

Government of Sierra Leone



INSTITUTIONAL APPRAISAL OF MNISTRY OF EDUCATION, YOUTH AND SPORTS

**Project : Management and Functional Reviews Across the Full Range of
Government of Sierra Leone Ministries**

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**Final Consultation
Report**

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PAi

**GOVERNANCE
REFORM
SECRETARIAT**

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GLOSSARY

BECE	-	Basic Education Certificate Examination
CEO	-	Chief Executive Officer

DFID	-	Department for International Development
GoSL	-	Government of Sierra Leone
GRS	-	Governance Reform Secretariat
HR	-	Human Resource
HRMO	-	Human Resource Management Office
ICT	-	Information Communication Technology
ISESCO	-	Islamic Educational, Scientific and Cultural Education
JSS	-	Junior Secondary School
MDAs	-	Ministries, Departments and Agencies
MEST	-	Ministry of Education Science and Technology
MFR	-	Management and Functional Review
MOF	-	Ministry of Finance
MOYS	-	Ministry of Youth and Sports
MoEYS	-	Ministry of Education, Youth and Sports
NCTVA	-	National Council for Technical Vocational and Other Academic Awards
NGO	-	Non-Governmental Organization
NPSE	-	National Primary School Examination
NUSS	-	National Union of Sierra Leone Students
PAI	-	Public Administration International
PSRU	-	Public Sector Reform Unit
SLADEA	-	Sierra Leone Adult Education Association
TCs	-	Teachers Colleges
TVCs	-	Technical Vocational Centres
UN	-	United Nations
UNESCO	-	United Nation Educational, Scientific and Cultural Organisation
WAEC	-	West African Examinations Council
WASSCE	-	West African Senior Secondary Certificate Examination
YC	-	Youth Commission

EXECUTIVE SUMMARY

1. Following the election of a new Government in September 2007, H.E. The President decided to merge the former Ministry of Education, Science and Technology and the Ministry of Youth and Sports into a new Ministry of Education, Youth and Sports.
2. This Report reviews the functions and management arrangements of the new Ministry of Education, Youth and Sports with the view of actualizing the political merger. The review is part of the DFID-supported Governance and Civil Service Reform Programme.
3. Earlier Management and Functional Review (MFR) reports of the former Ministries of Education Science and Technology (MEST), and Youth and Sports (MOYS) were completed in 2005 and 2006 respectively.
4. The Public Sector Reform Unit formerly Governance Reform Secretariat (GRS) supported by Public Administration International in partnership with CoEn Consulting has been requested to undertake an institutional appraisal taking to account previous recommendations from the Management and Functional Reviews and to look at issues relating to the merger.
5. Many of the findings of the MFRs of 2005 and 2006 in respect of the former MEST and MOYS are still valid especially those relating to the functions, human resource management practices, staffing, and records management. However, the former ministries have not yet implemented the findings in their respective reports and this suggests that current management capacity needs to be strengthened.
6. In addition to the recommendations in those reports, we have variously reiterated them in this report. We have also taken the new institutional context (the political merger) into consideration, and therefore have recommended a more business-oriented approach to managing the new Ministry.
7. We have proposed the adoption of the recommended architecture for government Ministries which has a very strong orientation towards policy and strategic development at the centre. In this vein we have also reiterated the need for a single hierarchy to provide strategic leadership for the Ministry. Furthermore we have recommended the strengthening of the policy and planning directorate to enable the Ministry to achieve its mandate.
8. A Youth and Sports directorate has also been recommended whose focus would be on national youth and sports policy development while the defunct National Sports Council would be revamped to implement the government policy in that direction.
9. We have recommended further discussions on actualizing the concept of a Youth Commission.
10. Also, we have recommended a more business-like approach to the management of the national stadium and its hostel facilities. We have discussed the various options in respect of this recommendation and our position is to move to an executive agency status in the interim and eventual privatization in future.

11. In addition to all the aforementioned, we have recommended that the Ministry rationalizes its staffing and human resource issues taking into consideration manpower development, succession planning, training and career development.
12. Our full recommendations are presented overleaf.

RECOMMENDATIONS

No.	Paragraph	Detail
Mandate of the new Ministry		
1.	8.01	<ul style="list-style-type: none"> • New Vision of MOYS
2.	8.04	<ul style="list-style-type: none"> • New Mission Statement
Amalgamated Functions		
3.	8.08	<ul style="list-style-type: none"> • Revised and updated core functions of the new Ministry
4.	8.10- 8.12	<ul style="list-style-type: none"> • Recommended Organisational structure • Recommended that the D-G or PS will focus on policy development, strategic planning and business management and management of resources.
5.	8.13	<ul style="list-style-type: none"> • Recommended directorates of the new Ministry
6.	8.15	<ul style="list-style-type: none"> • Recommendation to seek external technical assistance to develop the capacity of staff of the Strategic Planning and Policy Development Directorate.
7.	8.18	<ul style="list-style-type: none"> • Recommendation that Ministry seek assistance from the HRMO to prepare a human resource plan to determine the requirements for recruitment for the new structure.
National Sports Council		
8.	8.21	<ul style="list-style-type: none"> • National Sports Council Act of 4th February 1965 should be revised in the light of present day demands placed on the Ministry
9.	8.22	<ul style="list-style-type: none"> • National Sports Council to be rejuvenated as a separate self-managed entity with sole responsibility for implementing policies on sports.
National Stadium and Hostel Complex		
10.	8.24	<ul style="list-style-type: none"> • Recommendation on the Executive Agency type of outsourcing as a precursor to offering the facility up for full privatization.
Concept of Youth Commission		
11.	8.30	<ul style="list-style-type: none"> • Recommendation that the required resources such as human resource, financial and material resources are made available to the Ministry to enable it carry out its mandate for the youth in particular while the concept of a YC is still be discussed.
Human Resource Management		
12.	8.34	<ul style="list-style-type: none"> • Recommendation that Ministry adopts a single directorate for administration which encompasses departments such as finance and accounting; procurement; transport; security etc.
13.	8.35	<ul style="list-style-type: none"> • Recommendation that Ministry to liaise with HRMO to restructure and reorganize the Personnel Management function and transform it into Human Resource Management and Development Directorate.
14.	8.37	<ul style="list-style-type: none"> • Recommendation that Ministry to liaise with HRMO to determine appropriate staffing numbers and types required from sundry workforce and to transfer/redeploy/retrench all other employees not required.
Budgeting		
15.	8.39	<ul style="list-style-type: none"> • Ministry to liaise with the Ministry of Finance to revise its budget to enable it obtain the necessary budgetary allocation to cater for its needs
Change Management Team		
16.	9.01	<ul style="list-style-type: none"> • Recommends a five-member change management team with one of the deputy ministers as head to address this management problem.
17.	9.02	<ul style="list-style-type: none"> • Recommend that the new Ministry of Education, Youth and Sports should organize a strategic planning retreat with senior managers to give a fresh start to the Ministry

INTRODUCTION

- 1.01 The announcement to merge the former Ministry of Education, Science and Technology and the former Ministry of Youth and Sports into a new Ministry known as Ministry of Education, Youth and Sports was made by the new government following its election in September 2007. The new Government's manifesto and agenda provides for amongst other aspects the focus on improvement of civil and public services, facilitating access and quality of education and uplifting the welfare and protection of the youth especially through sports and vocational training.
- 1.02 Prior to amalgamation, the GRS with support from PAI/CoEn Consulting had carried out in-depth Management and Functional Reviews (MFRs) in the two former Ministries and made far-reaching recommendations on them. These reports provide sound basis for effecting the political merger so intended. Some of the recommendations that need urgent attention under the present climate or circumstances have been highlighted in this report.
- 1.03 The recommendations in the MFR focused mainly on the following:
- The Statutory Framework and Mandate
 - The Functions : Core and Non-Core
 - Structure
 - Management Processes,
 - Internal Audit, Budgeting and Accounting
 - Communication and relationship with the Public/Stakeholders
 - Human Resource Management, Staffing, and Training
 - Records Management
 - Priority Equipment Needs and Office Accommodation
 - Institutional Arrangements for Managing Change
- 1.04 The announcement on the merger has to a large extent put on hold the implementation of the recommendations of those MFR Reports. As a result of this development there is the need for an intervention to assist the new Ministry's management to assess the impact of bringing together the various structural components and their effects on the new Ministry structure.
- 1.05 This Report covers the newly formed Ministry of Education, Youth and Sports.

