



GOVERNMENT OF SIERRA LEONE

PUBLIC SECTOR REFORM UNIT

(PSRU)

**MANAGEMENT AND FUNCTIONAL REVIEW OF THE
MINISTRY OF GENDER AND CHILDREN'S AFFAIR**

FINAL REPORT

JANUARY, 2021

Table of Contents

GLOSSARY OF ABBREVIATIONS AND ACRONYMS	5
EXECUTIVE SUMMARY	6
1. INTRODUCTION.....	9
2. TERMS OF REFERENCE.....	10
2.1. Methodology.....	11
3. FINDINGS.....	12
3.1. Summary of Findings	12
3.1.1 Operational Functions of the Ministry.....	13
3.1.2 Human Resource Management.....	13
3.1.3 Training and Development.....	14
3.1.4. Financial Resources.....	14
3.1.5. Records Management System	15
3.1.6 Communications and Information Sharing	15
3.1.7 Overlaps and Duplication of Functions.....	16
3.1.8 Stakeholders Engagement and Coordination	16
4. OVER VIEW OF THE PRESENT ARRANGEMENTS	17
4.1 Background.....	17
4.2 Statutory Framework	17
4.3 Mandate	18
4.4 Vision and Mission Statement	19
5. SITUATION ANALYSIS	19
5.1 Concerns and Issues.....	19
6. CURRENT ORGANISATIONAL STRUCTURE AND ARRANG3MENTS.....	23
6.1. Working Arrangements	23
6.1.1. Proposed Organisational Structure	24
6.1.2. Career Progression	24
6.1.3. Organisational Structure to Enhance Performance	24

6.1.4. Committees for Procurement and Budget	25
6.1.5. Decentralization	25
6.1.6. Remand Homes and Approved School Facilities.....	29
6.1.7. Records Management.....	30
6.1.8. Human Resource Management	30
6.1.9. Succession Plan	31
6.2.0. Scheme of Service	31
6.2.1. Designation	31
6.2.2. Staff Performance Appraisal	32
6.2.3. Promotion	32
6.2.4. Training.....	33
6.2.5. Staff Qualifications	33
6.2.6. Equipment/Logistics	33
6.2.7. Communication with Stakeholders or the Public.....	35
7. ANALYSIS AND RECOMMENDATIONS	36
7.1. Statutory Framework	37
7.1.1. Mandate	37
7.1.2. Vision and Mission	38
7.2. Functions	38
7.2.1. Structures of the Ministry at Central level.....	38
7.2.2. Divisions and Unit Structure	40
7.2.3. Functions at the Provincial/ Regional Level	41
7.2.4. Cross Cutting Functions and Structure.....	42
7.2.5. Aligning the Ministry's Function with the MTNDP	43
8. INTERNAL AUDIT	44
9. BUDGET AND PROCUREMENT COMMITTEES	44
10. RESOURCE MOBILIZATION	45
11. STAFFING	45
12. RECORDS AND INFORMATION MANAGEMENT	47
13. EQUIPMENT AND MATERIAL RESOURCES	48

14. COMMUNICATION WITH STAKEHOLDERS OR THE PUBLIC	49
15. PROPERTY RIGHTS	49
16. INSTITUTIONAL ARRANGEMENTS FOR MANAGING CHANGE AND CHANGE PROCESSES	50
ANNEXES	
Annex 1. Management and Functional Review Questionnaire.....	52
Senior Management Officers	52
Junior Management Officers	63
Annex 2. A series of meetings were held with the following to inform the data gathering:	68
Annex 3- Data collection mission respondents	69

