST

1. S.G. Pessima
Secretary to the Cabinet & Head of Civil Service
2. Mr. E.B.O. Coker (SP)
President's Office
3. Mr. A. Cole (PASP)
President's Office
4. Mr. J.T. Kanu
President's Office
5. Dr. Komba Kono
Vice President's Office
6. Mr. R. S. Freeman (SVP)
Vice President's Office
7. Mr. J. G. Caulker
Vice President's Office
8. Dr. S.M. W. Kamara
Minister of Finance and Economic Development
9. Dr. R. Conteh
Dep. Minister of Finance and Economic Development

10. Mr. Momodu Kargbo
Dep. Minister of Finance and Economic Development
11. Donald A. Ngegba
Ministry of Finance and Economic Development
12. Mr. Edmund Koroma
Financial Secretary
13. Mrs Z. H. Bangura
Minister of Foreign Affairs and International Cooperation
14. Mr. Vandy C. Minah
Dep. Minister of Foreign Affairs and International Cooperation
15. Mr. S.B. Daramy
Ministry of Foreign Affairs and International Cooperation
16. Mrs. Kadi Bassir
Ministry of Foreign Affairs and International Cooperation
17. Mr. Dauda S. Kamara
Minister of Internal Affairs, Local Government and Rural
Development
18. Max A. Sesay
Chief Registrar
19. L. B. O. Massaquoi
Cabinet Secretariat
20. Mr. I.H. Kaloko
Dep. Minister of Internal Affairs, Local Government and Rural
Development
21. Mr. Raymond Kabia

Dep. Minister of Internal Affairs, Local Government and Rural
Development

22. Mr. K.O. Bah
Ministry of Internal Affairs, Local Government and Rural
Development

23. Mr. K.C. Koroma
Ministry of Internal Affairs, Local Government and Rural
Development

24. Mr. A. F. Serry-Kamal
Attorney-General and Minister of Justice

25. Mr. Tunde Cole
Solicitor-General

26. Alhaji I. B. Kargbo
Minister of Information and Communications

27. Ms Saidata Sesay
Dep. Minister of Information and Communications

28. Mr. S. A. T. Tamu
Ministry of Information and Communications

29. Mr. D. O. Carew
Minister of Trade and Industry

30. Madam Mabinty Daramy
Dep. Minister of Trade and Industry

31. Mr. Johnsen Marah
Ministry of Trade and Industry

32. Major (Rtd) A. P. Conteh
Minister of Defence

33. Mr. Mani Koroma

Ministry of Defence

34. Brig. R.Y. Koroma
Chief of Defence Staff
35. Dr. M. Bah
Minister of Education, Youth and Sports
36. Dr. A. O. Jah
Dep. Minister of Education, Youth and Sports
37. Dr. L. Nyalley
Dep. Minister of Education, Youth and Sports
38. Mr. A. R. Bayoh
(P/S Education)
Ministry of Education, Youth and Sports
39. Mr. A. R. Dumbuya
40. Dr. J. Sam-Sesay
Minister of Agriculture, Food Security and Forestry
41. Mr. A. B. Mansaray
Dep. Minister of Agriculture, Food Security and Forestry
42. Mr. L. C. Thomas
Dep. Minister of Agriculture, Food Security and Forestry
43. Mr. Edward M. Kargbo
Ministry of Agriculture, Food Security and Forestry
44. Mr. A. P. Koroma
Minister of Works and Infrastructure
45. Mr. A. B. Barrie
Dep. Minister of Works and Infrastructure
46. Mr. A. M. Bockarie