TERMS OF REFERENCE (TOR)

2.00 The following are the terms of reference:

1. Review the current mandate of the newly formed Ministry

Objective: Review and redefine the mandate and role of the new Ministry to ensure that it directly relates and is consistent with the development of objectives of Government, including the consequences of decentralization, the devolution plans of the new Ministry, budget reforms and its role in the PRSP

Output: Redefined mandate of the new Ministry, vision, mission statement, functions of the new Ministry

2. Analyse the existing component parts of the transitional Ministry structures

Objective: Review organizational structure of transitional Ministry to determine how functions and responsibilities of the various units relate to the achievement of the mandate and mission of the new Ministry

Output: Proposed organizational structure (with options) setting out functions, responsibilities and priority areas of the units within the new Ministry

3. Analyse aspects which impact on the need for reformation of structures for the new Ministry

Objective: Identify and recommend areas of the organizational structure that require restructuring or integration into the new Ministry to achieve efficiency and effectiveness.

Output: Recommended areas for restructuring for the new Ministry or integration into the new Ministry.

4. Assess the impact of amalgamation on the grading structure and positions in the Ministry

Objective: Review the staffing requirements for the new Ministry in line with the functions and responsibilities of the various units

Output: Recommend the new ministry's staffing requirements in relation to the current stock of staff at all grades

5. Make recommendations on the revised structure taking into account the recommendations on “blueprint structures” in the Architecture of Government report

Objective: Review the potential integration of existing divisions and jobs into the revised organization structure to bring about efficiency and effectiveness

Output: Recommend functions/ divisions or jobs for integration into revised organization structure

6. Take cognizance of any other aspects which may affect the new Ministries work and remit and make appropriate recommendations

Objective: Identify any relevant matter (s) that would impact on the portfolio of the new ministry

Output: Recommend action(s) to be taken.

7. Work with nominated members of the management team to ensure an inclusive analyse, diagnosis and set of recommendations is fully understood and accepted.

METHODOLOGY

- 3.01 The process consulting approach was adopted to facilitate the effective merger of the previously known Ministries of Education, Science and Technology (MEST) and the Ministry of Youth and Sports (MOYS). This approach involved a round table briefing sessions of senior officials including the Minister, Deputy Ministers, by officials of the Governance Reform Secretariat, Public Administration International and CoEn Consulting. This approach provided an opportunity for the Ministry’s officials to understand and appreciate the rationale behind the merger and to develop new ideas where appropriate to realise potential benefits.
- 3.02 In addition to the round table forum, a series of meetings were held and individual and departmental interviews were conducted to ascertain the new role of the Ministry of Education, Youth and Sports so as to create synergy and consensus in ideas and thoughts to chart a path towards possible recommendations. These meetings and interviews were held across the board and included Youth and Sports staff whose offices are located at the Sports Stadium.
- 3.03 The Review Team also reviewed existing documentation, obtained and analysed existing job descriptions and resumé of all categories of staff (professional and non-professional) at post and held discussions on the merger and its implications with staff. These processes enabled the Review Team to compile the job profiles and specifications required to facilitate the merger
- 3.04 The Review Team also regularly briefed the Minister of Education, Youth and Sports on findings and sought clarifications on emerging crucial issues.

- 3.05 A final roundtable session was held with senior officials to discuss the emerging findings and to obtain comments on the draft report.
- 3.06 A consultation draft was forwarded to the Ministry of Education Youth and Sports (MoEYS) for comments and observations before the final report is published.

TEAM COMPOSITION

- 4.01 The Institutional Appraisal Review Team consisted of consultants from the Public Sector Reform Unit, Public Administration International UK, and CoEn Consulting, Ghana. In addition two staff members were seconded from the Establishment Secretary's Office who provided support to the team on various technical issues.

RESPONSIBILITY

- 5.01 This report was commissioned as part of the remit of the Governance and Civil Service Reform Programme with support from Department for International Development, UK under the British aid arrangement. However, the British Government bears no responsibility for the views and recommendations expressed herein.

ACKNOWLEDGEMENTS

- 6.01 We are grateful for the support provided by the Minister and Deputy Ministers of Education, Youth and Sports and other senior managers who willingly shared their thoughts with the Team, provided necessary documents and office accommodation which made our task much easier.
- 6.02 We are also indebted to Mr. E. B. O. Coker, Director of Public Sector Reform and Stephen L. A. Catchpole, Resident Team Leader, Public Administration International for guidance and useful comments throughout the conduct of this review.

ISSUES OF INTEGRATION

- 7.01 There is an inherent danger in mergers that little change and rationalization bringing about efficiency gains and effectiveness is gained unless management have the capacity and resources to ensure that the new institution works as one entity in fulfilling the objectives of government's mandate. In this regard therefore, we have taken into consideration:
- The need for a new strategic direction and new vision and mission for the Ministry of Education Youth and Sports.
 - A review of the functions and responsibilities for the new Ministry.
 - A redesign of a new organisation structure for the Ministry.
 - An analysis of the Human Resource needs of the Ministry
- 7.02 In addition, the present status of existing bodies such as the National Sports Council, the National Stadium and the Hostel Complex are explored in some detail because of their strategic importance to the new Ministry.
- 7.03 Institutional mergers often result in added responsibilities but sometimes not all the functions of the previous ministries can be easily incorporated into one institution due to professional skills deficiency, legal constraints etc. One goal of the merger must be to achieve a strategic fit with the mandates and former functions dovetailing appropriately. One discernable result of the merger is that the components of the mandate of the new ministry have been widened (i.e. made up of education, youth and sports).
- 7.04 The review also considers rationalization of any duplication of effort or inefficiencies. Since efficiency and effectiveness are key requirements of the merger, the Review Team has borne in mind the need to identify an appropriate number of units/departments during the structural design process. This may result in new functions and possible enlargement or reduction of departments due to the amalgamation of functions and responsibilities from the old ministries to the new ministry.
- 7.05 A consequence of the merger is the need to consider what new functions may be required and what **human resources** requirements are needed for the new organisation. The amalgamation of some functions and the creation of some departments within the new structure will obviously have HR implications especially in obtaining competent staff to integrate their previous functions in the new structure. We will return to this topic in later sections of this report.

ANALYSIS AND RECOMMENDATIONS

MANDATE OF THE NEW MINISTRY

Vision Statement

- 8.01 The merger of the former ministries requires a review and development of a new vision and mandate for the Ministry. The following is the new vision **recommended** for the ministry:

The Ministry of Education, Youth and Sports, in its contribution towards socio-economic and political development of Sierra Leone, aspires for development of human resources of the highest quality in order to create a knowledge-based society within the country; equity, equality and unrestricted access to opportunities in education, science and technology; sporting excellence; and a healthy and self-reliant youth.

Mission Statement

- 8.02 The Ministry's long-term mission is to ensure that all Sierra Leonean children and youth and adults have equal opportunity to access quality education consistent with the Constitution and the Government's commitment amongst others to the U.N Convention on the Rights of the Child, regardless of social status, geography, ethnicity, religion, language, gender and physical form. The Ministry envisages a time when "graduates" from all its institutions will meet international and regional standards and will be competitive in the job markets worldwide and act as engines for social and economic development in Sierra Leone
- 8.03 An overarching objective of the MoEYS is to achieve the holistic development of Sierra Leone's people especially the young for all sectors. In addition, the Ministry intends to engender a sense of national and civic pride, high standards of morals and ethics and a strong belief in being responsible for the country and its citizens.
- 8.04 In consonance with the above-mentioned expectations the following mission statement is **recommended** for the MoEYS:

The Ministry works towards the advancement of opportunities for access to high quality education, science and technology; releasing potential in people (children, young people and adults) to make the most of themselves; the enhancement of educational and sporting excellence and the integration of youth; in the search for socio-economic and political development of the country.

NEW FUNCTIONS ARISING FROM THE MERGER

8.05 The amalgamation of the former Ministries brought in its trail the task of culling from **gazetted** or published records and existing documents the relevant or **core functions** to be performed by the new ministry. The Review Team resorted to this process in order to align the key or core functions with the new mission statement as the announcement by Government of the merger was not accompanied by fresh remits for the newly created ministries.

8.06 The Review Team has also taken the initiative to assist the Cabinet Office in re-writing a new mandate for the new Ministry of Education, Youth and Sports which we present in the subsequent sections.