GLOSSARY OF ABBREVIATIONS AND ACRONYMS

CBO's	-	Community Based Organisations
CEDAW	-	Convention on the Elimination of all forms of Discrimination against Women.
CRC	-	Convention on the Rights of Children
CSDO	-	Chief Social Development Officer
DCSDO	-	Deputy Chief Social Development Officer
FSU	-	Family Support Unit
GBAA	-	Government Budget and Accountability Act of 2005
GoSL	-	Government of Sierra Leone
PSRU	-	Public Sector Reform Unit
HQ	-	Headquarters HRM - Human Resource Management
HRMO	-	Human Resources Management Office
IT	-	Information and Technology
MDA	-	Ministries, Departments and Agencies
MFR	-	Management and Functional Reviews
MoHS	-	Ministry of Health and Sanitation
MSWGCA	-	Ministry of Social Welfare, Gender and Children's Affairs
MTNDP	-	Medium Term Expenditure Framework
NGOs	-	Non-Governmental Organisations

EXECUTIVE SUMMARY

As part of the Government of Sierra Leone's (GoSL's) effort to promote good governance in the management of the public service, the Ministry of Gender and Children's Affairs requested for the conduct of a Management and Functional Review. The objective of the Review was to put into effect the presidential directive for the gender and children's affairs functions to be severed from the erstwhile Ministry of Social Welfare, Gender and Children's Affairs. This presidential directive was given in light of the major challenges affecting women and children and the need for a proper structure to be established, which would create a clear alignment of mandate and functions with the Medium Term National Development Plan (MTNDP).

Over the years, the mandate of the Ministry of Gender and Children's Affairs has been merged and delinked depending on the political priorities of Governments. For instance, in the late 'nineties' the Government of Sierra Leone merged the then Ministries of Social Welfare and Gender and Children's Affairs to form a single Ministry. Although the Ministry was required to work as an integrated component, in practice it operated from two perspectives, having different and conflicting functions. This situation was considered inappropriate and did not promote esprit de corps, as assessed by the current political dispensation. Therefore, the presidential directive to separate the Gender and Children's Affairs portfolio from Social Welfare was considered to carry policy and administrative significance.

The 1991 Constitution and a number of laws provide the statutory framework and mandate for the Ministry of Gender and Children's Affairs (modified after the separation). Some of the laws are over sixty years old and some provisions in these laws are obsolete and need review to meet the present day needs of the new establishment.

Though the mandate of the Ministry of Gender and Children's Affairs has a clear policy and operational directives, it was observed that it overlaps with a number of other Ministries, Agencies, Commissions and the Local Councils and these overlaps need to be clarified among the policy institutions and implementing agencies. However, the mandate relating to women remains valid, as

'women' related issues/gender mainstreaming have not yet reached the level of awareness where it is integrated into the mainstream of institutions. We have however, made recommendations concerning these overlaps.

The present organization structure of the Ministry of Gender and Children's Affairs is considered a temporal arrangement. Its current limitations is that it is dysfunctional and inappropriate to drive the Ministry to the new direction required. The underlying reason for this is that it is a new Ministry and the apparent lack of an effective policy process could lead to weak planning and inability to deliver on its mandate. It is clearly evident that the policy making process is ad hoc, reactive and does not provide direction or support for the senior tier and political leadership of the Ministry. To this end, an appropriate organization structure has been recommended for adoption by the Ministry. The qualities and characteristics of the recommended structure have been outlined and discussed with the top political and administrative echelon of the Ministry.

Given the fact that the Ministry is relatively new, little has been done towards implementing the Government's decentralization policy. The reasons cited are that the current staff strength and structure could not effectively handle policy coordination and oversight functions of programmes, coupled with present budgetary allocations which are grossly inadequate for any meaningful programmes to be carried out at a wider scale.

The Review Team commenced the MFR process with a preliminary consultative meeting held with the leadership including the Minister, senior and Middle Management staff of the Ministry during which presentation was made on the scope, methodology, approaches and resources needed to conduct the MFR. A field exercise was conducted to assess the decentralized institutional infrastructure of the Ministry, and to also have one-on-one interviews with staff in the Regional and District Offices.

