

**Government of Sierra Leone**

# **Institutional Analysis of the Ministry of Information and Communications**

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

*Sponsored by:*

**DFID CNTR 04 5564**

**Final Consultation  
Report**

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*In partnership with* **CoEN Consulting**

**Freetown, March 2008**



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## **GLOSSARY OF ABBREVIATIONS AND ACRONYMS**

CD	Communications Directorate
DFID	UK Department for International Development
DI	Directorate of Information
GBAA	Government Budget and Accountability Act , 2005
GPD	Government Printing Department
HRMO	Human Resources Management Office
ICT	Information and Communications Technology
IMC	Independent Media Commission
IRMT	International Records Management Trust
MFR	Management and Functional Review
MIC	Ministry of Information and Communications
NATCOM	The National Telecommunications Commission
NCSP	National Communications Strategy Project
PAI	Public Administration International
PS	Permanent Secretary
PSRU	Public Sector Reform Unit
SALPOST	The Sierra Leone Postal Services Ltd
SIERRATEL	The Sierra Leone Telecommunications Company Ltd
SLBS	The Sierra Leone Broadcasting Service
SLENA	The Sierra Leone News Agency

## EXECUTIVE SUMMARY

1. As part of the Government's programme to promote good governance in the management of the public service in order to restore efficiency and improve service delivery to the public, the UK Department for International Development (DFID) commissioned pilot management and functional reviews of five key Ministries in 2002. These reviews were endorsed by the Steering Committee on Good Governance and their recommendations were approved by Cabinet in 2002.
2. Following these reviews, DFID is funding reviews across all Government Ministries during the period 2005 to 2008. These new reviews are part of an integrated programme funded by DFID and delivered by Public Administration International (PAI) with its partner CoEn Consulting in support of the Public Sector Reform Unit (PSRU). The wider programme includes modernising the Establishment Secretary's Office to create a Human Resources Management Office (HRMO) and a records management component supported by PAI partner, the International Records Management Trust (IRMT).
3. This report covers the Institutional Appraisal of the Ministry of Information and Communications following its acquisition of the communication function from the Ministry of Transport and Communications.
4. The purpose of the appraisal was: *to determine how the functions and responsibilities of the various units relate to the achievement of an appropriate mandate and mission for the Ministry. The appraisal will also review the staffing requirements and the appropriate skills required by the Ministry to achieve this mandate and perform the functions identified.* The full terms of reference for the appraisal are at Annex 1.
5. The Government's decision to enhance the portfolio of the Ministry comes at a time when the Ministry is in need of transformation and regeneration. Years of neglect of the function of information dissemination have resulted in a reduced status of the Ministry. The transfer of Communications and Government Spokesman functions to the Ministry signals Government recognition of the growing importance of communications, the need to keep up with communications technology and the importance of keeping Government and the public adequately informed.
6. This report seeks to harmonise the functions and structure of the Ministry to enable it to meet the modern challenges of ensuring a fluid flow of information between the Government and the public by taking full advantage of communications technology.
7. We have recommended a structure for the Ministry with a Permanent Secretary at the helm, performing the role of Chief Executive Officer, the focus of which will be on strategic leadership and policy issues rather than routine administrative matters. The Permanent Secretary will be supported by four main departments, Communication; Information; Administration and Government Spokesperson.
8. We have recommended the establishment of the Communication Directorate as an urgent priority, to focus on devising and driving the plans, policies and strategies of the Ministry in close collaboration with NATCOM, IMC, Mobile phone companies and Internet Service Providers. The Information Directorate will be the implementing arm, implementing the policies and strategies devised by the Communication Directorate.
9. We have also recommended that responsibility for managing the Government website should be transferred from the Office of the Government Spokesperson to the Communication Directorate. Development and management of the website is more technical than political and in our opinion, its sustainability and continuity can be better assured in the Communication Directorate.

10. To allow the Permanent Secretary sufficient time to focus on strategic matters and to be able to provide the vision necessary to move the Ministry forward, we have recommended that administrative functions such as human resource management, finance, procurement and clerical and other support be placed in a Department of Administration, the Director of which will report to the Permanent Secretary.
11. A full summary of our recommendations follows.

## SUMMARY OF RECOMMENDATIONS

### Mandate, vision and mission

1. **We recommend** the following mandate for the Ministry:
  - To provide internal and external information services;
  - To develop a communications strategy and introduce improved methods of communication;
  - To provide press and information services to Government Ministries and Departments, locally and externally (High Commissions, Embassies and Missions);
  - To support the provision of radio and TV broadcasting services until the broadcasting services are privatised;
  - To print legal, security and accounting documents as well as educational and general publicity materials for government and semi-government institutions until the Government Printing Department is privatised.
  - To ensure, through the Office of the Government Spokesperson, that all institutions of Government work collaboratively to achieve coherent and effective communications with the public. (Paragraph 3.2).
2. **We recommend** that the Ministry considers adopting the following as its vision: *“Every citizen has access to timely, accurate, clear and objective information on national and international issues of relevance and the image of Sierra Leone is enhanced in the eyes of the outside world”*. (Paragraph 3.4).
3. **We recommend** the following as an appropriate mission statement for the Ministry: *“To develop all segments of the information and communications sectors in order to keep the citizens well informed, educated and sensitised about the activities of all branches of Government and to enhance the image of Sierra Leone in the eyes of the outside world.”*(Paragraph 3.5).

### Functions

4. **We recommend** that the functions of the Ministry should be:

1. To obtain and disseminate information internally and externally;
2. To plan and manage the Government information and communication strategies;
3. To prepare and produce publicity and information materials for use locally and internationally;
4. To provide national radio and television services;
5. To print legal, security and accounting documents as well as educational and general publicity materials for government and semi-government institutions;
6. To provide reliable, affordable and sustainable services in the telecommunications and postal sectors
7. To speak on behalf of the Government. (Paragraph 3.6).

### **Structure of the Ministry**

5. **We recommend** that the Permanent Secretary is recognised as the non-political head of the Ministry and is its “Chief Executive Officer”. The Permanent Secretary should be the chief adviser to the Minister on strategic planning and development of policies, calling on Heads of Directorates for expert advice where appropriate. He is also the Vote Controller and Accounting Officer, responsible to the Minister for value for money and the proper management of Ministry finances. (Paragraph 3.10).
6. **We recommend** that the qualifications and competencies required for the post of Permanent Secretary should be consistent with those stipulated for the Senior Executive Service (SES) (Paragraph 3.11).

### **Communications Directorate**

7. We **recommend** that, as a matter of urgency, a Communications Directorate is established in the Ministry to:
  - Take the lead in devising a communications strategy (in discussion with NATCOM, IMC, SLENA, SLBS, mobile phone companies and Internet Service Providers);
  - Evaluate policy options for decision by Government;

- Oversee the testing of new systems and enhancements to current systems;
  - Manage the roll-out of systems approved by the Government;
  - Develop an ICT strategy for the Government and manage procurement and the roll-out. Subsequent support for the system could be outsourced. (Paragraph 3.12).
8. **We also recommend** that the Communications Directorate develops and manages the Government website which should include the State House website. (Paragraph 3.13).
  9. **We recommend** that the Communications Directorate liaises closely with NATCOM and IMC on matters of communications strategy and policy development in order to ensure that the views of Regulators and those responsible for implementation can be heard. (Paragraph 3.14).
  10. **We recommend** that the Communications Directorate liaises with the mobile phone companies and Internet Service Providers. These are the areas of telecommunications likely to show the most growth in the future. (Paragraph 3.14).
  11. **We recommend** that the Communications Directorate is headed by a Director. (Paragraph 3.15).
  12. **We further recommend** that the qualifications and competencies required for the post of Communications Director should include:
    - At least a Masters Degree, from a recognised University, or an equivalent qualification;
    - 12 years relevant working experience;
    - Up to date knowledge of communications strategy and technology;
    - Well developed people and resources management skills; well developed interpersonal and communication skills;
    - Creativity;
    - Integrity, honesty; sound judgement. (Paragraph 3.15).
  13. As it is essential that good quality people are attracted to the post of Communications Director, **we recommend** that donor assistance is sought to top-up the salary to a level

that will attract the right calibre of person. (Paragraph 3.16).

### **The Government Information Services**

14. **We recommend** that financial assistance is sought to revive relevant dormant and failing parts of the GIS. (Paragraph 3.18).
15. **We recommend** that the Ministry urgently seeks technical assistance to reorganise and strengthen the capacity of the GIS to enable it to complement and implement the strategies and policies developed by the Communications Directorate. (Paragraph 3.19).
16. **We recommend** also, that if possible, the Ministry employs a short term consultant, with experience of Government information and communications, to carry out the work of reorganising the GIS and building capacity. (Paragraph 3.19).
17. **We recommend** that the GIS adopts the use of modern methods as they become available so that it can provide the service the Government expects for its citizens. (Paragraph 3.20).
18. **We recommend** that the GIS be renamed Directorate of Information. The Communications Directorate will be the strategy arm of the Ministry and this Directorate will be the implementation arm. (Paragraph 3.21).
19. **We recommend** that the Directorate is headed by a Director.(Paragraph 3.21).
20. **We recommend** that the qualifications and competencies required for the post of Director of Information should include:
  - At least a Masters Degree, from a recognised University, or an equivalent qualification;
  - 12 years relevant working experience;
  - Up to date knowledge of methods of gathering and disseminating information;
  - Well developed people and resources management skills; well developed interpersonal and communication skills;

- Creativity, integrity, honesty and sound judgement. (Paragraph 3.21).
21. It is important that the person appointed Director of Information has the skills and experience to revive and modernise the Directorate. **We recommend**, therefore, that donor assistance is sought to top-up the Director's salary to a level that will attract the right calibre of person. (paragraph 3.22).

#### **SLENA**

22. **We recommend** that sufficient funding is sought to recruit, train and equip suitable staff for the Agency. (Paragraph 3.23).
23. **We also recommend** that any future wider capacity building in the information sector must include the agency. This will allow the agency the opportunity to develop into the efficient organisation the Government needs. (Paragraph 3.23).