Ministry of Works and Infrastructure

47. Prof. O. R. Davidson
Minister of Energy and Water Resources
48. Mr. Martin Bash-Kamara
Dep. Minister of Energy and Water Resources
49. Mr. A. S. Sheku
Ministry of Energy and Water Resources
50. Alhaji A. B. S. Kanu
Minister of Mineral Resources and Political Affairs
51. Mr. A. Ignosi Koroma
Dep. Minister of Mineral Resources and Political Affairs
52. Mr. M.S. Kebe
Ministry of Mineral Resources and Political Affairs
53. Mr. M. A. Pat-Sowe
Minister of Transport and Aviation
54. Mr. Sylvester E. O. Hanciles
Dep. Minister of Transport and Aviation
55. Saa Kpulum
Ministry of Transport and Aviation
56. Dr. S. Kabia
Minister of Social Welfare, Gender and Children's Affairs
57. Mrs R. Oya Sankoh
Dep. Minister of Social Welfare, Gender and Children's Affairs
58. Mr. Brima Rogers
Ministry of Social Welfare, Gender and Children's Affairs
59. Dr. Denis M. Sandy

Minister of Lands, Country Planning and the Environment

60. Mr. Sylvester B. Goba
Dep. Minister of Lands, Country Planning and the Environment

61. Mr. J. E. Quee
Ministry of Lands, Country Planning and the Environment

62. Mr. J. M. Koroma
Minister of Marine Resources

63. Md. J. J. Kandeh
Dep. Minister of Marine Resources

64. Mr. A. Kemokai
Ministry of Marine Resources

65. Mr. M. Mansaray
Minister of Employment, Labour and Social Security

66. Mr. Moijueh Kaikai
Dep. Minister of Employment, Labour and Social Security

67. Mr. A. T. M. Navo
Ministry of Employment and Social Security

68. Mr. H. Trye
Minister of Tourism and Culture

69. Mr. Hassan Mansaray
Dep. Minister of Tourism and Culture

70. Mr. Denis K. Vandi
Ministry of Tourism and Culture

71. Mr. Mohamed Daudis Koroma
Dep. Minister of Health and Sanitation

72. Mr. E. B. Kamara
Ministry of Health and Sanitation
73. Mr. Williams J. Smith
Resident Minister (East)
74. B.K. Idriss
Provincial Secretary (East)
75. Mr. Musa Tarawali
Resident Minister (South)
76. G.G. Banya
Provincial Secretary (South)
77. Mr. Alie Kamara
Resident Minister (North)
78. A. Koroma
Provincial Secretary (North)
79. Mr. Ernest R. Surrur
Human Resource Management Office
80. Mr. Desmond Forde
Public Service Commission
81. Dr Julius Sandy
Public Sector Reform Unit, Office of the President
82. H.E. President Dr. Ernest Bai Koroma
President of the Republic of Sierra Leone
83. Hon. Sam Sumana
Vice President
84. V.E. Collier
Public Service Commission

85. Dr. Shamsu Mustapha
Development Administration, Management and Finance
86. Prof. A. R. Dumbuya
Policy and Strategy Unit, Office of the President
87. Alhaji B. E. Seisay
MoFED
88. Mrs. F. Mustapha
MoFED
89. Mr. M. L. Caulker
MoFED
90. Mr. Y. J. Fofanah
MoFED
91. J. F. Fofanah
MoFED
92. A. Kemokai
Fisheries and Marine Resources
93. Mrs. E Macauley
PSRU
94. Mrs. Avril Cummings
Permanent Secretary
95. L.O. Williams
PSRU (Support)
96. Ms. Sonia Karim
PSRU (Support)
97. F. Jabati
PSRU (Support)

98. S. Wusha-Conteh
PSRU (Support)
99. M. Tucker
PSRU (Support)
100. Mr. Stephen Oronsaye
Head of the Civil Service, Nigeria
101. Ambassador Umaru B Wurie
Ministry of Finance, Development & Economic Planning
102. Justice Joseph Warioba
Former Chief Justice & Prime Minister of Tanzania
103. Mr Joseph Issachar
Former Head of Civil Service, Ghana & Consultant
104. Dr. Kaifala Marah
Chief of Staff, Office of the President
105. Henry Kargbo
Sound Technician
106. Alim Kamara
Sound Technician
107. Mr. John Wilkins
Commonwealth Secretariat
108. Mrs. Oluwatoyin Job
Commonwealth Secretariat
109. Dr Roger Koranteng
Commonwealth Secretariat
110. Ms Jacqueline Johnson