Though the MFR process has been a collaborative exercise involving PSRU and HRMO, the full commitment was needed from the leadership of the Ministry. As such, PSRU would like to

commend the leadership commitment exhibited by the Honourable Minister and the Permanent Secretary towards the accomplishment of this MFR. However, all attempts have been made to represent the views expressed during one-on-one interviews and Focus Group Discussion at the Regional and District Level, and responses from questionnaires as accurately as possible.

Feedback from stakeholders suggests that the Ministry needs to work on developing its external relationship management and we recommend the development of a Public Education Outreach Unit whose purpose will be to focused on the dissemination of information related to the programmes of the Ministry.

1. INTRODUCTION

The Government of Sierra Leone is pursuing a comprehensive public sector reform programme geared towards restoring efficiency in the public service and increasing its capacity for improved service delivery to women and children at the national level. One of the objectives of the reform, which has led to the creation of the Ministry of Gender and Children's Affairs, was to have a front line service delivery and dedicated institution charged with the responsibility to properly align gender and child promotion and protection policies with the national development plan. Therefore, this Management and Functional Review (MFR) conducted by the PSRU has served as entry point in achieving institutional and structural alignment with the Medium Term National Development Plan (MTNDP).

Three previous reviews have been conducted in relation to the Ministry of Gender and Children's Affairs (MGCA); the first two reviews were conducted on the erstwhile Ministry of Gender and Children's Affairs in 2006, and a third, when it was merged as the Ministry of Social Welfare, Gender and Children's Affairs in 2007. All three reviews recommended a de-merged structure and provided templates for the organizational structure and workflow. While recommendations on the overall structure of the merged Ministry were quickly implemented following the Institutional Appraisal, those relating to addressing the fragmentation of functions, unclear role-relations, and HR challenges still persist. To a large extent, the fragmentation and duplication of functions and personnel management highlighted in those previous reports are still present in the new Ministry of Gender and Children's Affairs, and has the potential to impact negatively on its performance.

It is in this respect that PSRU, in collaboration with HRMO and PSC, has undertaken a new review of the Ministry with a view to fast-tracking the implementation of a rational and efficient structure, including a harmonized staffing system equipped enough to implement the mandate of the Ministry. This new review is part of an integrated reform programme initiated by government in the optimization of service delivery on gender and child rights policies. This Report covers the Management and Functional Review (MFR) of the Ministry of Gender and Children's Affairs (MGCA).

2. TERMS OF REFERENCE

The following terms of reference were agreed upon for the MFR:

1. Review and Re-align the Ministry's Mandate with the Medium Term National Development Plan (MTNDP)

Objective: Define and align the mandate and role of the Ministry to ensure that it directly relates to and is consistent with the development objectives of Government, including the consequences of gender and child promotion and protection issues, the devolution plans of the Ministry, budget allocations and its role in the achievement of gender and child promotion and protection policy directives in the MTNDP.

Output: - Defined and reviewed mandate of the Ministry as well as vision and mission statement and functions of the Ministry.

2. Review of Organizational Structure

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

Output: Reviewed and redefined organizational structure setting out functions, responsibilities and priority areas of the Directorates and units within the Ministry.

3. Review of Administrative Procedures

Objective: Review administrative procedures, processes and facilities to determine efficiency and effectiveness in delivering the mandate, Vision and mission of the Ministry.

Output: Recommendations on administrative procedures needed to enhance decision making and service delivery.

4. Existing Staff Inventory and Staff Requirements for the Ministry

Objective: To document existing staff inventory, qualifications and skills, develop selected job descriptions and establish the future staffing requirement with necessary skills to achieve the mandate and perform the functions identified.

Output: Detailed existing staff inventory, job descriptions and detailed staff requirements which can be used for manpower planning.

5. Staff Rationalization

Objective: Determine the “fit” between existing and future staff requirements of the Ministry.

Output: Detailed information on the rationalization of staff to be retained by the Ministry, retired, devolved to Local Government.