#### **SLBS**

24. In accordance with the Third Schedule to the National Commission for Privatisation Act 2002, it is the responsibility of the National Privatisation Commission to introduce measures to improve the efficiency of SLBS before privatisation and **we recommend** that the Ministry discusses the matter with the Commission to clarify the situation and identify sources of funding to prepare SLBS for privatisation. (Paragraph 3.26).

#### **Government Printing Department**

25. In accordance with the Third Schedule to the National Commission for Privatisation Act 2002 it is the responsibility of the National Privatisation Commission to introduce measures to improve the efficiency of the Government Printing Department before privatisation. As the situation is unclear, **we recommend** that the Ministry discusses the matter with the National Privatisation Commission to clarify the situation and identify sources of funding to prepare GPD for privatisation. (Paragraph 3.28).

## **SALPOST**

26. In accordance with the Third Schedule to the National Commission for Privatisation Act 2002, it is the responsibility of the National Privatisation Commission to introduce measures to improve the efficiency of the SALPOST before privatisation. **We recommend** that the Ministry discusses the matter with the National Privatisation Commission to clarify the situation and identify sources of funding that would put SALPOST in a position to compete in the postal market, perhaps by clearing the debts, agreeing to subsidise the postal operations in unprofitable areas and supporting SALPOST in efforts to expand its business in Districts. (Paragraph 3.31).

## **Office of the Government Spokesperson**

27. **We recommend** that the Office of the Government Spokesperson liaises closely with the Information Directorate, the Communications Directorate, SLBS and SLENA to ensure that everyone remains “on message”. (Paragraph 3.34).

## **National Communications Strategy Project**

28. The aim of this UNDP funded project was to introduce a newly resourced strategic and business-focused communication approach to public information, including the fostering of open channels of communication between Government, citizens, the media and other stakeholders, leading to strengthened communication and transparent governance. **We recommend** that the second phase of the National Communications Strategy Project is integrated in the Communications Directorate and not separate from it as was the case for the first phase. This will facilitate the exchange of skills and knowledge and promote sustainability. (Paragraph 3.36).

## **Administration**

29. **We recommend** that human resources management, financial management, procurement and the provision of clerical and other support services are grouped together in an Administration Directorate, headed by a Deputy Secretary who will be able to focus on these issues and

thus relieve the Permanent Secretary of routine administrative duties and give him more time to carry out his role as Chief Executive Officer. (Paragraph 3.39).

30. As the human resource role of the Director of Administration in an organisation with a large workforce should be a strategic one, **we recommend**, that the Ministry seeks the assistance of the ESO/HRMO to restructure and reorganise the Personnel Management functions and transform them into a Human Resource Management and Development department within the Administration Directorate to meet the needs of the Ministry. (Paragraph 3.40).

### **Internal Audit**

31. **We recommend** that the Ministry discusses with the Auditor General the provision of internal audit facilities in the Ministry to operate in compliance with GBAA Section 6(2). (Paragraph 3.42).

### **Staffing**

32. Our analysis showed that more than 50% of the staff of the Ministry are in basic grades. Our recommendations relating to these are:
33. There are too many messengers (11) for a total staff of 91, which equals 1 messenger serving about 8 staff members. **We recommend** that the number of messengers is reduced to 5. (Paragraph 3.46).
34. The number of clerks (17 Clerks) in various categories seems to be large for a total staff of 91. **We recommend** that the number of clerks is reduced to 10. (Paragraph 3.47).
35. The Ministry has a total of 21 Temporary Clerical assistants, whose relevance is yet to be determined. The 17 clerks between 1<sup>st</sup> grade and 3<sup>rd</sup> grades should be able to attend to all secretarial duties of the Ministry. **We recommend** that the number of Temporary Clerical Assistants is reduced to 5. (Paragraph 3.48);
36. There are five driver's mates. **We recommend** that these posts are abolished. (Paragraph 3.49);

37. The Ministry has only one photographer and two cameramen to cover the whole country. **We recommend** that these posts are abolished and that the work is outsourced (Paragraph 3.50);
38. There are five Projectionists, including, senior mobile projectionists, temporary mobile projectionists and mobile projectionists in training. **We recommend** that these posts are abolished and that the work is outsourced. (Paragraph 3.51).
39. There are other areas of concern and **we recommend** that the Ministry liaises with the ESO/HRMO to identify those staff members who have been due for retirement and to retire them accordingly; determine appropriate grades, classifications, and a succession plan of all staff in the Ministry; and determine appropriate staffing levels for all grades. (Paragraph 3.53).

#### **Change Management**

40. **We recommend** that the Permanent Secretary leads a team of reform-minded staff from a range of grades in the Ministry who would lead and oversee changes and performance improvements. (Paragraph 4.1).
41. **We recommend** that the Ministry circulates this report and facilitates, through the proposed Change Management Team, a collective response to the report's recommendations. (Paragraph 4.3).

# MAIN REPORT

## 1. INTRODUCTION

### Background

- 1.1 As part of the Government's programme to promote good governance in the management of the public service in order to restore efficiency and improve service delivery to the public, the UK Department for International Development (DFID) commissioned pilot management and functional reviews of five key Ministries in 2002. These reviews were endorsed by the Steering Committee on Good Governance and their recommendations were approved by Cabinet in 2002.
- 1.2 Following these reviews, DFID is funding reviews across all Government Ministries during the period 2005 to 2008. These new reviews are part of an integrated programme funded by DFID and delivered by Public Administration International (PAI) with its partner CoEn Consulting in support of the Public Sector Reform Unit (PSRU). The wider programme includes modernising the Establishment Secretary's Office to create a Human Resources Management Office (HRMO) and a records management component supported by PAI partner, the International Records Management Trust (IRMT).
- 1.3 This report covers the Institutional Appraisal of the Ministry of Information and Communication following its acquisition of the communication function from the Ministry of Transport and Communications.

### Purpose of the Appraisal

- 1.4 The purpose of the appraisal is: *to determine how the functions and responsibilities of the various units relate to the achievement of an appropriate mandate and mission for the Ministry. The appraisal will also review the staffing requirements and the appropriate skills required by the Ministry to achieve this mandate and perform the functions identified.* The full terms of reference for the appraisal are at Annex 1.

### Our Approach

- 1.5 The Review Team comprised consultants from the Public Sector Reform Unit and Public Administration International, UK. Mr M. S. Kebbe, the Permanent Secretary, the Acting Director of the Government Information Services, and the Managing Director of Sierra Leone News Agency (SLENA) served as ex-officio members of the team. Support was provided by a member of staff seconded from the Establishment Secretary's Office.
- 1.6 The Team adopted a process consulting approach to obtain information on the present situation in the Ministry and inform its thinking about its future. This provided the opportunity for senior management in the Ministry to understand the purpose of the review and contribute to its findings. Internationally recognised models for rationalizing and reorganising the functions and structures of institutions were used.
- 1.7 An initial meeting, chaired by the Deputy Minister and attended by the Directors of the various divisions and organisations linked to the Ministry, was held to set the scene for the appraisal. This was followed by a series of meetings with the Minister, the Permanent Secretary and Directors to obtain information and documentation. After the Review Team had considered the information, a

workshop was held where emerging findings and possible recommendations were discussed with senior managers and their comments sought. The views of senior managers were taken into account and after further consideration, the Team produced its draft report. A list of the people interviewed is at Annex 2, a list of the documents examined is at Annex 3.

## **Responsibility**

- 1.8 Although this report was commissioned as part of the Governance and Civil Service Reform Programme with support from the British Government, the British Government bears no responsibility for the views and recommendations expressed herein.

## **Acknowledgements**

- 1.9 We are grateful for the support provided by the Minister and Deputy Minister of Information and Communication. We are also grateful to the senior managers in the Ministry who willingly shared their thoughts and experience and provided necessary documents.
- 1.10 We are also indebted to Mr E. B. Osho Coker, Director of the PSRU, and Mr Stephen Catchpole, PAI Resident Team Leader, who provided technical advice as well as support and interest. And finally, the consultants are very grateful to the Permanent Secretary, the Acting Director of the Government Information Services and the Managing Director of SLENA who, as members of the Review Team, gave so generously of their time and expertise.

## **Limitations**

- 1.11 This report sets out the results of the Institutional Appraisal of the Ministry. An Institutional Appraisal differs from a full Management and Functional Review in the restricted timescale and the depth to which the consultants are able to probe in the time available. The consultants have not examined the elements of the Ministry that are located outside Freetown, and have thus only undertaken a partial analysis of staffing and grading.
- 1.12 Also, the consultants stopped short of making detailed recommendations on the structure or functions of the autonomous or semi-autonomous organisations that carry out many of the Ministry's functions. Most of these are to be privatised.

## **2. PRESENT ARRANGEMENTS**

- 2.1 The Ministry of Information and Broadcasting was one of the oldest Ministries in government, its existence dating back to the colonial era. It was established to gather and disseminate information on government activities and programmes.
- 2.2 The Ministry draws its mandate from Section 56 of the Constitution (referring to the Assignment of Responsibilities to Ministers and the President) and by the Gazette 2002. There is separate legislation for Sierra Leone Broadcasting Service (SLBS), the National Telecommunications Commission (NATCOM), Sierra Leone Postal Service Ltd (SALPOST) and Sierra Leone Telecommunications Company Ltd (SIERRATEL) all of which are in the portfolio of the Ministry.
- 2.3 In the mid 1980s, the Ministry witnessed a gradual drop in its prestige in government. This decline was translated into insignificant budget allocations to the Ministry which have had a cascading impact on the Ministry's ability to implement its core function of information gathering and dissemination. As a further result, the Ministry found it very difficult to recruit and retain competent personnel. As the Ministry's role diminished over time, most competent staff left to seek greener pastures while those who stayed were largely left doing very little due to lack of resources. Eventually, the lack of opportunities caused overall staff morale to drop to a low ebb. Essentially, the Ministry was handicapped by lack of sufficient human and material resources to carry out its mandate, a situation which they had to endure for a very long time.
- 2.4 This was changed after September 2007, when the Government decided to restructure the Ministry. As an important institution in post war Sierra Leone, it was renamed the Ministry of Information and Communications to reflect the changing trends around the world vis-à-vis the growing importance of communications technology as well as the need to adequately inform an information hungry public.
- 2.5 With the political will behind it, the Ministry now has the opportunity to carve out its proper role in government.