8.07 We have also examined functions of the new Ministry from the analytical perspective of whether they are “core” or “non-core” activities of government as opposed to a purely technical or financial perspective. Additionally, we have used an internationally recognized categorization system for deciding whether particular functions relate to policy; regulatory; coordination; support or service delivery. Wherever appropriate we have suggested a different business model for support and service delivery.

Core and non-Core Classification of Functions

Core Functions: *the foci of the ministry*

Policy: Involves strategic planning, legal drafting, development of performance contracts, minimum standards, norms, policy analysis and evaluation, forecasting. Requiring specialist skills

Regulatory: involves licensing, certification, permissions, accreditation, inspection compliance and financial audit.

Coordination: coordinating relationships between different bodies, monitoring the performance of subsidiary bodies, enabling subsidiaries to reach performance targets.

Non-Core Functions:

Service delivery: provision of products or services to internal (public bodies) or external (farmers, foresters, fishermen) customers. Usually performed by supervised bodies.

Support: financial management, human resource management, information systems, infrastructure, staff training, efficiency review and management audit and secretarial services.

Source: UNDP/RBEC (2001).

- 8.08 Given the new mission that the new ministry has set itself to accomplish, the Review Team has reviewed and updated the functions to be performed by the new Ministry and **we recommend** the following as the key or core functions¹:

Policy Development & Strategic Planning Directorate

The following fall within the remit of this directorate:

- Developing Policy on admission and governance
- Formulation of National and Sectoral Science and Technology policies including their constant evaluation with a view to enhance the technological transformation process of Sierra Leone
- Development and implementation of policies relating to Physical Health Education in schools and colleges
- Ensuring compulsory primary education for all children
- Supporting children of classes 1-6 with tuition and composite fees
- Coordination of relations with British Council, UNESCO, SLADEA, ISESCO, and other education supporting organisations
- Formulation of Policy on Guidance and Counseling
- Development of National Youth Policy
- Development of National Sports Policy

Schools and Education Establishment Inspectorate

The following fall within the remit of the directorate:

- Monitoring the implementation of Education Act/Overall responsibility for Education in Sierra Leone – Basic, Secondary, Tertiary, Technical and Vocational Education
- Establishing school standards in education and school improvement including parental engagement in schools
- Ascertaining input of basic scientific technological principles and practice at junior and senior secondary school level

Research and Curriculum Development Directorate

The directorate's responsibilities are as follows:

- Liaising with Industry and the Public Sector institutions in the development of national curriculum including assessment of achievements
- Act as office of educational standards
- Developing ICT and digital curriculum
- Develop Curriculum on Distant Learning
- Develop strategies for exposing students to modern communication skills

¹ Source: "The Sierra Leone Gazette No. 73 Vol. CXXXIII dated Tuesday 10th December 2002. Govt Notice No. 531"

- Conduct research to support diagnostic/mechanical scientific options
- Develop a scheme for the training of middle and top level manpower – electronic, aviation, mining, meteorology, metallurgy and mineralogical engineering option
- Develop indigenous technology and efficiently absorb and adapt imported technology to our national priorities and resources
- Supply of basic school materials to training schools

Education Programmes Directorate

The directorate is responsible for the following:

- Supporting the girl-child up to completion of Basic Education in JSS 3
- ***Special Needs***: Education for people with disabilities
- School Broadcasting and Sensitization Schemes
- Supervision of all Education Institutions---- Nursery through University on all Physical Health Education matters
- Evaluation of students at NPSE, BECE and WASSCE levels through WAEC
- Development of interest in Science at primary level
- Equip science and Technical Vocational laboratories and workshops

Non-Formal Education Directorate

- Literacy and Adult Education Programmes
- Provision of life-sustaining skills to those that fall out of formal schools in CEC and TVCs
- Coordination of the activities of adults in Tech/Vocational non-tertiary institutions

Higher Education, Science & Technology Directorate

The directorate is responsible for the following:

- Relationship with Tertiary institutions such as TCs, Polytechnics and universities, through Council, Court, Senate, Technical Education Commission and NCTVA etc.
- Relating to NUSS with regards to welfare of students in Tertiary institutions
- Increase the role of science and technology in the attainment of economic and social development

Youth Directorate

The directorate is responsible for the following:

- Youth training and development schemes and programmes
- Coordination of all youth development programmes and establishment and maintenance of active bilateral relations with relevant government and international youth organizations
- Liaise with the Ministry of Employment and Social Security to promote youth employment
- Enhancement of the status, lifestyle and outlook of Youth through periodic public events

Sports Directorate

The directorate is responsible for the following:

- Promotion of all sporting activities through the provision of adequate training of staff and deserving athletes
- Relations with international sporting organizations

8.09 In pursuit of its mandate the new Ministry and all its divisions (where appropriate) will collaborate with relevant government ministries, national/local and international organizations/institutions

STRUCTURE

8.10 In a previous study “*The Architecture of Government of Sierra Leone*” the government’s arm for public service reform, Governance Reform Secretariat ² recommended a blueprint of not only the way government should be structured but also provided a detailed structure for Ministries (see Annex 1). Central to this proposed structure for Government Ministries is the establishment of a position equivalent to private sector Chief Executive Officer (Director-General) who as both professional and administrative manager of his ministry provides policy and strategic managerial supervision, responsible only to the Minister. We are however mindful that while our position is not a novelty it could easily be misunderstood. The head of a ministry does not necessarily need to be a “technical or education professional”; an exceptional manager from the administrative cadre with a keen eye for strategic leadership and the ability to draw together advice from technical directors and advisors into cogent policy formulation and development of implementation plans, is well suited to this position. The recent tendency is that many heads of ministries veer towards day-to-day administrative issues rather than actually providing strategic leadership and coordination. The nomenclature of a Director-General is not very different from that of the Permanent Secretary if only the latter adopts a CEO-type of management. Thus **we recommend** that the D-G or PS will focus on policy

² Architecture of Government Review GRS /PAI March 2006

development, strategic planning and business management and management of resources.

- 8.11 Such a single hierarchy avoids tension and conflict common in institutions where there are separate but powerful administrative and professional divisions. The senior professional heads may be of equivalent rank but ultimately the DG-PS must take full responsibility and accountability for the actions of the Ministry and report directly to the Minister on these matters. The DG-PS as the administrative head is also the Vote Controller/Accounting Officer and again is responsible for ensuring that value for money and propriety in spending is upheld. More importantly the single hierarchy model ensures smooth direction, reporting relationships and coordination of horizontal divisions.
- 8.12 The various MFRs on the two former ministries recommended this type of structure and the Review Team **recommends** adoption of this structure by the new ministry. We propose a new structure in consonance with our earlier recommendation on the architecture of government and the blue print for MDAs.
- 8.13 Below we **recommend** the following directorates. These directorates in our view are under the direct supervision of the Director-General and his deputy. In other words, these directorates are all on a horizontal level but will vertically report to the Director-General and the Deputy Director- General (**See Annexes “A2 – A9**)
- Strategic Planning and Policy Development (SPPD)
 - Research and Curriculum Development
 - Higher Education Science and Technology
 - Educational Programmes and Services
 - Schools and Education Establishment Inspectorate
 - Non-Formal Education
 - Youth and Sports
 - Human Resource Management/Administration (HRM)
- 8.14 The Review Team retained the essential elements (i.e. the directorates) of the organisational structure of the former Ministry of Education Science and Technology because they are still relevant in discharging the mission of the new ministry. However, some of these directorates have their functions and scope (remit) expanded (e.g. SPPD and HRM) to cater for the new demands that the merger has brought in its trail.

Strategic Planning and Policy Directorate

- 8.15 Every institution needs clear and coherent policies to guide decision-making and enable effective planning over short, medium and long-terms. Efficient delivery of services also rests on effective planning which in turn relies on sound and clear policy making. Previous MFRs on both former ministries have overwhelmingly emphasized the importance of Strategic Planning and Policy Development in the scheme of things. The reports further noted that the two former ministries did not have the capacity and expertise in this area. Earlier recommendations to resolve this problem had requested

for technical assistance to be sought by the ministries in this direction. **We support the earlier recommendation** to seek external technical assistance to develop the capacity of staff of this Directorate. There is the need to therefore focus on this and to treat the matter as top priority.