6. Communication

Objective: To review the pattern of communications between the Ministry and the public to assess whether their interests are being satisfactorily communicated to the Ministry and whether Ministry’s decisions and policies are being satisfactorily communicated and understood.

Output: Recommendations on improvements in communications.

7. Equipment Estimates.

Objective: To support the Ministry in the preparation of estimates of equipment required to enhance staff performance.

Output: Estimates for effective work performance projected

2.1. Methodology

In undertaking the review, a number of approaches were adopted. These approaches include the following:

Process Consulting Approach

The process consulting approach was adopted to ensure (i) buy-in and (ii) active participation of all senior and junior staff. This approach involved an initial roundtable briefing with senior officers of the Ministry including the Permanent Secretary and Minister. The scope of work and the methodology of the review were discussed during this meeting, and copies of two (2) different Questionnaires were made available to the Ministry for distribution to key informant persons.

Samples of the Questionnaires are attached as Annex 1. Additionally, series of meetings were held at both central and regional levels and individual interviews conducted to ascertain the role and the internal and external relationships of the Ministry, which helped to inform the recommendations. A list of those present during our initial meeting is attached as Annex 2.

Desk Review

The Team reviewed documents and reports provided by the Ministry relating to its current structure and staff strength. The literature review extended to strategic national reports, including annual report on gender and child rights. The team also reviewed similar organizational structure to serve as a benchmark.

3. FINDINGS

3.1. Summary of Findings

The findings of the Management and Functional Review is summarized here with recommendations. It worth noting that the ability to implement the mandate of the Ministry is largely dependent on its capacity to conduct effective coordination of stakeholder's engagement, and foster compliance of all gender and child related policies. At the same time, the capacity of the Ministry to perform its mandated functions will also depend on the number of staff available and their possession of requisite skills and knowledge on gender and child promotion and protection policies. Looking at the mandate of the Ministry at the moment and with the separation from the Social Welfare Ministry, it has been left with fewer staff with the technical capacity to coordinate gender and child policies matters at national level. So far, the findings and recommendations are thematically summarized below:

3.1.1 Operational Functions of the Ministry

The review revealed a number of challenges that affect the efficiency and productivity in the performance of the staff roles and responsibilities. It emerged from interviews conducted with staff at the headquarters and the regional offices that staff are overwhelmed with plethora of gender and child related issues that are reported on daily basis. Implicitly, the Ministry is short-staffed and has limited resources to effectively provide coordination at central, regional and district level. As a result, the few staff on the field are challenged to perform their day-to-day roles and responsibilities.

It is therefore the case that, the expectation of high impact functions with limited resources from the central government continues to increase the challenges on Sexual and Gender Based Violence (SGBV) and child promotion and protection issues in the country.

Recommendations: The review team would like to recommend that the Ministry of Gender and Children's Affairs seek Concurrence from the Ministry Finance and an Executive Clearance for the appointment of staff for the regional offices. This is in view of the reality that the Ministry is grossly understaffed and do not have adequate competent staff to implement its mandate. The team is of the view that the Ministry would be able to achieve its mandate if it has the required number of staff with the requisite competencies/skills in gender and child-related issues.

3.1.2 Human Resource Management

The human resource management function is largely undervalued in the Ministry especially at the regional and district levels. Presently, HR functions are only limited at the central level, which makes it challenging for staff at the regional offices to proceed on annual leave and enjoy other HR benefits. There is an urgent need therefore to develop a more pro-active and decentralized HR strategy that is geared towards improve HR management in the regional and district offices of the Ministry.

Recommendations:

We therefore recommend Human Resource Assistants are recruited and posted to all the regions and district to carry out HR related functions/tasks. By doing so, the issues with HR management in these areas would be eased.

3.1.3 Training and Development

Responses from questionnaires submitted by staff indicated that training have been lacking in the Ministry. It was revealed that some staff did not receive a formal induction training. Their skills had to be developed by pairing them with other experienced workers in the Ministry for coaching.