### **Mandate**

- 2.6 The Ministry's mandate is stated as to:
- Provide internal and external information services;
  - Provide press and information services to Government Ministries and Departments, locally and externally (High Commissions, Embassies and Missions);
  - Prepare printed publicity and information materials for use locally and externally as well as in campaigns.
- 2.7 Broadcasting was included in the mandate but was removed when SLBS was listed for privatisation in the First Schedule to the National Commission for Privatisation Act 2002.
- 2.8 Communications strategy is now the responsibility of the Ministry but the consultants were unable to obtain any documents setting out the Ministry's mandate for this issue.

### **Mission**

- 2.9 The Mission of the Ministry of Information and Broadcasting is defined in the Medium Term Expenditure Framework as *"To provide and ensure as far as possible that every citizen has access to timely, accurate and objective information"*

*on national issues through its various units, as well as illuminate the image of Sierra Leone in the eyes of the outside world”.*

- 2.10 However, in response to the Horizontal Review team in 2006, the Ministry defined its mission as *“To give priority to all segments of the information sector in order to keep the citizens well informed, educated and sensitised about the activities of Government (Executive, Legislative and Judiciary).”*

### **Functions of the Ministry**

- 2.11 The functions of the Ministry were described to the consultants as:
1. To obtain and disseminate information internally and externally;
  2. To plan and manage the Government information and communication strategies;
  3. To prepare and produce publicity and information materials for use locally and internationally;
  4. To provide national radio and television services;
  5. To print legal, security and accounting documents as well as educational and general publicity materials for government and semi-government institutions;
  6. To provide reliable, affordable and sustainable services in the telecommunications and postal sectors
  7. To speak on behalf of the Government.

### **Structure of the Ministry**

- 2.12 The Ministry is headed politically by a Minister who is assisted by a Deputy Minister. It is administered by a Permanent Secretary whose current schedule of responsibilities gives him supervisory control over the core technical departments of the Government Information Services (GIS), the Government Printing Department (GPD), and liaison responsibilities for SLENA, SLBS, SALPOST, SIERRATEL and NATCOM. The Permanent Secretary is also the principal adviser to the Minister, Vote Controller/ Accounting Officer and is responsible for the day to day administration of the Ministry.

### **Departments**

- 2.13 The functions of the Ministry are carried out through the following Departments and Agencies. Some of them are autonomous or semi-autonomous. An organogram is at Annex 4:
- The Government Information Services (GIS) (Functions 1, 2, and 3);
  - The Sierra Leone News Agency (SLENA) (Function 1);
  - The Sierra Leone Broadcasting Service (SLBS Radio and TV) (Function 4);
  - The Government Printing Department (GPD) (Function 5);
  - The Sierra Leone Postal Services (SALPOST) (Function 6);
  - The Sierra Leone Telecommunications Company Ltd (SIERRATEL) (Function 6);
  - The Office of the Government Spokesperson, supporting the Minister who is Government Spokesperson (Functions 1, 2, and 7.);
  - The National Communications Strategy Project (NCSP) until December 2007 advised the Minister on communications matters (Functions 1 and 2).
  - The National Telecommunications Commission (NATCOM) (Function 6);

## **The Government Information Services**

- 2.14 GIS is the professional arm of the Ministry of Information and Communication. Its primary function is to collect and disseminate government information to the public through various activities such as newsletters, television and radio broadcasts, films, press conferences, photographs etc. It is also responsible for keeping the government abreast of public response to its policies, programmes and activities.
- 2.15 However, the GIS has suffered a long period of neglect, spanning two decades, beginning with the recession in the 1980s and its accompanying structural adjustment programme. Government Information Services were relegated in importance and little or no provision was made for the proper running of the service. The result is that equipment is worn out or broken and many of the GIS divisions are dormant. For example, the News Room, Publications Division, and Research and Archives are closed. The Provincial Information Service does not function and the Photographic Unit has been closed and its buildings were given to private photographers by the previous government.
- 2.16 Although we were unable to obtain detailed information on the staffing of the GIS, the organogram at Annex 5 provides an indication of the work this department should be doing.

## **Sierra Leone News Agency**

- 2.17 SLENA was established in March 1987 as a semi autonomous agency of government to gather and disseminate information on the country. It is responsible for the production of daily news (through its daily bulletins and newspaper) for the consumption of the general public, foreign missions in the country, international agencies as well as other press houses at home and abroad.
- 2.18 SLENA's professional independence is guaranteed through its structural relationship with the Ministry; the head of SLENA is recruited by the Public Service Commission. Although the agency receives financial support from and shares information with the Ministry, it does not have to account to the Ministry for any of its publications. The Managing Director is indeed a civil servant but has complete responsibility for the running of the agency like any other press house. This is designed to ensure that unlike the GIS which gathers and disseminates government information, SLENA gathers and disseminates information on all sectors of life providing an unbiased and politically neutral perception of things in Sierra Leone. Its news items are supposed to be bought by International News Agencies, foreign missions and Non-Governmental Organisations but this rarely happens.
- 2.19 SLENA has a staff strength of twenty-eight; fourteen of which are permanent while the others are casual workers based at headquarters and a few in the provinces. In an ideal situation (i.e. with resources available) SLENA would have more staff with a good number of these located in the twelve districts in the interior of the country. Like other divisions of the Ministry, painfully limited resources have severely curtailed its activities, especially in recruiting and retaining competent staff and procuring modern equipment to replace old items that no longer function. As a result, SLENA is working below optimum level. An organogram of SLENA is at Annex 6.

## **Sierra Leone Broadcasting Service**

- 2.20 SLBS was established as an agency of the Ministry to provide television and radio services to the country and abroad. Its relationship with the Ministry is similar to that of SLENA, using TV and radio rather than the printed word.
- 2.21 It has approximately 300 staff, of which 150 are permanent and pensionable and 150 are contractors or freelance, providing support services.
- 2.22 Over the years the broadcasting services have been plagued by numerous problems. These problems are said to derive from a lack of funds and poor management and have resulted in the inability to train personnel and develop management and leadership skills, the inability to repair or replace defective equipment, low staff morale and a very poor working environment. All of this has served to create a bad public image for the SLBS as it struggles to compete with rapidly emerging news outlets.
- 2.23 SLBS is listed in the First Schedule to the National Commission for Privatisation Act 2002 as being selected for privatisation but no date has been set.

### **Government Printing Department**

- 2.24 The GPD is an integral part of the Ministry. It was established in the colonial era and is responsible for all Government printing. This includes White Papers, Bills, Acts and Regulations, other legal documents, Gazettes, government accounting documents, documents that require security in the printing process, government publicity and educational documents, including exercise books. The GPD also runs the Government Bookshop.
- 2.25 In 2004 the GPD became responsible for printing local government documents. This means that the GPD provides printing services for 19 local councils. Plans to devolve the printing of local government documents are stalled through lack of funds for equipment and for training local staff. As a result and with a paucity of trainers and trained staff, the Department is overburdened by its workload and staff are often required to work overtime to meet tight deadlines.
- 2.26 The state of the equipment causes concern. Apart from a few personal computers and personal printers which are less than 10 years old, the machines are between 30 and 70 years old. They are subject to frequent breakdown and the Government Printer reports "*The majority are elementary, old, obsolete and defective.*" Some need replacing, others require overhaul and extensive repair. Spare parts are difficult, expensive and time consuming to obtain and the financial situation in the Department does not allow stockpiling. Paper and other materials are in short supply and the poor state of the air conditioning system affects the chemicals in store as well as the running of the machines.
- 2.27 The GPD has 95 permanent and pensionable officers and 51 temporary officers, a total of 146. There is a shortage of trained staff as the lack of funds for training has limited the GPD's ability to recruit or replace staff as natural wastage and movement occurs.
- 2.28 The GPD is also listed in the First Schedule to the National Commission for Privatisation Act 2002 as being selected for privatisation but no date has been set.

### **Sierra Leone Postal Services Ltd**

- 2.29 SALPOST is a limited liability company set up on 1 July 1990 under the Companies Act CAP 249 of the Laws of Sierra Leone to carry out, as a profit making body, the exchange of letters, packets and parcels in the country and the rest of the world. The Government holds 100% of the share capital.

- 2.30 The service is intended to be self-sufficient, with profit returned to Government, but this has not been the case for many years. The destruction of much of the postal infrastructure in the war deprived a large part of the populace of access to postal services. Coupled with the low level of literacy (15%) and the growth of electronic means of communication, the competitiveness of SALPOST has been severely undermined. However, SALPOST has potential to re-establish its services. Already it has re-established 24 of the 36 war damaged Post Offices and 19 out of 64 Postal Agencies in Freetown and 12 Districts. Although providing a postal service to some of these districts is uneconomic, SALPOST is required to provide the services for 'social' reasons.
- 2.31 SALPOST has a total of 273 staff: 10 managers, 24 middle managers, 18 supervisors and 221 others. Only net salaries have been paid for several months and staff who are sick or beyond retirement age remain in post because the severance package is not available. There is a huge amount of unpaid staff costs, including unpaid tax and compensation for untaken annual leave which has recently led to staff disruption of work. There are large debts that were inherited by SALPOST when it was set up in 1990 (airline costs, subscriptions to international organisations etc). With perennial management problems, insufficient profit obtained from low volumes of business and the need to operate in unprofitable areas, the company has become a burden for government which frequently has to subsidise SALPOST to prevent a total breakdown of such vital services.
- 2.32 SALPOST is listed in the First Schedule to the National Commission for Privatisation Act 2002 as being selected for privatisation and is now under the control of the National Commission for Privatisation. SALPOST's Board of Directors reports to the Commission on management matters and the Ministry, which still has responsibility for policy, liaises with the Commission on policy issues. The form of privatisation and the effective date, are not yet known. SALPOST has responsibilities that may not be appropriate to the private sector.