Commonwealth Secretariat

ANNEX VI - Programme for the Forum

DAY ONE - Monday 13th September

09:00-10:00	Registration	
10:00-11:00	Official Opening Ceremony Message from the Director, PSRU Message from Commonwealth Secretariat Official Opening Ceremony Chairman of the Programme	Dr. Julius F. Sandy , Director, Public Sector Reform Unit, Office of the President Mr. John Wilkins , Acting Director, GIDD, Commonwealth Secretariat H.E. President Dr. Ernest Bai Koroma , President of the Republic of Sierra Leone Hon. I.B Kargbo , Minister of Information and Communications
11:00-11:15	Group Photograph and Refreshments	
11:15-11:45	Programme Setting - Introductions, Forum Objectives & Expected Outcomes - <i>Expectations of participants</i>	Mrs. Oluwatoyin Job , Adviser West Africa, GIDD, Commonwealth Secretariat
11:45 – 12:45	Principles of Good Governance <ul style="list-style-type: none"> ➤ The Constitution & the separation of Powers between the Executive, the Judiciary and the Legislature ➤ Relationship between the three branches of the state ➤ Comments on Separation of Powers by Ministers & PSs 	Justice Joseph Warioba , Former Chief Justice and Prime Minister of Tanzania Mr. John Wilkins , Acting Director, GIDD, Commonwealth Secretariat
12:45 – 13:30	The Political – Administrative interface: relationships & Leadership <ul style="list-style-type: none"> ➤ The role of Cabinet and Ministers in the management of Government Affairs ➤ The role of Permanent Secretaries & other Administrative Heads in the management of Government Affairs ➤ Comments on the Political – Administrative interface 	Mr. Stephen O. Oronsaye , Head of the Civil Service of the Federation, Nigeria Mr. Joe Issachar , Former Head of Civil Service, Ghana, & Consultant Justice Joseph Warioba , Former Chief Justice & Prime Minister of Tanzania Mr. John Wilkins , Acting Director, GIDD, Commonwealth Secretariat
13:30-14:30	LUNCH BREAK	
14:30 – 17:00	The Political – Administrative interface: partners in achieving strategic objectives	Mr. Stephen O. Oronsaye , Head of the Civil Service of the Federation,

	<ul style="list-style-type: none"> ➤ The relationship between Ministers and Permanent Secretaries for achieving National goals ➤ Clarity of roles and responsibilities & management ➤ Accountability framework ➤ Comments on the Political-Administrative interface 	<p>Nigeria</p> <p>Mr. Joe Issachar, Former Head of Civil Service, Ghana, & Consultant</p> <p>Justice Joseph Warrioba, Former Chief Justice & Prime Minister of Tanzania</p> <p>Mr. John Wilkins, Acting Director, GIDD, Commonwealth Secretariat</p>
DAY TWO - Tuesday 14th September		
9:00 – 9:15	Wrap-up of day one	Dr. Shamsu Mustapha , Consultant, Development Administration, Management and Finance
09:15-10:30	<p>The Political – Administrative interface – Current situation in Sierra Leone</p> <ul style="list-style-type: none"> ➤ Brief introduction <p><i>Breakout into two groups – Ministers & PSs</i></p> <ul style="list-style-type: none"> ➤ Reflecting on themselves and coming up with what is working and not working well ➤ Issues causing challenges in their relationship, ➤ Suggesting ways for improving, ➤ Suggesting the kind of support or skill enhancements to assist in managing the relationship etc ➤ Any other issues that will allow them to be able to work effectively to improve service delivery to the people of Sierra Leone 	<p>Mr. Stephen O. Oronsaye, Head of the Civil Service of the Federation, Nigeria</p> <p>Mr. Joe Issachar, Former Head of Civil Service, Ghana, & Consultant</p> <p>Justice Joseph Warrioba, Former Chief Justice & Prime Minister of Tanzania</p> <p>Mr. John Wilkins, Acting Director, GIDD, Commonwealth Secretariat</p>
10:30-11:00	REFRESHMENT BREAK	
11:00 – 12:00	<p>The Political – Administrative interface: relationships & Leadership – Current situation in Sierra Leone</p> <ul style="list-style-type: none"> ➤ Plenary discussion and reaching common understanding 	Justice Joseph Warrioba , Former Chief Justice & Prime Minister of Tanzania
12:00 – 13:00	<p>Accountability, values and ethics</p> <ul style="list-style-type: none"> ➤ Accountability and Transparency 	Justice Joseph Warrioba , Former Chief Justice & Prime Minister of