Recommendation: We **recommend** that the Ministry prepares capacity building plan geared towards improving their capacity on gender and child promotion and protection. The document should be developed by multiple stakeholders to serve as a tool for future training plan which would also help to inform resource mobilization strategy. The training plan should be hived from job descriptions and required skills or competencies of positions.

3.1.4. Financial Resources

According to the financial document review by the Team, the Ministry is challenged by limited financial resources allocated by the Ministry of Finance. At the time when gender based violence and child abuse have become so alarming, the Ministry should be adequately resourced to effectively perform its mandate. The impact of limited resource can be seen in the overall lack of human and material resources to coordinate programmes at national level.

Recommendations: We therefore, **recommend** that the Ministry engage with the Ministry of Finance for an increase in financial allocation. The meeting should also include discussions on the early disbursement of fund to enable the Ministry implement its activities. We also **recommend** that the Ministry engage development partners to solicit complimentary support rather than absolute dependent on allocation from Government.

3.1.5. Records Management System

The review observed that records in the Ministry are not properly managed. Archival records are not easily accessible which most often lead to frustration and misinformation. The Review Team noticed that the absence of a Records Management Unit and competent personnel could be the reason for the poor records management in the Ministry. There is therefore need for this issue to be addressed with the creation of a records management unit within the Ministry and the recruitment of competent personnel to manage the unit.

Recommendations: We therefore, **recommend** that the Ministry create a records management unit with a dedicated officer assigned to it. We also **recommend** that the Records Management Officers are recruited and given adequate training and have manuals developed on procedures, policies, and practices for effective records management. In line with this recommendation, we also recommend that the training programme integrate paper and electronic information that provides reliable and verifiable records management framework.

3.1.6 Communications and Information Sharing

There is a need to improve on the image of the Ministry, through public education. It emerged from some of the interviews conducted at the central and regional levels that little or nothing is known about gender safeguard and child promotion and protection. Even with the so many enacted laws and policies on gender and child rights, the general public knows little or nothing about them. It was observed that the absence of an Information Officer with the requisite expertise to enhance the image and visibility of the Ministry could be reason for the issue highlighted above.

Recommendations: The Review Team therefore **recommend** that the Ministry develop a comprehensive Communication Strategy that will express the policy guidelines for communications and related outreach activities; including what the Ministry wishes to share with other MDAs and the general public. This strategy once developed should be reviewed and updated annually as and when necessary to contest with emerging issues. We also **recommend** that the Ministry enhance its internal communication strategy to ease the flow of information. The review team is of the view

that effective internal communication will enhance institutional productivity. We further **recommend** that the Ministry embark on effective public education and information sharing campaign across the country to inform citizens, especially women and children of their rights and responsibility with respect to gender and child rights policies.

3.1.7 Overlaps and Duplication of Functions

The Team observed that Commitment to coordinate with other sector institutions exists, but duplication of key functions by other MDAs was identified as an issue that could impact the work of the Ministry. The review team also noted that gender and child rights functions are performed by other established institutions like the family support unit (FSU) and Local Council under the Local Government Act. It is equally important to note that the relationship between the Ministry and other sectoral players like the Ministry of Social Welfare, which is a critical player, is not clearly defined. As such, the vision and mission of the Ministry and how it collaborate with other sister institutions on gender and child issues, and vice versa should be clearly defined.

Recommendations: To address these challenges, we strongly **recommend** that the Ministry develop a clear mission and vision statements specific to its mandate in order to address any potential or existing functional overlap between the Ministry and other sector institutions of Government. To implement this recommendation, we further **recommend** for the establishment of a sector stakeholders' engagement Committee at policy coordination level.