### **Sierra Leone Telecommunications Company Ltd**

- 2.33 SIERRATEL is also listed in the First Schedule to the National Commission for Privatisation Act 2002 as being selected for privatisation and is now under the control of the National Commission for Privatisation. SIERRATEL's Board of Directors reports to the Commission on management matters and to the Ministry, which still has responsibility for policy, while liaising with the Commission on policy issues.
- 2.34 In line with Section (b) of the Third Schedule to the Act, SIERRATEL is being revamped. The process is underway by means of two loans, from China and India, for the launch of a wireless network, in May or June 2008, and improvement of the landline service. The new network will host a mobile telephone service and an improved internet service which will cover Freetown and the major provincial towns.
- 2.35 The form of privatisation is not yet known but it is possible that the Government will retain the majority shareholding and seek a strategic partner to invest in SIERRATEL. After privatisation, NATCOM will regulate the new company in the way it regulates Celtel, Comium etc.
- 2.36 SIERRATEL has a total of 899 staff. 12 of these are senior management, 23 are junior management, 94 are intermediate and the remainder, 300 are engineering staff and 460 are clerical and support staff. SIERRATEL aims to divest itself of non-core functions before privatisation so the majority of the 760 staff will leave. However, SIERRATEL and the National Commission for Privatisation are aware of the social and other ramifications of rationalizing its staffing situation and in

addition to researching redundancy packages, are planning, where possible, to assist redundant staff to obtain other jobs, perhaps in the divested non-core functions.

### **Office of the Government Spokesperson**

- 2.37 One of the functions of the Minister is the role of Government Spokesperson. He is assisted by a professional Assistant Government Spokesperson, two press officers and an administrative assistant. The Office assists the Minister in co-ordinating the information flow from the public to State House and the Government, and from State House and the Government to the public. They prepare daily briefings for the President and organise press conferences on specific issues of concern to the Government and the general public. The Office liaises with GIS and SLENA and is currently the Webmaster for the State House website. It is also developing the Government website for all ministries.

### **National Communications Strategy Project**

- 2.38 The NCSP, which ran for one year and ended in December 2007, was funded by UNDP and was housed in the Ministry. The Chief Technical Adviser reported to the Minister.
- 2.39 The aim of the project was to introduce a newly resourced strategic and business-focused communication approach to public information, including the fostering of open channels of communication between Government, citizens, the media and other stakeholders, leading to strengthened communication and transparent governance.
- 2.40 The major thrust was building institutional and human capacity in the public information sector by designing and implementing training programmes for government information officers, journalists and key government officials. Information Officers were to be trained to gather, analyse, disseminate and effectively manage public information in a coordinated and sustainable manner, using the most effective methods of dissemination. Journalists were to be trained to gather news, check facts, and practise ethical journalism and key government officials were to be trained to interact properly and effectively with the media, both nationally and abroad.
- 2.41 The project aimed to contribute to the Government's development efforts by providing strategic assistance in capacity building (training, technical assistance and exchange of experiences), complemented by support in execution (specific tailored support in areas such as media relations and opinion polling), and advocacy (facilitation of dialogue between the Government and journalists, consensus building and providing policy advice).
- 2.42 A review is currently taking place which will provide material for a bid to UNDP to set up a second phase.

### **National Telecommunications Commission**

- 2.43 NATCOM was established by The Telecommunications Act of 2006 Part 3 (9) to *"license and regulate the activities of telecommunications operators so as to promote efficiency and fair competition, and the expansion of investment in the telecommunications sector; the protection of the users or consumers of telecommunications networks and services and the progressive development of the telecommunications industry and technology in Sierra Leone"*. Under this arrangement, the Commission also currently collects revenue through its licenses,

fees and fines charged. While some of the funds accrued are used to run the Commission (section 16;1), it is not clear as to what role the National Revenue Authority will play in the collection of such revenue in the future. At present, an understanding reached between the Ministry of Information and Communication and the Ministry of Finance and Economic Development, gives the responsibility to the Commission.

- 2.44 Section 10 of the above Act also guarantees the independence of the Commission from any interference from Government and it clarifies the relationship between the Commission and the Ministry responsible for Communications (section 11). The Ministry's role therefore should, ideally, be focused on policy formulation for this sector and creating an enabling environment for the industry to thrive. Although the Commissioners are appointed by the President, this does not affect its independence. Commissioners are approved by Parliament and the administrative and management arrangements are guaranteed through a three year tenure of office for Commissioners and other senior management staff. At present there is no national communications policy to reflect the Government's position on communications and provide guidance to the Commission.
- 2.45 The Commission is staffed with twenty-eight personnel including seven Commissioners. While the Commission is headed by the Chairman of the Commission appointed by the President, day-to-day administration is directed by the Executive Secretary.

### 3. ANALYSIS AND RECOMMENDATIONS

#### Statutory Framework and Mandate

- 3.1 The consultants were unable to obtain any documents setting out the Ministry's current mandate as the new Cabinet Office is yet to produce one. However, the mandate is stated by the Ministry as being the mandate of the Ministry of Information and Broadcasting with broadcasting removed and communications added. However, the semi-autonomous broadcasting service (SLBS) while listed for privatisation, still receives financial support from the Ministry and SLBS liaises with the Ministry on policy matters so, in our view, it is appropriate for broadcasting to remain as part of the mandate for the time being.
- 3.2 In the circumstances **we recommend** the following mandate for the Ministry:
- To provide internal and external information services;
  - To develop a communications strategy and introduce improved methods of communication;
  - To provide press and information services to Government Ministries and Departments, locally and externally (High Commissions, Embassies and Missions);
  - To support the provision of radio and TV broadcasting services until the broadcasting services are privatised;
  - To print legal, security and accounting documents as well as educational and general publicity materials for government and semi-government institutions until the Government Printing Department is privatised.
  - To ensure, through the Office of the Government Spokesperson, that all institutions of Government work collaboratively to achieve coherent and effective communications with the public.

#### Vision

- 3.3 A vision is an ideal state that the Ministry continuously strives to achieve and is the main purpose or reason for which it exists. A vision statement expresses what the Ministry wants to accomplish in future and for which all available resources will be used. A vision, therefore, connects the present with the future.
- 3.4 The consultants noted that the Ministry has not expressed a vision and therefore does not provide any indication of its future state. It is important that the Ministry has a vision that is clear and is understood by all staff. **We recommend** that the Ministry considers adopting the following as its vision: *“Every citizen has access to timely, accurate, clear and objective information on national and international issues of relevance and the image of Sierra Leone is enhanced in the eyes of the outside world”.*

#### Mission

- 3.5 The Ministry has produced two mission statements in the recent past. They are at paragraphs 2.9 and 2.10. After reviewing them and recommending an amended version of one as the Ministry's Vision, **we recommend** the following as an appropriate mission statement for the Ministry: *“To develop all segments of the information and communications sectors in order to keep the citizens well informed, educated and sensitised about the activities of all branches of Government and to enhance the image of Sierra Leone in the eyes of the outside world.”*

## Functions

- 3.6 After reviewing the documentation and discussing the role of the Ministry with senior managers we endorse the current list of functions. **We recommend** that the functions of the Ministry should be:
1. To obtain and disseminate information internally and externally;
  2. To plan and manage the Government information and communication strategies;
  3. To prepare and produce publicity and information materials for use locally and internationally;
  4. To provide national radio and television services;
  5. To print legal, security and accounting documents as well as educational and general publicity materials for government and semi-government institutions;
  6. To provide reliable, affordable and sustainable services in the telecommunications and postal sectors
  7. To speak on behalf of the Government.
- 3.7 Broadcasting, telecommunications services, postal services, and printing are due to be privatised but for the time being they are either directly under the control of the Ministry or receive financial support and policy advice from the Ministry. Communications strategy is a new addition to the Ministry's portfolio.
- 3.8 There are also other functions that the Ministry carries out, or should carry out, that are not listed above. They include: Human Resources Management, Financial Management, Procurement and other support services; and Internal Audit. Our proposals for how the Ministry should handle all of the functions mentioned in this paragraph and the two preceding paragraphs are in the Organisational Structure section below.

## Organisational Structure

- 3.9 The Ministry currently consists of:
- Two departments over which it has direct control - the Government Information Services and the Government Printing Department;
  - Two bodies (SLBS and SLENA) - that receive funding from the Ministry and liaise on policy matters;
  - Two autonomous corporate bodies (SIERRATEL and SALPOST) - that liaise with the Ministry;
  - The Office of the Government Spokesperson - which supports the Minister, who is Government Spokesperson;
  - Administration, human resources, procurement and clerical support personnel.
- There was also, until December 2007, The National Communications Strategy Project, funded by UNDP. The Chief Technical Adviser reported to the Minister.

## Permanent Secretary

- 3.10 The Permanent Secretary is the administrative head of the Ministry. His current schedule of responsibilities gives him responsibility for administrative matters and does not mention technical matters. However, the Presidential Commission for Restructuring the Civil Service recommended the removal of dual hierarchies, therefore **we recommend** that the Permanent Secretary is recognised as the non-political head of the Ministry and is its Chief Executive Officer. The Permanent Secretary should also be the chief adviser to the Minister on strategic planning and development of policies, calling on Heads of Directorates for expert advice where

appropriate. He is the Vote Controller and Accounting Officer, responsible to the Minister for value for money and the proper management of Ministry finances. In our view it is inappropriate for the Permanent Secretary to be involved in day to day staff and administration matters. His role should be a more strategic one, taking a broad view of all of the functions of the Ministry and leading it in a direction that will allow it to achieve its goals.

- 3.11 **We recommend** that the qualifications and competencies required for the post should be consistent with those stipulated for the Senior Executive Service (SES) .