Youth and Sports Directorate

- 8.16 In designing the organization structure of the new ministry we have recommended a directorate to focus on and deal with all matters relating to Youth and Sports. The development of this directorate is to give credence to the cross cutting issues of youth and sports matters which could easily be frustrated, relegated or treated as an “added on” to the Ministry’s Educational mandate. .
- 8.17 We also noted that the qualification and skills base of the former Ministry of Youth and Sports is weak. We have discussed this issue extensively in the MFR Report of 2007. However, judging against the mandate and functions to be performed by the new ministry, and the qualifications and skills available to it, it is very clear that the existing capacity is woefully inadequate. It goes without saying that the Ministry needs staff with professional qualifications in youth development and the development of sports policies. However, the new ministry does not need expertise in sports training. The National Sports Council should provide such expertise and have qualified professionals with the requisite skills to develop and advice sports promoters, clubs and sports professionals (such as coaches) on development issues.
- 8.18 **We recommend** that the Ministry seek assistance from the HRMO to prepare a human resource plan to determine the requirements for recruitment for the new structure.

Key Issues relating to the Former Ministry of Youth and Sports

- 8.19 A number of key recommendations on the former Ministry of Youth and Sports need to be implemented by the new ministry. Details of these key recommendations are in the MFR (2007) of the former Ministry of Youth and Sports. Two legacies are worth mentioning here and these need urgent attention. They are:
- The National Sports Council (NSC)
 - The National Stadium and Hostel Complex

The National Sports Council

- 8.20 The MFR report of 2007 states:

“The Ministry has oversight responsibility of the National Sport Council (NSC). The NSC is presently defunct. It has not met for more than a decade now. There is therefore no effective NSC in line with Section 4 of the NSC Act. Due to this situation the Ministry is absorbing and mainstreaming the activities of the NSC into its functions thereby diverting the Ministry from its core functions. This development is counterproductive to efficient and effective implementation of sports policy”

8.21 **We recommend** that the National Sports Council Act of 4th February 1965 should be revised in the light of present day demands placed on the Ministry. However, the revision of this act should not postpone the establishment of the NSC.

8.22 Again the Report states and we again recommend:

*“We recommend that the NSC be rejuvenated as a separate self-managed entity with sole responsibility for implementing policies on sports. In this way the MYS will focus on its core functions.”*³ Under the current circumstances of the merger, and as we have recommended above a Directorate of Youth and Sports would now perform and focus on the core function of policy formulation with the National Sports Council coordinating implementation. Thus, the National Sports Council will be one of the major stakeholders in the policy formulation process at the new Ministry.

The National Stadium and Hostel Complex

8.23 The MFR Report states and we reinforce this recommendation:

*“The National Stadium and Hostel Complex are two institutions that have been poorly managed and run down over the years. These are assets that are capable of generating potential revenue if managed professionally. We have provided two main options for consideration. Option 1 is outright privatization and option 2 is Outsourcing through an Executive Agency. We have discussed extensively the merits and demerits of each of the options. We have also stated that outright privatization is not our preferred choice.”*⁴

8.24 **We however, have recommended** the Executive Agency type of outsourcing as a precursor to offering the facility up for full privatization. This begins the process of creating a profit orientated management of the facilities on sound business lines within an “Executive Agency” framework⁵

The Concept of a Youth Commission

8.25 Coming just after the announcement of the merger between the former ministries of Education, Science and Technology and Youth and Sports is the idea of establishing a Youth Commission (YC). Although the idea is not a new concept it has assumed a high profile, as the President reiterated his Government’s commitment to bringing this to fruition in the recently held Presidential Retreat in Bumbuna, Sierra Leone and attended by key government officials.

8.26 A number of factors have been stated to justify the establishment of the YC. Foremost among them is the fact that the youth constitute the majority of Sierra Leoneans, thus they are a major partner in every development programme existing or to be undertaken. The paradox is that the youth form the bulk of the unemployed in the

³ Source: MFR of the Ministry of Youth and Sports (Final Report) dated July 2007 authored by the Governance Reform Secretariat supported by Public Administration International in partnership with CoEn Consulting

⁴ Ibid

⁵ ibid

country which raises a number of security questions. The Truth and Reconciliation Commission Report (2005) gave prominence to this issue urging Government to address the youth question within the context of post-war reconstruction

- 8.27 Other proponents of the YC concept see the YC as the foot-soldier for implementing youth programmes while the Ministry is responsible for formulating youth policies. It is further argued that the youth need an institution that they can call their “home” where all matters relating to them can be resolved or receive attention.
- 8.28 While this may appear eminently sensible, there is the need to sound a word of caution about the tendency to create parallel institutions and resource them instead of strengthening existing institutions to enable them discharge their mandate.
- 8.29 The need to strengthen the directorate of youth under the new Ministry of Education, Youth and Sports readily comes to mind. The Ministry of Education, Youth and Sports needs to be strengthened in terms of human resources, financial and material resource to enable it to discharge its mandate (paragraph 8.08)
- 8.30 **We therefore recommend** that the required resources such as human resource, financial and material resources are made available to the Ministry to enable it carry out its mandate for the youth in particular while the concept of a YC is still being explored.

Human Resource Management

- 8.31 As mentioned earlier (paragraph 8.16), the merger has implications for the management of the human resource of the new institution. The MFRs on the former ministries have highlighted extensively the status of human resource management. The general picture is that the human resource base is weak and human resource management function is poorly managed. Following from this observation a number of recommendations that need to be implemented to streamline the existing stock of human resources have not fully been implemented. Arising from this observation, the Review Team believes that there is the need to enhance the status of the human resource management function or radically overhaul it as it assumes more strategic role in the management of a larger workforce.
- 8.32 The role of the Human Resource Manager in an organization with a large workforce should be a more strategic one addressing such issues as:-
- Manpower planning and resource allocation;
 - Succession planning;
 - Staff Career Development and Training;
 - Conduct and Discipline; and
 - Performance Management and Appraisal.
- 8.33 Furthermore, some departments or units of the former Ministries will cease to operate as independent entities. The merger requires immediate integration although the process of integration would have to be carried out cautiously to a successful end. The departments or units that are affected by the merger are:
- Finance and Accounting,
 - Procurement
 - Transport
 - Budgeting
 - Clerical and Secretarial
 - Security
 - Transport etc
- 8.34 **We recommend** that the Ministry adopts a single directorate for administration which will encompass human resource management, finance and accounting, procurement, and other support services. This would not only be cost effective but provide a one-stop shop for managing these functions that are non-core.
- 8.35 Given the fact that the HRM function is weak and poorly managed, **we reiterate our earlier recommendations** that the new Ministry seeks the assistance of the HRMO to restructure and reorganize the Personnel Management function and transform it into Human Resource Management and Development Directorate which would encapsulate the division/ units listed in **paragraph 8.33** to enable it manage the large and varied workforce that it now has to manage as a result of the merger.
- 8.36 There is the need for staff rationalization as a result of the merger. A number of staff positions will be duplicated and the new Ministry would not need that number of work force. While the various directorates would be headed by directors and assisted

by other “professional cadre”, the following categories of workforce have to be rationalized to reduce numbers to operationally efficient levels:

- Messengers
- Drivers
- Cleaners
- Secretaries
- Typists
- Store Clerks
- Caretakers
- Watchmen
- Electricians

8.37 **We recommend** that the Ministry liaises with the HRMO to determine the appropriate staff numbers and types it would require from these categories of employees and to transfer /redeploy/retrench all other employees not required. There is also the need to consider whether some of these categories of work/workers should be outsourced although this is more a matter of overall HR policy to be considered by the Establishment Secretary.

Finance And Budgeting

8.38 Again, the merger comes with the issue of dual budgeting in its trail. Prior to the merger, the former Ministries had submitted their recurrent and investment budgets to the Ministry of Finance and Economic Development separately. The merger now requires that a single budget be presented in the name of the new Ministry. This intervention would confirm that the merger has indeed taken effect although the process may or may not add or reduce the size of the new ministry’s approved budget. There is however the need to contact the Ministry of Finance and Economic Development to revise and integrate the two budgets.