3.1.8 Stakeholders Engagement and Coordination

Interviews with the staff at central and regional offices of the Ministry revealed that collaborations with MDAs seem to be stagnated at the moment. This is especially for social services officers who have had a blend of functions that cut across social welfare, gender and children. As it was at the time of the review, most could not tell under which of the two Ministries (Social Welfare Ministry and Gender and Children's Affairs Ministry) they were to work and represent in meetings.

Recommendations: In order to address this confusion in term staff placement, we therefore **recommend** that the Ministry together with PSRU, HRMO and PSC conduct staff assessment for proper placement of staff working for both ministries, but with cross cutting functions. The staff assessment will further help for job descriptions to be designed to capture new roles and responsibilities and placement of staff based on their areas of expertise.

4. OVER VIEW OF THE PRESENT ARRANGEMENTS

4.1 Background

The Ministry of Gender and Children’s Affairs has a history of being merged and demerged. In 1972 when the district councils were dissolved, the rural development functions were added to its portfolio and its name was changed to The Ministry of Social Welfare and Rural Development. In the ‘eighties’, the Ministry was stripped of its rural development functions and its remit focused only on Social Welfare Issues. Then in the late ‘nineties’, the Ministry of Gender and Children’s Affairs was merged with the Ministry of Social Welfare to form what was known as the Ministry of Social Welfare, Gender and Children’s Affairs. However, the structures of the merged institutions then remained the same as they operated from different locations but under one Minister.

In November, 2019, a separate ministry of gender and children’s affairs was created through a presidential directive with new mandate carved out that is focused on promoting gender and children’s affairs. The establishment of the new Ministry of Gender and Children’s Affairs provided the much needed reason for the conduct of the management and functional review. This review is meant to align the mandate of the newly created ministry in line with the Presidential directive and the Medium Term National Development Plan (MTNDP).

4.2 Statutory Framework

The 1991 Constitution and a number of diverse laws and regulations provide the regulatory framework for the Ministry Gender and Children’s Affairs. These are listed below:

- CAP 44 of the Laws of Sierra Leone -Children and Young Persons Ordinance (31st December, 1945)
- The Anti- Human Trafficking ACT 2005
- Policy on Child Well-being (May2006)(draft)
- The Local Government Act 2004
- The Adoption Act 1989
- Convention on the Rights of Children [CRC](Ratified but not part of the Laws of Sierra Leone)
- Convention on the Elimination of all forms of Discrimination against Women. [CEDAW](Ratified but not part of the Laws of Sierra Leone)
- National Policy on Gender Mainstreaming

Some of these laws are over sixty (60) years, while others have been ratified and are yet to be made part of the laws of Sierra Leone.

4.3 Mandate

The Ministry's mandate as expressed in January 2020 is as follows:

- Lead the development, implementation and monitoring of the policy and legal framework for issues relating to women and to children below 18 years of age;
- Lead on development and monitoring of policies related to Gender and Children issues;
- Take necessary action to achieve full participation of women in development;
- Address issues of violence against women and children;
- Liaise with development agencies and NGOs addressing the needs of Women and Children;
- Collaborate with relevant Ministries, Departments and Agencies working on Gender and Children issues;
- Mobilization of resources in support of Gender and Children related projects;

- Ensure a Gender and Children responsive national development framework.

The mandate outlined above in some ways overlaps with a number of Ministries, Agencies, Commissions and the Local Councils. However, the mandate relating to women remains valid, as women issues have not yet reached the level of awareness where it is integrated into the mainstream of each MDA.

4.4 Vision and Mission Statement

The Ministry has not articulated any vision and mission statement yet.

5. SITUATION ANALYSIS

5.1 Concerns and Issues

The issue of gender inequality is embedded in patriarchy as a system that accords more powers to men than women. Thus, boys are attributed more values than girls. This is evident in different overarching issues, including poverty, which is felt more acutely by women than men; lack of institutionalization of gender policies, accompanied by unequal participation of men and women in all social, cultural, economic and political spheres; unequal access to services.