### **Communications Directorate**

- 3.12 The Government has recognised the importance of providing information to the public and obtaining the public's views on Government policies and has transferred responsibility for communications strategy from the Ministry of Transport to the renamed Ministry of Information and Communication. At present there is no national communications strategy to reflect the Government's position and little guidance for the Ministry. In our view, the communications function will drive the regeneration of the Ministry, influencing all of the other parts. To enable it to do this, **we recommend** that, as a matter of urgency, a Communications Directorate be established in the Ministry to:
- Take the lead in devising a communications strategy (in discussion with NATCOM, IMC, SLENA, SLBS, mobile phone companies and Internet Service Providers);
  - Evaluate policy options for decision by Government;
  - Oversee the testing of new systems and enhancements to current systems;
  - Manage the roll-out of systems approved by the Government;
  - Develop an ICT strategy for the Government and manage procurement and the roll-out. Subsequent support for the system could be outsourced.
- 3.13 **We also recommend** that the Directorate develops and manages the Government website, which should include the State House website. This is currently being carried out by the Office of the Government Spokesperson.
- 3.14 **We recommend** that the Communications Directorate liaises closely with NATCOM and IMC on matters of communications strategy and policy development in order to ensure that the views of Regulators and those responsible for implementation can be heard. Similarly, **we recommend** that the Communications Directorate liaises with the mobile phone companies and the Internet Service Providers. These are the areas of telecommunications likely to show the most growth in the future.
- 3.15 **We recommend** that the Directorate is headed by a Director. **We further recommend** that the qualifications and competencies required for the post should include:
- At least a Masters Degree, from a recognised University, or an equivalent qualification;
  - 12 years relevant working experience;
  - Up to date knowledge of communications strategy and technology;
  - Well developed people and resources management skills; well developed interpersonal and communication skills;
  - Creativity;
  - Integrity, honesty; sound judgement.

- 3.16 As it is essential that good quality people are attracted to the post of Director, **we recommend** that donor assistance is sought to top-up the salary to a level that will attract the right calibre of person.

### **The Government Information Services**

- 3.17 The GIS deals with the core function of the Ministry, gathering and disseminating Government information. Unfortunately, two decades of neglect and small budgets have reduced it to the point where it struggles to perform its functions. There are some staff in post but a shortage of equipment and other resources renders them ineffective. There are three strands to the problem, environment, people and modernisation. Each needs to be tackled.
- 3.18 First, the environment in which the GIS operates. The Government has declared its support for the Ministry and the Ministry now needs to rebuild the organisation. The News Room, Publications Division, Research, Archives and Photographic Unit have all closed. Restoration will be expensive and the Ministry may have to decide which parts to revive and which to leave. **We recommend** that financial assistance is sought to revive relevant dormant and failing parts of the GIS.
- 3.19 Second, the lack of resources generally in the Ministry has been severely felt in this key department. This has resulted in a decline in motivation in the vision of the leadership and poor human resource development. As resource constraints became endemic and staff left for greener pastures, there was little to do and hardly any human resources to develop. Thus, **we recommend** that the Ministry urgently seeks technical assistance to reorganise and strengthen the capacity of the GIS to enable it complement and implement the strategies and policies developed by the Communications Directorate. **We recommend** also, that if possible, the Ministry employs a short term consultant with experience of government information and communications, to carry out the work of reorganising the GIS and building capacity.
- 3.20 Third, methods of information gathering and dissemination have changed in the years since the GIS was fully effective. Electronic methods are now the norm. The Communications Directorate will devise and test plans for making best use of modern technology and **we recommend** that the GIS adopts the use of modern methods as they become available so that it can provide the service the Government expects for its citizens.
- 3.21 To promote the modernisation of the Ministry **we recommend** that the GIS be renamed Directorate of Information. The Communications Directorate will be the strategy arm of the Ministry and this Directorate will be the implementation arm. **We recommend** that the Directorate is headed by a Director and **we recommend** that the qualifications and competencies required for the post should include:
- At least a Masters Degree, from a recognised University, or an equivalent qualification;
  - 12 years relevant working experience;
  - Up to date knowledge of methods of gathering and disseminating information;
  - Well developed people and resources management skills; well developed interpersonal and communication skills;
  - Creativity, integrity, honesty; sound judgement.
- 3.22 It is important that the person appointed Director of Information has the skills and experience to revive and modernise the Directorate. **We recommend**, therefore, that donor assistance is sought to top-up the Director's salary to a level that will attract the right calibre of person as an interim measure pending the uplifting and assimilation of the salary into a revised Civil Service pay structure.

- 3.23 The directorate would also be responsible for management of a network of information activity across MDAs and to service the regional and district requirements for information management. We do not make any recommendations at this stage in respect of regional and district information management or any changes to the numbers of senior information and information officers pending the development of an overarching Communications Strategy by the new communication director. This strategy will have implications for how information is managed by individual information/press officers in MDAs, their interaction with the MIC's senior infrastructure and the impact of how the local government infrastructure information network should be managed.

### **The Sierra Leone News Agency**

- 3.24 SLENA is a semi-autonomous agency, funded by the Ministry. Shortage of resources has severely restricted its activities and its ability to recruit and retain competent staff. The present position is that it no longer has the staff to cover all the districts or the equipment to support them. An efficient, independent, national news agency is important for a country with a desperate need to tell the rest of the world of the challenges to its development and its successes. Therefore **we recommend** that sufficient funding is sought to recruit, train and equip suitable staff for the Agency. And **we also recommend** that any future wider capacity building in the information sector must include the agency. This will allow the agency the opportunity to develop into the efficient organisation the Government needs.

### **The Sierra Leone Broadcasting Services**

- 3.25 SLBS is also a semi-autonomous body set up to provide broadcasting services. Problems, said to derive from a lack of funds, have resulted in the inability to train personnel and develop management and leadership skills and the inability to repair or replace defective equipment. Staff morale is very low and the working environment is very poor.
- 3.26 SLBS is listed in the First Schedule to the National Commission for Privatisation Act 2002 as being selected for privatisation and is now, according to the Act, under the management control of the National Commission for Privatisation. SLBS's Board of Directors should report to the Commission on management matters and the Ministry, which still has responsibility for policy, should liaise with the Commission on policy issues.
- 3.27 The Third Schedule to the National Commission for Privatisation Act 2002 states at Section (b) that *"In the case of large public enterprises, especially, the utilities, measures to improve the efficiency of those public enterprises shall be instituted by the Commission initially .....*". It is therefore, the responsibility of the National Privatisation Commission to introduce measures to improve the efficiency of SLBS before privatisation and **we recommend** that the Ministry discusses the matter with the Commission to clarify the situation and identify sources of funding to prepare SLBS for privatisation. The type of privatisation has not been decided, options include outright sale or a strategic partnership. A more radical option would be to merge the SLBS with SLENA and privatise the joint body. This would achieve economies of scale, downsizing of staff and could produce a more attractive opportunity for investors.

### **The Government Printing Department**

- 3.28 The Government Printing Department, in common with other parts of the Ministry, has suffered from years of neglect. It is seriously short of equipment and trained

staff. Like SLBS, it is listed in the First Schedule to the National Commission for Privatisation Act 2002 as being selected for privatisation and is now, according to the Act, under the management control of the National Commission for Privatisation. The Government Printer should report to the Commission on management matters and the Ministry, which still has responsibility for policy, should liaise with the Commission on policy issues.

- 3.29 The Third Schedule to the National Commission for Privatisation Act 2002 states at Section (b) that *“In the case of large public enterprises, especially, the utilities, measures to improve the efficiency of those public enterprises shall be instituted by the Commission initially .....”*. It is therefore, the responsibility of the National Privatisation Commission to introduce measures to improve the efficiency of the GPD before privatisation. As the situation is unclear, **we recommend** that the Ministry discusses the matter with the National Privatisation Commission to clarify the situation and identify sources of funding to prepare GPD for privatisation. The type of privatisation has not been decided, the most suitable option may be that described at section 20, subsection (1) of the National Privatisation Commission Act 2002 *“for performing enterprises, the divestiture shall be by contracts with a single company or consortium of companies, to manage all or parts of the public enterprise until such time that full divestiture takes place”*.

### **The Sierra Leone Postal Services Ltd**

- 3.30 SALPOST is suffering severe financial problems. It inherited substantial liabilities and the volume of business is not sufficient to cover its costs.
- 3.31 It is another of the bodies listed in the First Schedule to the National Commission for Privatisation Act 2002 as being selected for privatisation and is now under the control of the National Commission for Privatisation. SALPOST's Board of Directors reports to the Commission on management matters and the Ministry, which still has responsibility for policy, liaises with the Commission on policy issues. The form of privatisation and the effective date are not yet known.
- 3.32 The Third Schedule to the National Commission for Privatisation Act 2002 states at Section (b) that *“In the case of large public enterprises, especially, the utilities, measures to improve the efficiency of those public enterprises shall be instituted by the Commission initially .....”*. It is therefore, the responsibility of the National Privatisation Commission to introduce measures to improve the efficiency of the SALPOST before privatisation. **We recommend** that the Ministry discusses the matter with the National Privatisation Commission to clarify the situation. The type of privatisation has not been decided, outright sale, or a strategic partnership appear suitable options but whatever type is chosen, funding will be required to put SALPOST in a position to be successful. Contracts with courier companies and agency agreements with money transfer companies such as Western Union, could be ways of increasing revenue.

### **The Sierra Leone Telecommunications Company Ltd**

- 3.33 SIERRATEL is another of the bodies listed in the First Schedule to the National Commission for Privatisation Act 2002 as being selected for privatisation and is now under the control of the National Commission for Privatisation. SIERRATEL's Board of Directors reports to the Commission on management matters and the Ministry, which still has responsibility for policy, liaises with the Commission on policy issues.
- 3.34 In line with Section (b) of the Third Schedule to the Act, the National Privatisation Commission and SIERRATEL are working to revamp SIERRATEL prior to

privatisation. The situation seems to be satisfactory and we have no recommendation to make.