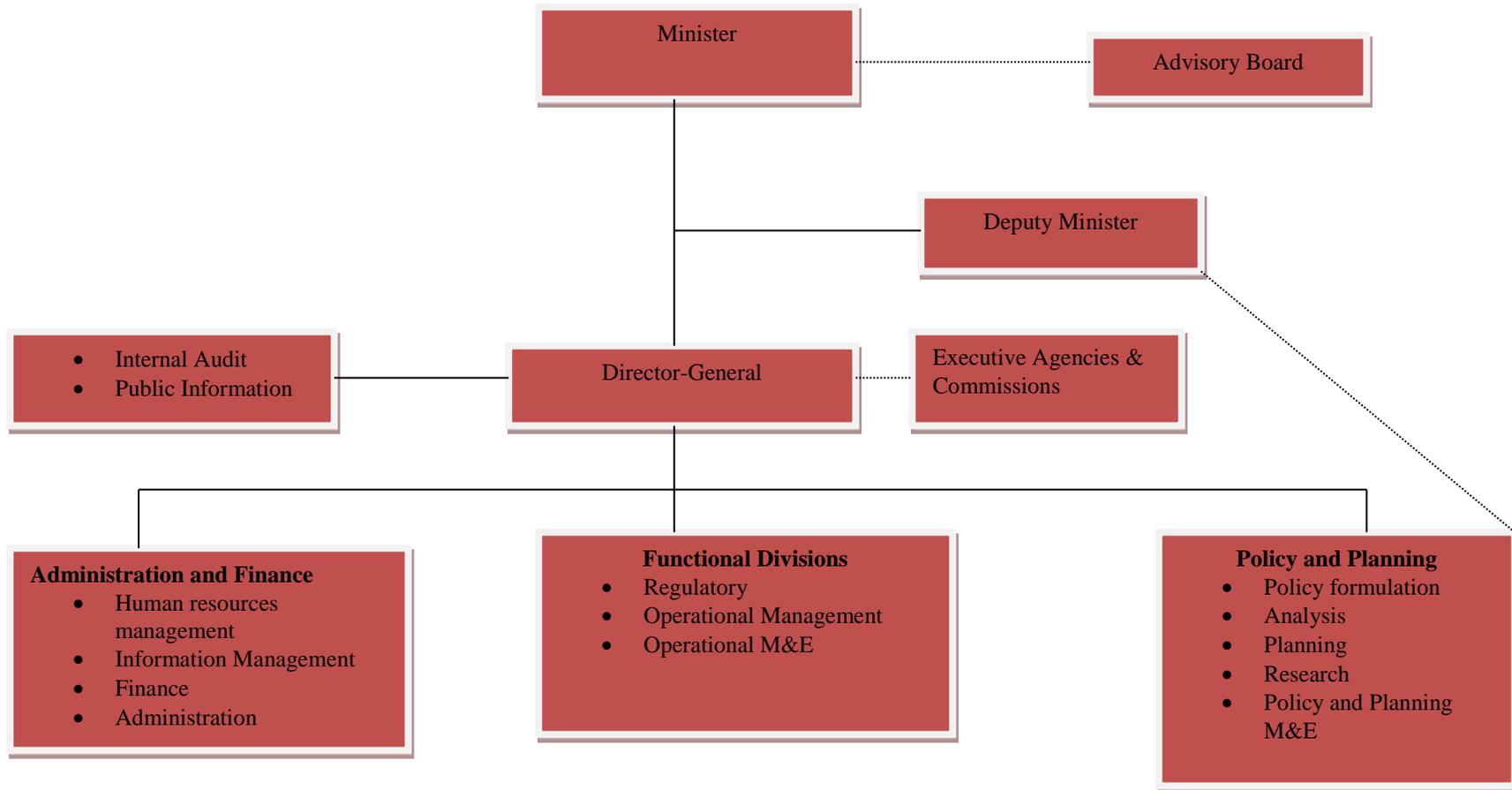
8.39 **We therefore recommend** that the new Ministry of Education Youth and Sports liaises with the Ministry of Finance and Economic Development to merge the two budgets to reflect the merger that has taken place.

Institutional Arrangements - The Way Forward

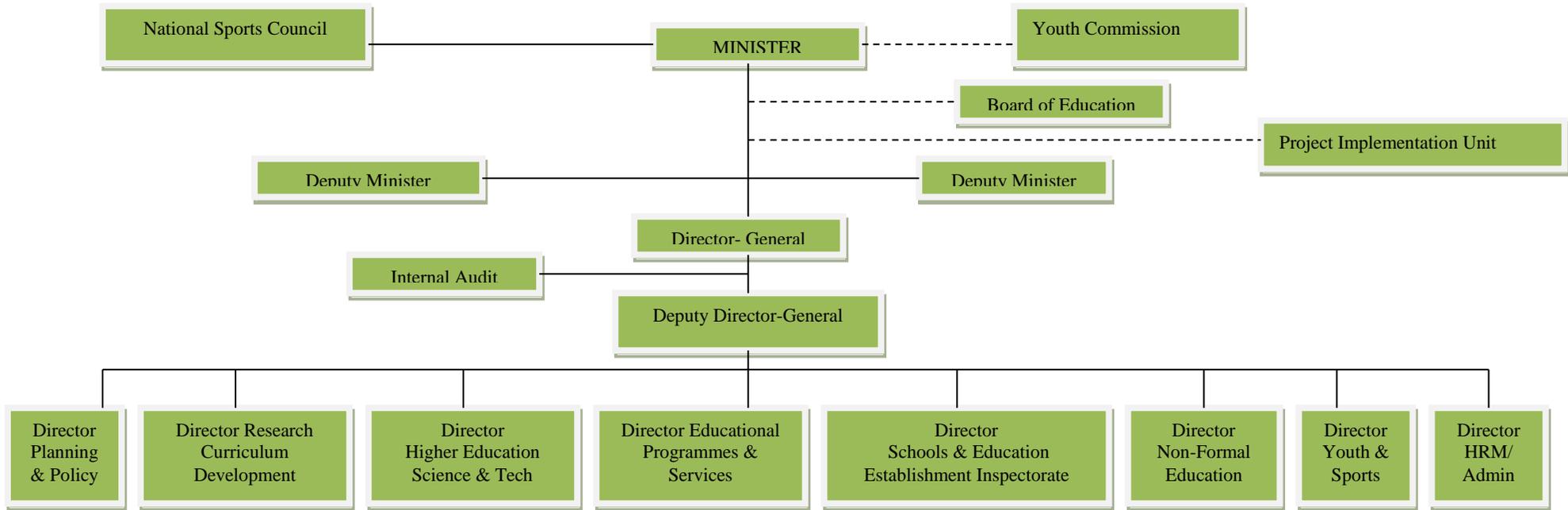
- 9.0 We have learned from past experience that introducing change in the way things are done has not been that easy with institutions. Since change influences organization culture there is the need to manage change so as to defuse any underlying or perceived tension. During the review of the former ministries, it was not so apparent but we believe that there were perceived tensions which the merger has aroused. While such situations are natural due to loss of authority, power, prestige and general uncertainty associated with mergers we wish to draw the attention of the Minister and his deputy ministers to this challenge to enable them devise strategies in diffusing any such tensions. We recommend that they utilize their leadership skills and create a change management team made up of some senior members of staff whose responsibility would be to deflate these tensions and create an environment of understanding amongst staff. We consider this as the first management challenge for the new Ministry and we **recommend** a five-member change management team with one of the deputy ministers as head to address this management problem.
- 9.1 Where sufficient funding can be acquired **we recommend** that the new Ministry of Education, Youth and Sports should organize a strategic planning retreat with senior managers to give a fresh start to the ministry. The retreat would provide the ministry with the opportunity to map out its vision, new priorities, and design strategies to integrate and instill a new work culture in its workforce and also work out how resources could be mobilized to address some of these internal management issues. The ultimate goal is to transform the ministry into a more professionally inclined institution that will be an example to other MDAs to follow. The PSRU stands ready to assist in facilitating any event in support of this initiative.