Since early 2000, a number of important pieces of legislation have been passed in Sierra Leone as part of the post war reconstruction agenda. Beginning with the rights of women, the three gender acts in 2005 domesticated the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) commitments and criminalised rape. The youth act in 2003 sought to mainstream youth issues into the national development and post-conflict agenda. Specifically for children, the Child Rights Act, the Anti-trafficking Act, and the Sexual Offenses Act were passed to protect children from various forms of violence. These Acts have put into place a number of different structures by which the Government of Sierra Leone (GOSL) pursues its child protection mandate, which it has signed on to through ratification of international instruments such as the Convention on the Rights of the Child (CRC) and Convention on the Worst Forms of Child Labour.

An important document on violence against women commissioned by the Overseas Development Institute examines the forms of redress for women subjected to violence in Sierra Leone. It highlights the challenges and difficulties in the justice sector value chain for women, and implies that children face similar, if not more difficult obstacles in pursuing redress after being subjected to violence.

A combination of poverty, culture, and limited governmental capacity will continue to undermine child rights in Sierra Leone and provide the space for the worst forms of violence against children and women.

Sierra Leone has shown its commitment in addressing gender inequality and child rights matters by ratifying international instruments including the Convention on the Elimination of all Forms of discrimination against Women (CEDAW), the Millennium Development Goals (MDGs), the 1995 Beijing Platform for Action.

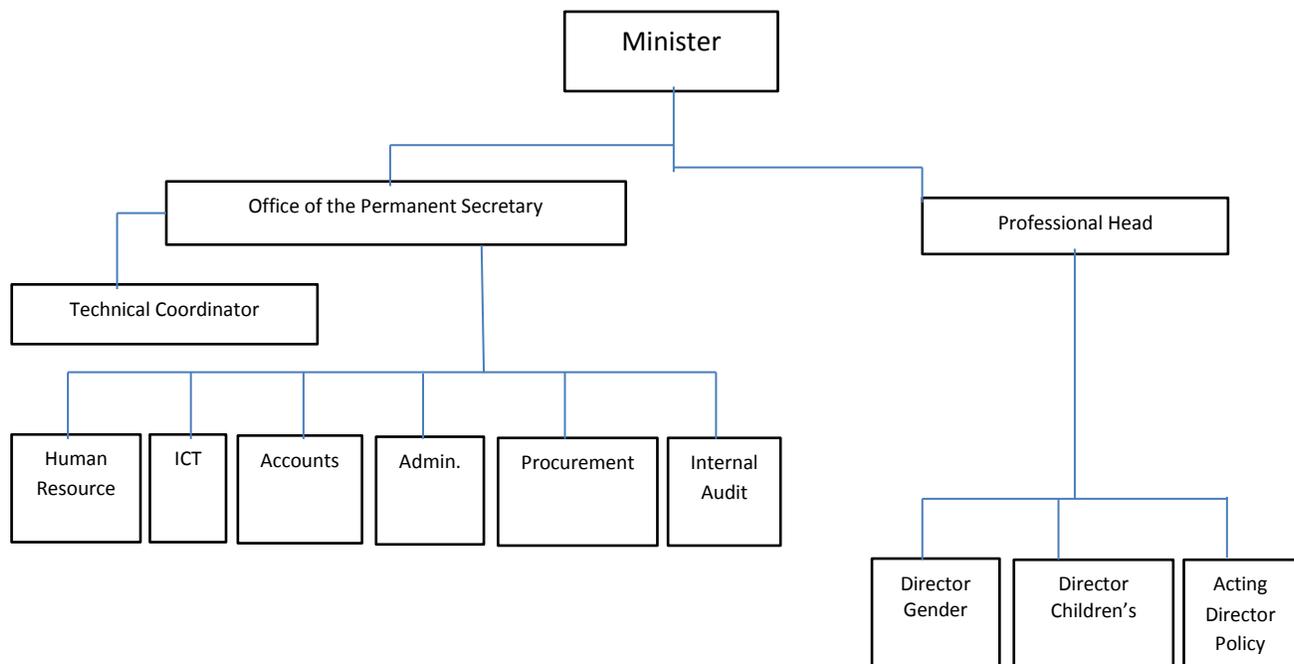
However, gender violence and inequalities and child rights violence are still existing in the various development sectors. Though several policies and steps have been taken by past governments and even now robustly initiated by the present government, challenges still persist.