### **The Office of the Government Spokesperson**

- 3.35 The Office of the Government Spokesperson was relocated to the Ministry when the Minister for Information and Communication was appointed Government Spokesperson. As it is important that the dissemination of Government information is properly coordinated, **we recommend** that the Office liaises closely with the Information Directorate, the Communications Directorate, SLBS and SLENA to ensure that everyone remains “on message”.
- 3.36 The Office is currently developing the Government website. This function is more technical than political and would be more suited to the Communications Directorate. We have recommended at paragraph 3.12 that the Communications Directorate takes responsibility for the development and management of the Government website and that this should include the State House website.

### **The National Communications Strategy Project**

- 3.37 This UNDP funded project is described at paragraph 2.38 et seq. The project ended in December 2007 and a review is now underway aimed at preparing a case for a second phase. We were unable to gather sufficient information to reach conclusions on the success of the project, but we were able to learn that the execution of the NCSP failed to impact on the capacity needs of the GIS. If a second phase is agreed, **we recommend** that it is integrated in the Communications Directorate and not separate from it as was the case for the first phase. Integration will encourage the exchange of skills and knowledge throughout the Directorate. Implementation of any future strategy will rest with the GIS.

### **The National Telecommunications Commission**

- 3.38 NATCOM licenses and regulates the activities of telecommunications providers. It is described at paragraph 2.43. It is an autonomous body and is not part of the Ministry. We have recommended at paragraph 3.13 that the Communications Directorate liaises closely with NATCOM when designing the communications strategy, to receive the views of the Regulator and those it regulates.

### **Administration**

- 3.39 While human resources management, financial management, procurement and the provision of clerical and other support services are not core functions of the Ministry, they are important for the smooth running of the organisation. At present they are under the direct management of the Permanent Secretary and as we explain at paragraph 3.10, we do not consider this an appropriate use of the Permanent Secretary’s time. **We recommend** that human resources management, financial management, procurement and the provision of clerical and other support services are grouped together in an Administration Directorate, headed by a Director who will be able to focus on these issues and thus relieve the Permanent Secretary of routine administration duties and give him more time to carry out his role as Chief Executive Officer. The director would be supported by Deputy Secretaries responsible for Finance, Procurement, Human Resource Management and Support Services respectively.
- 3.40 The human resource role of the Director of Administration in an organisation with a large workforce should be a strategic one, addressing such issues as:
- Manpower planning and resource allocation;

- Succession planning;
  - Staff career development and training;
  - Welfare, conduct and discipline; and
  - Performance management and appraisal.
- 3.41 **We recommend, therefore,** that the Ministry seeks the assistance of the ESO/HRMO to restructure and reorganize the Personnel Management functions and transform them into a Human Resource Management and Development department within the Administration Directorate to meet the needs of the Ministry.

### **Internal Audit**

- 3.42 At present, the Ministry does not have internal audit facilities. The omission of an internal audit unit undermines proper financial management, and whilst the Government Budget and Accountability Act, 2005. (GBAA 2005) allows some leeway, **we recommend** that the Ministry discusses with the Auditor General the provision of internal audit facilities in the Ministry to operate in compliance with GBAA Section 6(2) which states that “... *the Minister may require any vote controller to establish or maintain an internal audit division or other unit in the budgetary agency under him, and such division or unit shall be responsible for the budgetary agency,*” and Section 6 (5) which states “... *the Internal Audit Department within the Ministry .... shall, ordinarily, report to the vote controller but [reports]shall be made to the Minister in any matter concerned with the management of internal controls by the vote controller.*”

### **Proposed Structure**

- 3.43 An organogram of the recommended organisational structure of the Ministry is at Annex 7.

### **Staffing**

- 3.44 We were constrained by the inability or unwillingness of the Ministry to provide the most current staff list to facilitate the analysis of the human resource available and to reach agreement, in particular, on appropriate grades and classification of senior management posts in the Ministry. We were unable to carry out a thorough diagnosis of the staff list or to determine the staff members who have reached retirement age. However we did obtain a copy of the latest Manpower Planning and Budgeting documentation from the last call circular in 2007
- 3.45 Our analysis of the documents available indicated that more than 50% of staff are in basic grades and we have made the following recommendations in this area:
- 3.46 There are too many messengers (11) for a total staff of 91, which equals 1 messenger serving about 8 staff members. **We recommend** that the number of messengers is reduced to 5.
- 3.47 The number of clerks (17 Clerks in grades 1 to 3) seems to be large for a total staff of 91. **We recommend** that the number of clerks is reduced to 10.
- 3.48 The Ministry has a total of 21 Temporary Clerical assistants, whose relevance is yet to be determined. The 10 clerks between 1<sup>st</sup> grade and 3<sup>rd</sup> grades should be able to attend to all secretarial duties of the Ministry. **We recommend** that if sufficient work exists to justify the need for more clerical staff that the number of Temporary Clerical Assistants is reduced to a maximum 5 and they are brought into pensionable status as soon as practicable.
- 3.49 There are five driver’s mates. There may be as case for employing one senior driver for the Minister in addition to one assistant driver to provide services to other

senior administration and professional staff **otherwise we recommend** that these posts are abolished.

- 3.50 The information received from the ministry differs from the data we were able to extract from the Manpower Planning and Budgeting (MP & B) data provided by MDAs for the 2008 Budget.. This may be due to retirements and vacancies arising due to attrition in the interim period. We were told that the Ministry has one photographer and two cameramen to cover the whole country. There would be justification for a small photographic team 'of about five be formed to include 2 stills cameramen, 1 video recorder and 1 projectionist, with an senior photographic director and assistant. However we **recommend** strongly that these posts are more suited for the work to be outsourced to a professional studio.
- 3.51 There are five Projectionists, including, senior mobile projectionists, temporary mobile projectionists and mobile projectionists in training. **We recommend** that these posts are abolished and that the work is outsourced as stated above
- 3.52 The senior cadre seems satisfactory, but we were unable to study their CVs, job descriptions and their scheme of work to determine their relevance to the work of the Ministry. The professional wing of the Ministry appears to be understaffed if they are to cover the whole country. However, we appreciate that equipment shortages have restricted their activities.
- 3.53 We note in the MP & B that the ministry requested posts to manage and maintain the Official Government Website, and staff for in-house management of communications equipment including the Ministry's networked computer system. We consider that the news editing team are best placed to provide information, editorial and updating of the website. With regard to the servicing and maintenance of the network and ICT equipment, there is a case for one in-house IT technical manager and one systems administrator to oversee the systems and make minor repairs etc. More elaborate maintenance and training should be provided through an externally outsourced service provider under a training and maintenance contract.
- 3.54 We refer in para. 3.36 to the National Communications Strategy Project. The impact this project has had on the capacity of the GIS appears to have been limited, although many MDAs have information/press officers. The Ministry in its MP & B requested that the position of Chief National Technical Consultant, presently being funded by donors, should become a substantive post in the Ministry. We consider that the new Communications Director we recommend ( para 3.21) is this position and that there may be a need for continued short term technical assistance ( as recommended in para 3.19) if the position cannot be filled substantively by a qualified and experienced person.
- 3.55 These recommendations are based on the information available to us. There are other areas of concern and **we recommend** that the Ministry liaises with the ESO/HRMO to identify those staff members who have been due for retirement and to retire them accordingly; determine appropriate grades, classifications, and a succession plan of all staff in the Ministry; and determine appropriate staffing levels for all grades.
- 3.56 An analysis of staff numbers and recommendations in each grade is at Annex 8.

#### **4. ARRANGEMENTS FOR MANAGING CHANGE AND CHANGE PROCESSES**

- 4.1 At present there is no apparent change management team and change strategy in the Ministry. Given that the Ministry is poised for fundamental alterations to its operations **we recommend** that the Permanent Secretary leads a team of reform-minded staff from a range of grades in the Ministry who would lead and oversee changes and performance improvements. The team should, if possible, receive training in change management techniques and project management processes. The Public Sector Reform Unit is willing to assist the Ministry with ongoing advice on implementation issues.
- 4.2 The next step is for the Ministry to circulate this report widely and facilitate, through the proposed Change Management Team, a collective response to the report's recommendations. The Ministry is asked to then prepare a strategy or position paper for submission to the Public Sector Reform Unit. The Steering Committee on Good Governance will then be convened to consider the Ministry's response, agree amendments suggested by the Ministry and give final approval to the recommendations to go forward to Cabinet for ratification for implementation.
- 4.3 **Accordingly, we recommend** that the Ministry circulates this report and facilitates, through the proposed Change Management Team, a collective response to the report's recommendations.

## TERMS OF REFERENCE FOR INSTITUTIONAL APPRAISAL OF MINISTRY OF INFORMATION AND COMMUNICATION

### Background

The Government of Sierra Leone is pursuing a public sector reform programme which aims primarily at restoring efficiency in the public service and increasing its capacity for delivery of services. In order to build institutional capacity to implement reform and the efficient delivery of public services, the need was identified for management and functional reviews of key ministries. These management diagnostic studies funded by DFID were intended to rationalise the functions, structures, administrative procedures and staffing in ministries. So far, fourteen ministries have been reviewed and six reports approved by Cabinet. The former Ministries of Information and Broadcasting, and Transport and Communications were yet to be reviewed prior to the change of Government.

Following the August/September 2007 Presidential and Parliamentary Elections and the assumption of office of a new government under H.E. Ernest Bai Koroma, we have witnessed the amalgamation of the two ministries into the new Ministry of Information and Communication.

### Objective

The purpose of the institutional appraisal is to determine how the functions and responsibilities of the various units relate to the achievement of an appropriate mandate and mission for the Ministry. The appraisal will also review the staffing requirements and the appropriate skills required by the Ministry to achieve this mandate and perform the functions identified.