Annexes

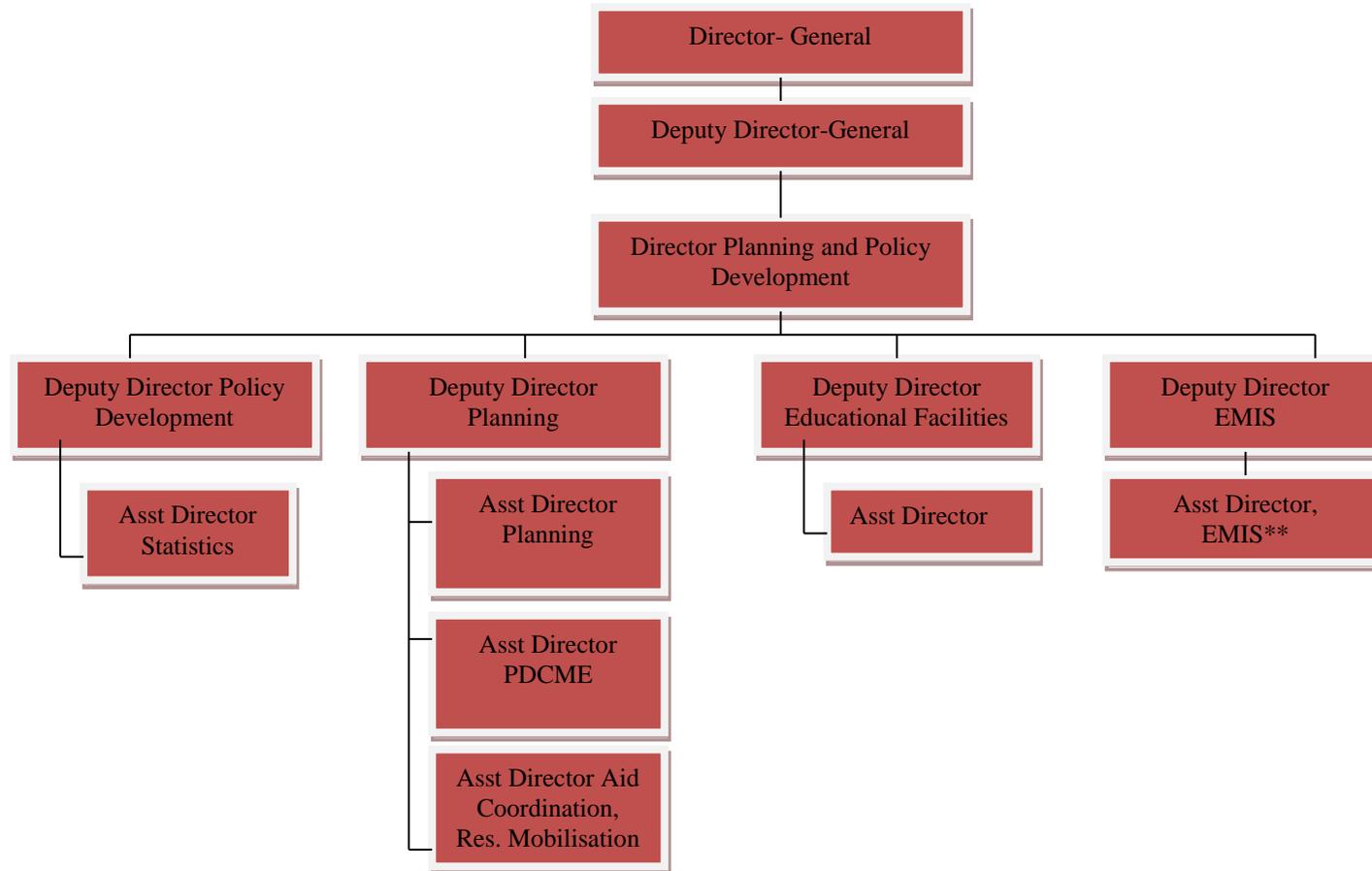
1. Blueprint Structure for Ministry



2. Proposed Organisation Structure of the Ministry of Education Youth and Sports -2008

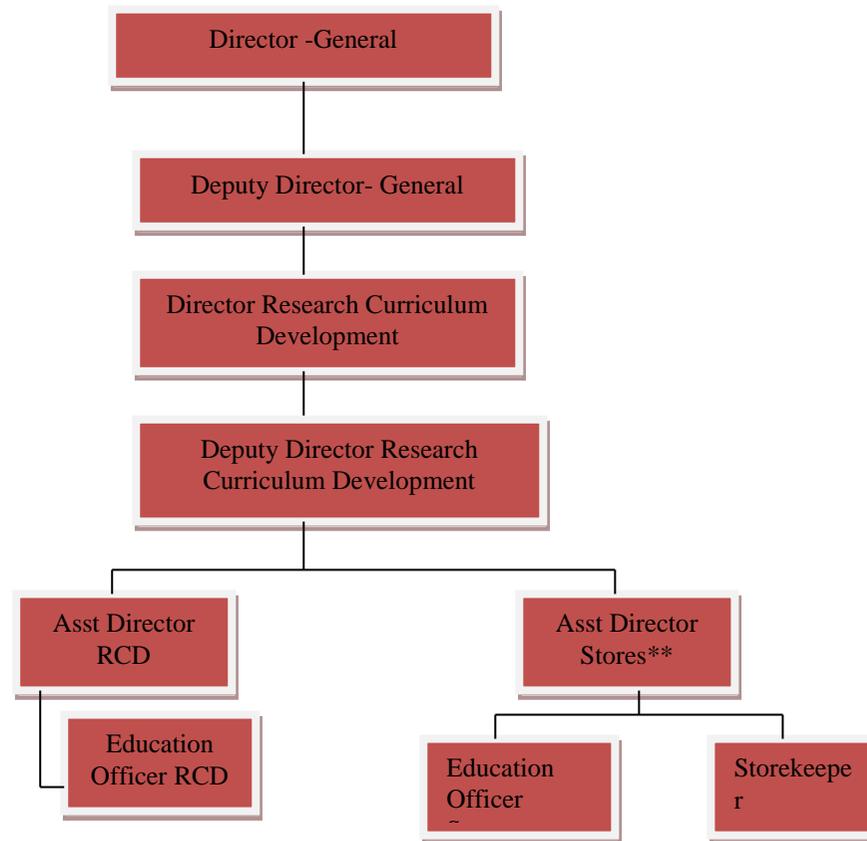


3. Proposed Organisation Structure Of The Directorate Of Planning And Policy Development



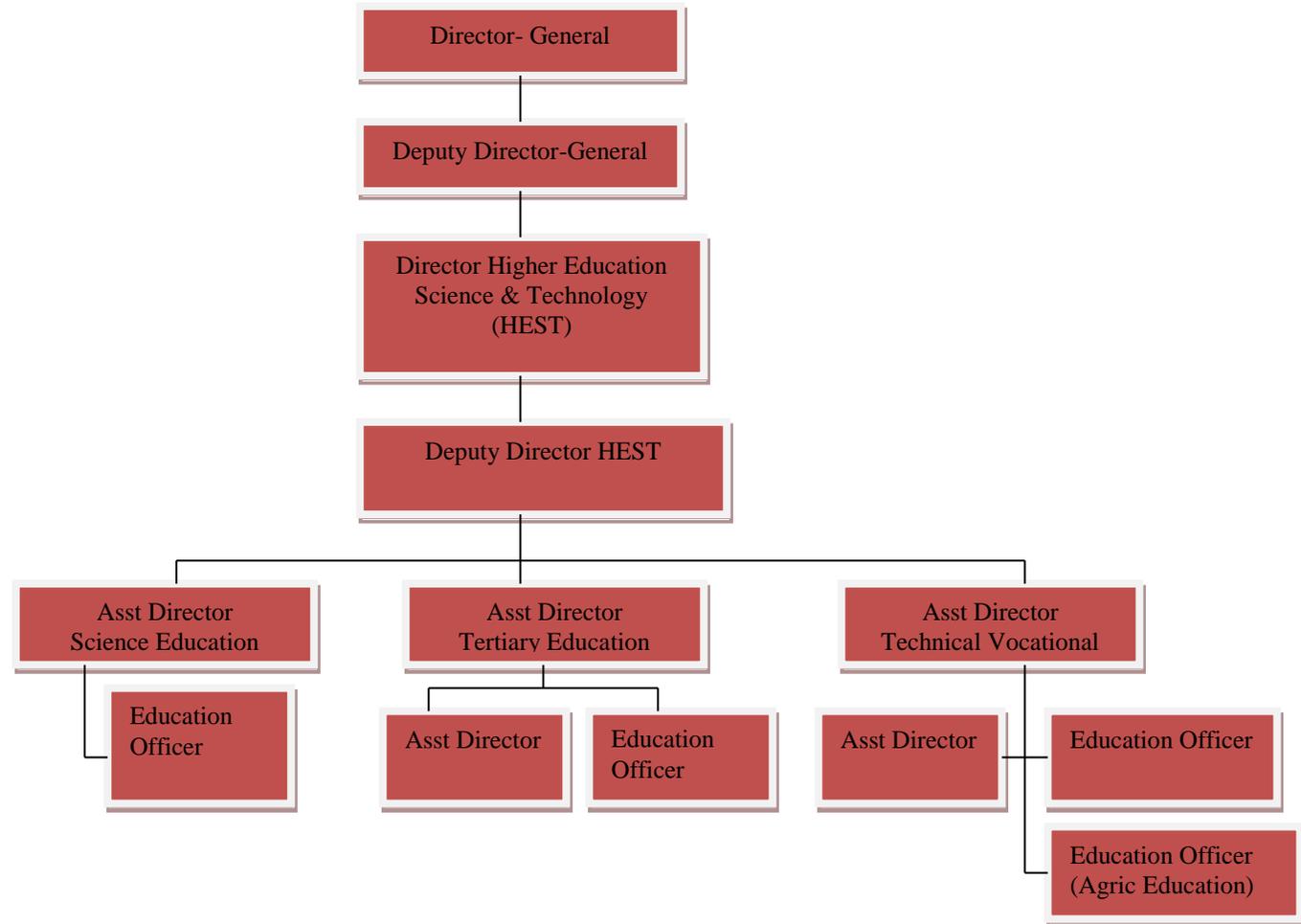
**Note: All information from Human resources, EMIS, IFMIS, the Inspectorate and other sources will be deposited in the CIU which will be located in the Planning & policy Directorate and administered by trained RM personnel posted by National Archives to MoEYS Support Services. Policy and guidelines on access will be set by management