	<p>in the Public Service</p> <ul style="list-style-type: none"> ➤ Financial Accountability ➤ Values, Ethics & Propriety ➤ Code of conduct ➤ Comments on values & ethics 	<p>Tanzania</p> <p>Dr. Roger Koranteng, Adviser, Governance, GIDD Commonwealth Secretariat</p>
13:00 – 14:00	LUNCH BREAK	
14:00 – 15:30	<p>Sierra Leone’s vision and National Development Priorities & anticipated outcomes</p> <ul style="list-style-type: none"> ➤ Summary presentation of the national vision, development priority outcomes, strategies in place for achievement of the PRSP II - Agenda for Change, The New Public Sector Reform Programme etc.) ➤ The President’s expectations ➤ Plenary discussion for clarifications on issues ➤ Linking vision; NDPs; policy initiatives and defining outputs ➤ Whole of government approach to implementation – issues and challenges when implementation involves multiple Ministries 	<p>Prof. A.R. Dumbuya, Adviser/Member, Policy and Strategy Unit, Office of the President</p>
15:30-17:00	<p>The role of strategic thinking in national transformation</p> <ul style="list-style-type: none"> ➤ Emerging opportunities to leverage reforms ➤ A whole new approach to achieving development plans – what works and doesn’t work, and what to turn around, etc ➤ Leadership made simple ➤ The 21st Century Permanent Secretary – where are the new solutions? ➤ Tips to update your little black book on performance leadership 	<p>Dr. Kaifala Marah, Chief of Staff, Office of the President</p>
DAY THREE - Wednesday 15th September		
09:00 – 10:30:00	<p>The Leadership role in achieving national Development priorities and outcomes</p> <ul style="list-style-type: none"> ➤ Minister & PSs working for achievement of results ➤ Role clarification 	<p>Mr. Stephen O. Oronsaye, Head of the Civil Service of the Federation, Nigeria</p>

	<ul style="list-style-type: none"> ➤ Accountability for results ➤ How other countries are doing it <p>-----</p> <p>-----</p> <p>Plenary discussion of situation in Sierra Leone</p> <ul style="list-style-type: none"> • What is working and not working well in Sierra Leone • How to shape the future • Support required to make it work better 	<p>Mr. Joe Issachar, Former Head of Civil Service, Ghana, & Consultant</p> <p>Justice Joseph Warioba, Former Chief Justice & Prime Minister of Tanzania</p> <p>Mr. John Wilkins, Acting Director, GIDD, Commonwealth Secretariat</p> <p>Mrs. Oluwatoyin Job, Adviser West Africa, GIDD, Commonwealth Secretariat</p> <p>-----</p>
10:30 – 11:00	REFRESHMENT	
11:00 – 12:00	<p>Building consensus and ownership</p> <ul style="list-style-type: none"> • Policy formulation and Implementation • Managing ministerial contracts • Ongoing challenges and opportunities • Departmental roles, reporting, monitoring and evaluation • A collaborative approach to managing performance contracts • Inclusive participation and stakeholder engagement • Performance management & evaluation of Ministers & PSs • Strategic Planning, budgeting, implementation and Monitoring & Evaluation for results – role of Ministers & PSs in Sierra Leone • 	<p>Dr. A.R.Dumbuya* Adviser/Member, Policy and Strategy Unit, Office of the President</p>
13:00 -14:00	LUNCH BREAK	
14:00-16:00	<ul style="list-style-type: none"> • <i>Review of Expectations and fulfilment</i> • <i>Forum recommendations and way forward</i> 	<p>Dr. Shamsu Mustapha, Consultant, Development Administration, Management and Finance</p>

	<ul style="list-style-type: none">• <i>Forum evaluation and closing</i>	
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Dr Sandy should kindly review the programme and incorporate the right facilitators into the right places