### Scope of Work

A team of management consultants from the Public Sector Reform Unit will work with ministry officials to undertake the following tasks:

- a. Review the mandate of the original separate Ministries and assist in developing an appropriate mandate for the newly formed Ministry to ensure that it directly relates to and is consistent with the development objectives of Government, including its role in the implementation of the Poverty Reduction Strategy, Decentralisation, and Public Financial Management Reform.
- b. Analyse the existing component parts of the transitional Ministry structures and existing skills mix of current staff with a view to recommending revised structures, job profiles and appropriate allocations of staff.
- c. Analyse other aspects which impact on the need for reformation of structures for the new Ministry.
- d. Assess the impact of amalgamation on the grading structure and positions in the Ministry and make recommendations on staffing requirements and appropriate skills required.
- e. Make recommendations on the revised structure, taking into account the recommendations on 'blueprint structures' in the Architecture of Government Report of March 2006.
- f. Take cognisance of any other aspects which may affect the new Ministry's work and remit and make appropriate recommendations.
- g. Work with nominated members of the management team to ensure that an inclusive analysis, diagnosis and set of recommendations is fully understood and accepted.

### Outputs

The team will submit a report on its findings and recommendations including the following outputs:

- Redefined mandate, vision and mission statement;
- Options for a proposed revised organisational structure, responsibilities and priority areas of units within the Ministry;
- Detailed existing staff list inventory, an assessment of senior management positions, skills mix and job profiles;
- Proposals for the potential integration of existing divisions and jobs to bring about efficiencies;
- An assessment of the Ministry's staffing requirements relative to the current stock of staff at all grades;
- An agreed plan for implementation to support the new structure and handling the motivations and acceptance of change.

### **Methodology**

- Prior to commencement of the assignment, the team will hold a meeting with key post holders in the Ministry on 6 February 2008 to discuss the modalities for the appraisal;
- Individual interviews with senior directors of divisions and key personnel;
- One ½ day working session (in week 2) will be held with key senior management to review and develop new mandates and discuss and agree essential roles in the new structure;
- Senior administrative and professional staff will be asked to forward their CVs to the team for skills inventory and assessment purposes;
- Towards the end of the assignment, the appraisal team will discuss emerging findings with the Minister of Information and Communication, the Deputy Minister and the senior staff of the Ministry;
- A consultation draft will be made available to the Ministry for comments and observations followed by the final Institutional Appraisal Report.

### **Team Composition**

The team will consist of consultants from the Public Sector Reform Unit, Public Administration International of the United Kingdom, and CoEn Consulting of Ghana. Two professional staff of the Ministry will be assigned to work with the team.

### **Timeframe and Reporting**

The appraisal will be carried out from 11 February to 25 February 2008. The consultation draft will be made available to the Ministry by 6 March 2008. On receipt of comments from the Ministry by 17 March 2008, the final Institutional Appraisal Report will be submitted by 28 March 2008.

## People Interviewed

Hon. Ibrahim Ben Kargbo	Minister
Hon. Mohamed D. Koroma	Deputy Minister
Moray S. Kebbe	Permanent Secretary
Beresford J. Temple	Government Printer, Government Printing Dept
F.M. McEwen	Assistant Government Printer, GPD
B.F. Bangura	Deputy Government Printer, GPD
Sulay Conteh	Personnel Officer, GPD
Aruna S.T. Kamara	Production and Planning Officer, GPD
A.J. Sesay	Ag. Director General, SLBS
M.I. Kanneh	Deputy Managing Director, SALPOST
David Koroma	Managing Director, SALPOST
Augustine T. Abu	Personnel Manager, SALPOST Ltd
J.O. Dauda	Company Secretary, SALPOST Ltd
Dominic Lamin	Ag. Director, Government Information Services
Mohamed Samoura	Ag. Managing Director, SLENA
Mohamed Alie Bah	Assistant Government Spokesman
Bash M. Kamara	Executive Secretary, NATCOM
S.B. Tejan-Sie	Director, Legal Affairs, NATCOM
A.B. Musa Koroma	Director, Consumer & Industrial Affairs, NATCOM
Prince Bio	Head, Human Resources Development, SierraTel
Alpha Sesay	Managing Director, SierraTel
Edward Sesay	Head, Provincial Operations, SierraTel
S.M. Kargbo	Director of Engineering, SierraTel
Edward Kwame Yankson	Senior Assistant Secretary, MIC
Kalilu Ibrahim Tutangi	Chief Technical Adviser, National Communications Strategy Project, MIC

## **Documents and Publications Examined**

The Constitution of Sierra Leone 1991

Interpretation Act 1971

The National Commission for Privatisation Act 2002

The Local Government Act 2004

The Telecommunications Act 2006

The Local Government (Assumption of Functions) Regulations 2004

The Financial Management Regulations 2007

Diagnostic Study of the Architecture of Government – Ministry of Information and Broadcasting – March 2006

Briefing Notes on the Ministry of Information and Communication, prepared for the Presidential Retreat at Bumbuna - 2008

Correspondence between the Government Printer and the Minister - November 2007

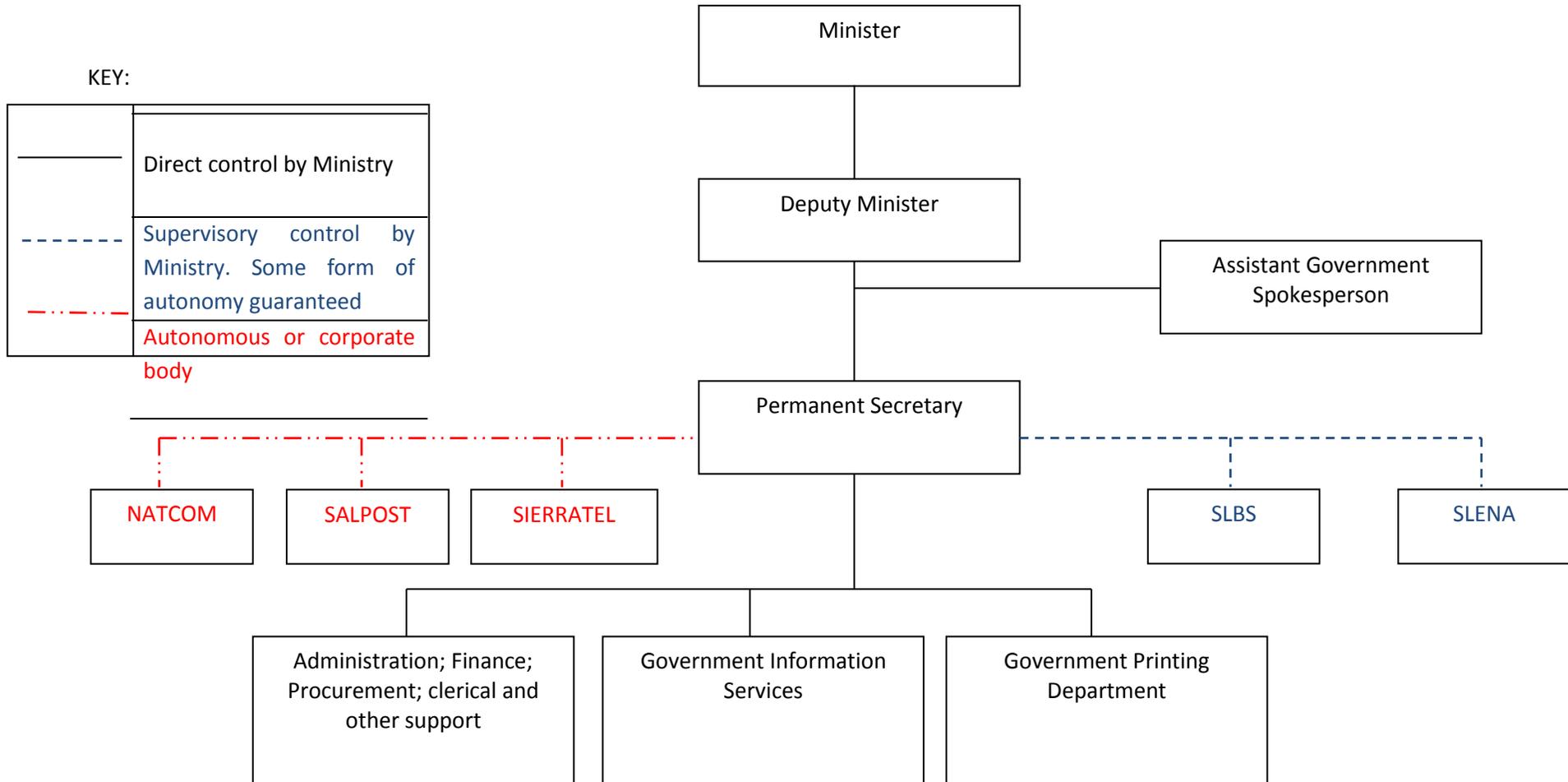
Correspondence between the Government Printer and the Permanent Secretary – February 2008

“The Continuing Search for Profitability in Public Utility Enterprises – A Case Study of the Sierra Leone Postal Services Ltd (SALPOST)” Mohamed I Kanneh, May 2007