4. Proposed Organisation Structure For The Research And Curriculum Development

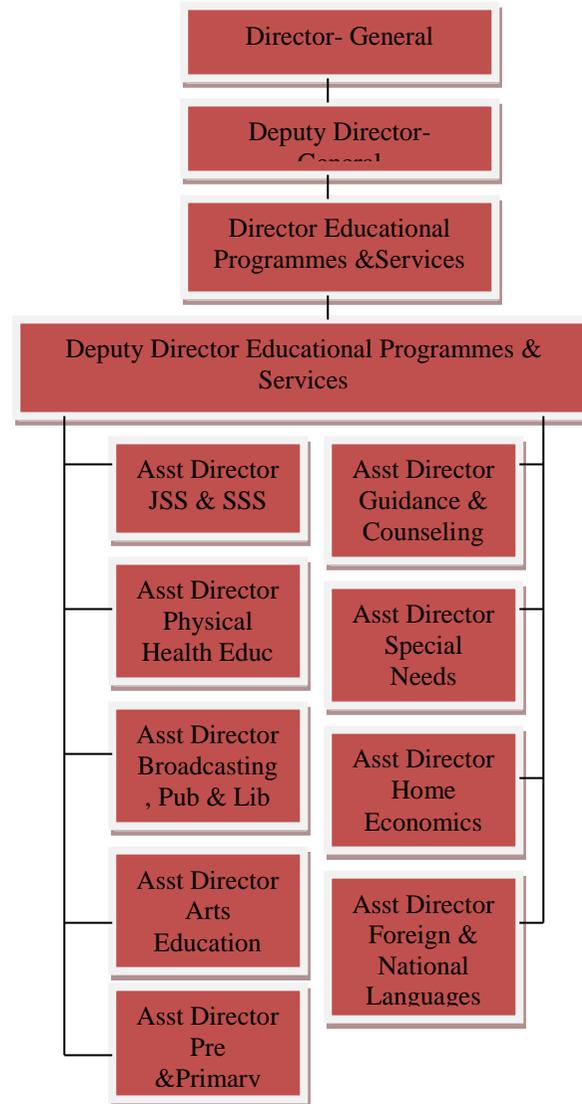


** Note: Stores within RCD services textbook distribution and curriculum materials

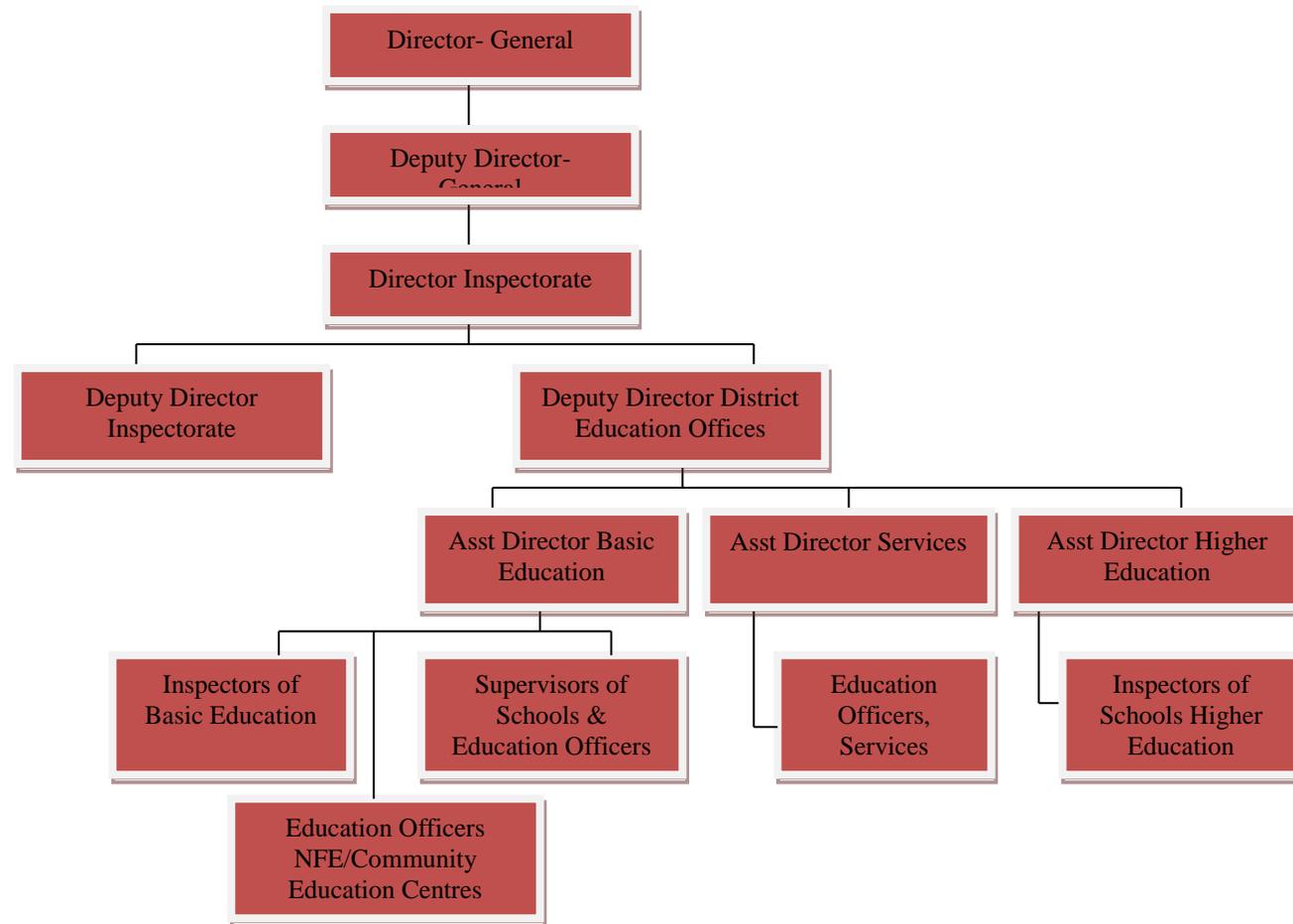
5. Proposed Organisation Structure For The Higher Education Science And Technology Directorate