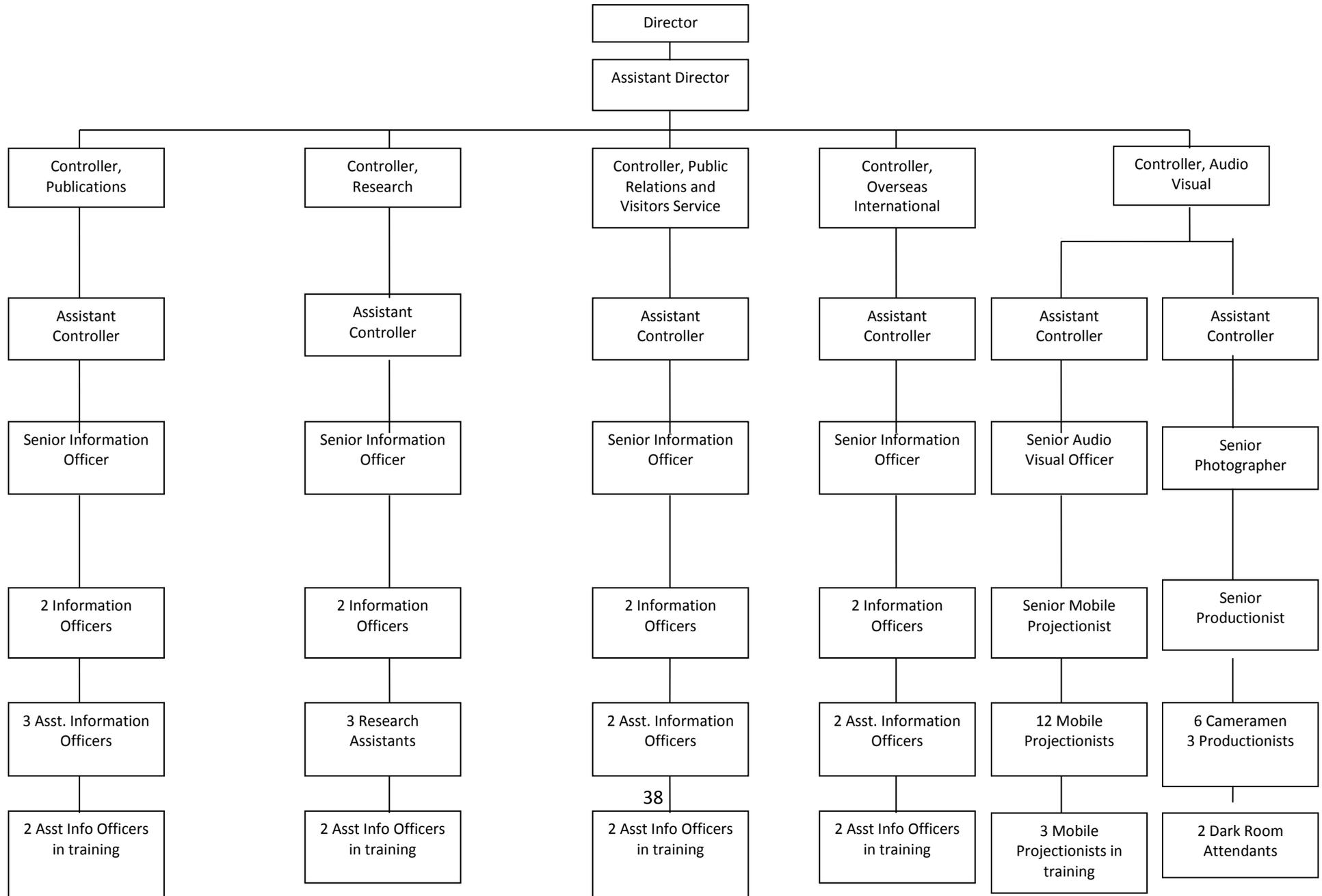
Schedule of Duties for Staff – Ministry of Information and Communication

Organograms and staff information provided by the Ministry

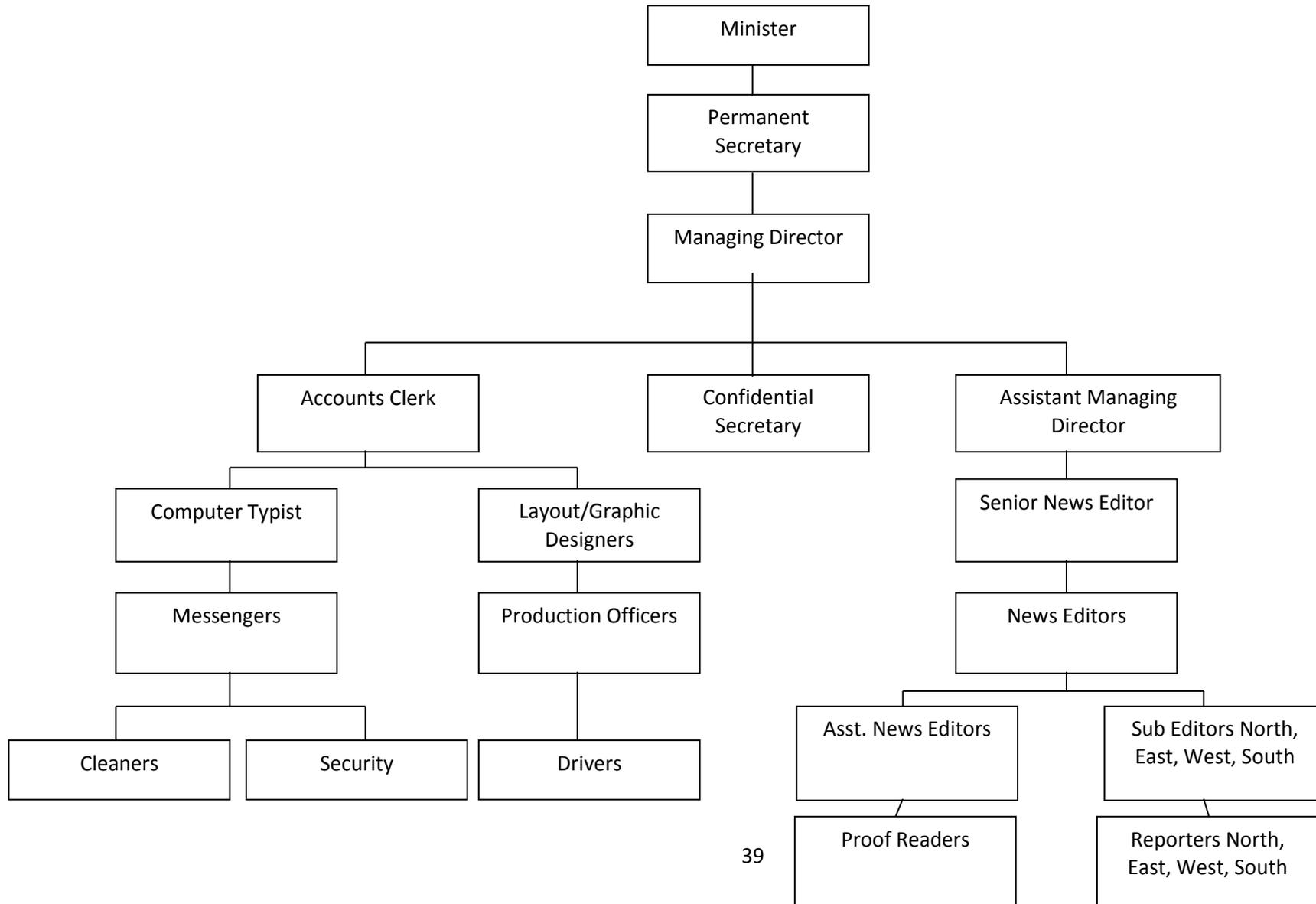
## Current Organogram of the Ministry of Information and Communications



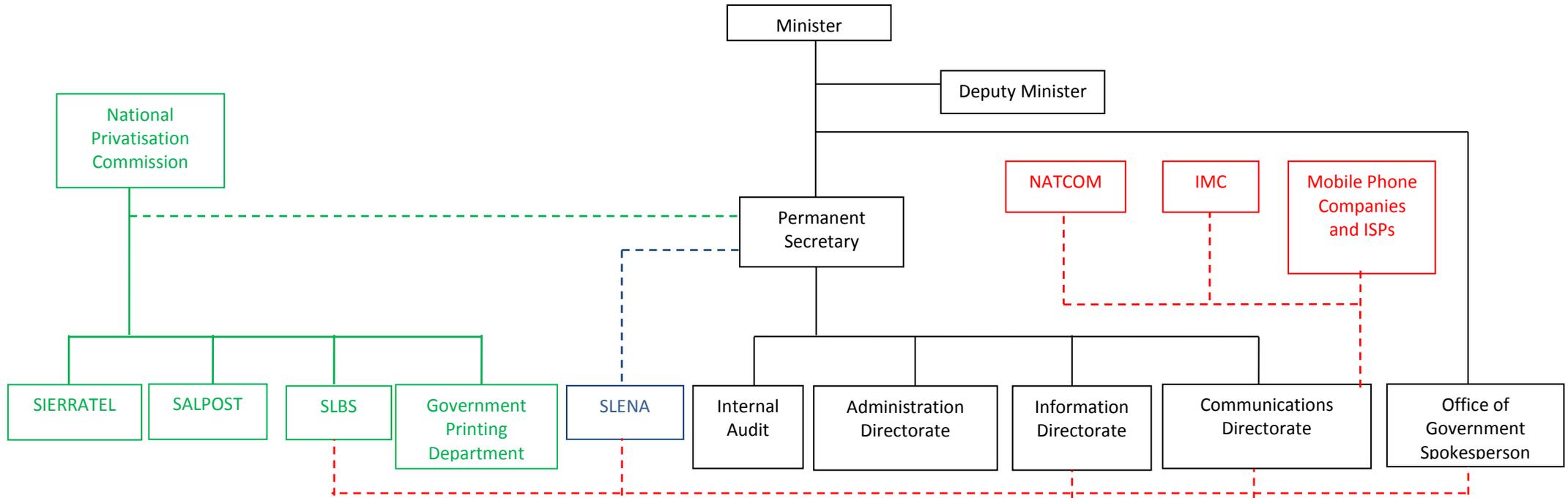
**Government Information Service**



# Sierra Leone News Agency – SLENA



# Proposed Organisation Chart of the Ministry of Information and Communications



**KEY:**

Under the direct control of the Ministry

Semi autonomous. Supervisory control by Ministry

Liaison arrangements

Under the management of the Privatisation

Commission, Ministry retains some responsibility

Functions	Functions	Functions	Functions
Internal audit	Human resources; Finance; Procurement; Clerical and other support	Information gathering and dissemination Introducing electronic methods; Management and training of IOs; Liaising with Office of Government Spokesperson	Planning of communications strategy; Evaluating policy; Management of Govt websites; Development of e-Governance; (NCS Project will be integrated into this Directorate)