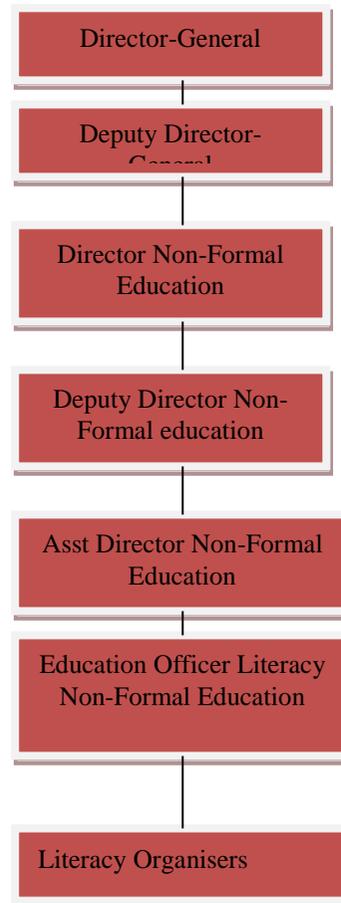
6. Proposed Organisation Structure For The Educational And Services Directorate



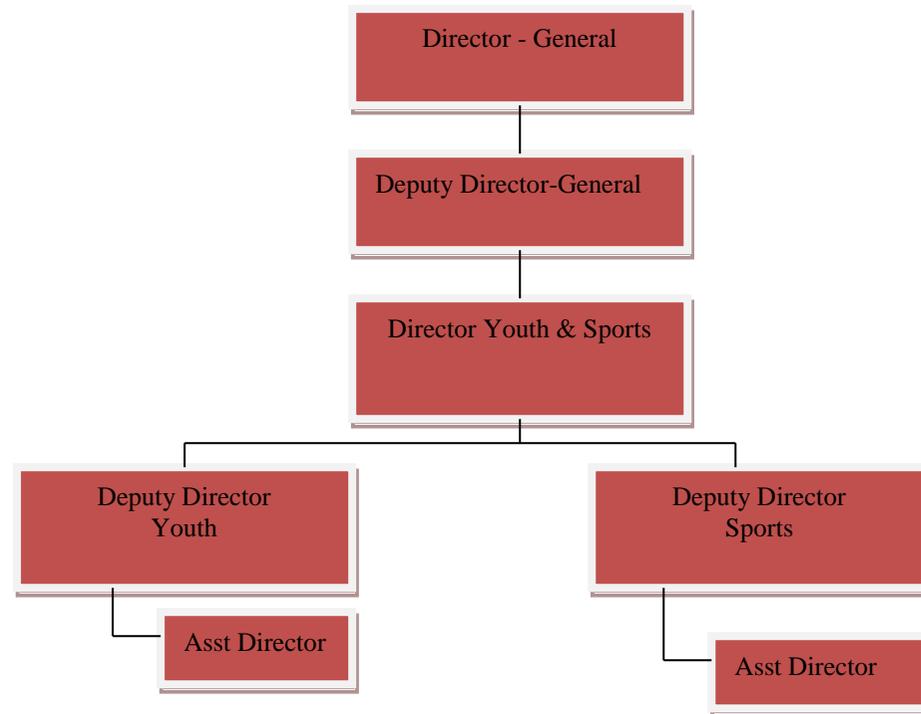
7. Proposed Organisation Structure For The Inspectorate Directorate



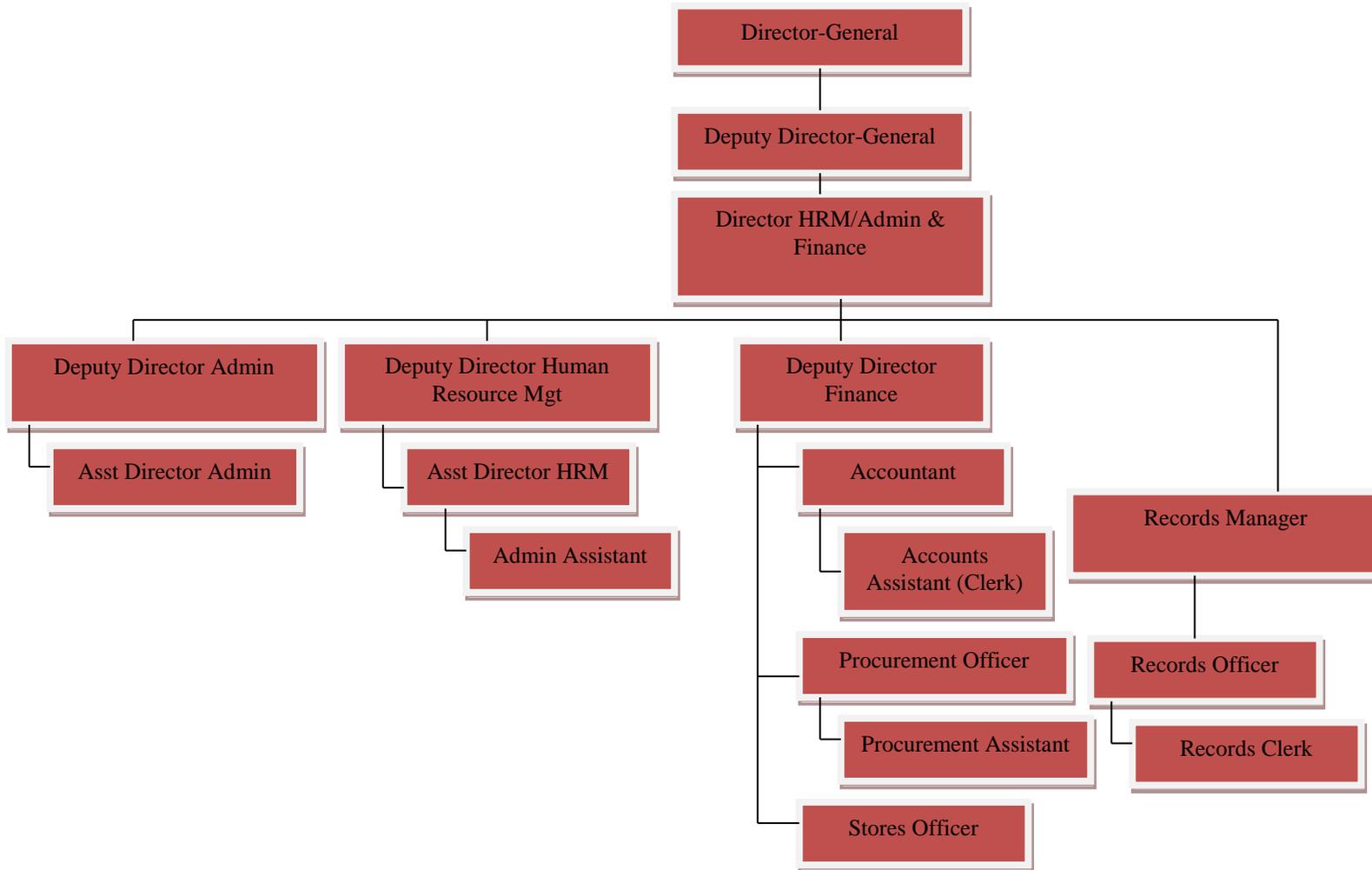
8. Proposed Organisation Structure Of The Non-Formal Education Directorate



9. Proposed Organisation Structure For The Youth And Sports Directorate



10. Proposed Organisation Structure Of The Administration Directorate



11. List of people consulted

Ministry of Education, Youth and Sports

Dr Minkailu Bah	Minister
Dr. Lansana Nyallay	Deputy Minister
Dr. Algasimu O.Jah	Deputy Minister
Mr. A. Jallah	Director General (Education)
Mr. Barba B. Fortune	Deputy Secretary (Administration)

Former Ministry of Youths and Sports

Mr. Sullay M. Kallay	Permanent Secretary Youths and Sports
Mr. Ahmed Mustapha	Deputy Secretary Youth and Sports
Mr. S.B. Mansaray	Director of Sports

Inspectorate Directorate

Mr. Dickson Rogers	Director of Inspectorate
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Higher Education Science & Technology Directorate

Mr. Gabriel Sellu	Director Higher Education Science & Technology
Mr. Sanusi Kuyateh	Assistant Director Science
Mrs. Musu Gorvie	Assistant Director Higher Education
Mr. Godwin Samba	Assistant Director Tech./ Vocational

Curriculum and Research Directorate

Mr. Ansumana Edwin Momoh	Director Research and Curriculum
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Planning Directorate

Mr. Michael A.J. Renner	Director Planning
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Adult and Non Formal Education Directorate

Mrs. Olive Musa	Director Adult and Non Formal Education
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Educational Programmes and Services Directorate

Ms. Edna Jones Director	Educational Programmes and Services
Mr. Simeon Labor	Assistant Director

References

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