6. CURENT ORGANISATIONAL STRUCTURE AND ARRANGEMENTS

As mentioned in **previous paragraphs** the Ministry has recently been delinked from the social welfare ministry into the newly established gender and children's affairs focused ministry with specific mandate on gender and children's affairs. This separation has affected its structure and scope of coverage which provoked the need for management and functional review of the new gender and children's affairs ministry. However it is observed that the desire to demerge the social welfare component from gender and children's affairs has been successful so far though it has in a way distorted the structure and left staff confused, especially at regional level on their actual chain of command and scope of function.

The Ministry's structure is headed by a Minister who is the political head, the Permanent Secretary (PS) as the Administrative head of the Ministry and Principal Adviser to the Minister on administrative and policy matters, the Chief Gender and Children's Affairs Officers who advises the Minister and Permanent Secretary on all matters related to gender and children's affairs. The Chief Gender and Children's Affairs Officer, who is the Professional Head of the Ministry, is supported by two Directors: Director of Gender and Director of Children's Affairs. See figure one for the existing organizational structure.

Figure 1. Current Organizational Structure of the Ministry



Within the current structure of the Ministry, There are five distinct focus all under specific Directorates as follows:-

- Child Justice/Probation
- Family casework
- Child Protection
- Planning
- Gender

Their functions are described below:

Probation Division

This division is responsible for:-

- Investigation of Children in conflict with the law
- Attend Court sittings and Mitigate on behalf of Children
- Fostering and Adoption
- Family Tracing
- Abandoned children
- Destitute
- Secure place for children

Family Casework Division

- Custody of Children whose parents have problems
- Mediation between families
- Counseling
- Maintenance support for children and wives
- Gratuity payments to children of deceased public service employees
- Trustee for minors
- Home visits

Child Protection Division

- Tracing for lost Children
- Reunification of children with their parents
- Provision of Transit Homes for lost Children
- Child Protection

Planning Division

- Lead preparation of the Budget for the Ministry
- Formulate Project proposals
- Coordinate Training
- Coordinate activities on gender and children's affairs
- Monitoring and Evaluation
- Management of Documentation Centre
- Coordinate activities of Audio Visual unit in the Ministry

Gender Division

- Gender Mainstreaming
- Gender Issues and Trends
- Violence Against Women
- Discriminatory Attitudes
- Differences in Legal Status and Entitlements
- Gender Division of Labour within the Economy
- Inequalities in the Domestic Unpaid Sector
- Inequalities within Households
- Inequalities in Political power
- Sensitization on Gender Issues
- Use opportunistic events to mobilize and pass on Gender information.
- Advocacy

6.1. Working Arrangements

Generally the standards of office accommodation of the Ministry at the Headquarters level and in the regions under the present structure and circumstance cannot conveniently accommodate the current and future staff strength of the Ministry.

Again, staff in regions and district continue to operate two distinct parallel systems though there is already a demerge of the two ministries. This is evident from the fact that Deputy Directors in the regions continue to carry functional titles (Deputy Director of Social Welfare Gender and Children's Affairs) that combine the functions of the two ministries. This distortion is also evident with staff devolved to councils and non-devolved staff in the regions.

6.1.1. Proposed Organisational Structure

The proposed organizational structure based on the Ministry's mandate, which can be seen in figure 1. Figure 1 and 2 give a clear description of the Ministry's past and future arrangement.

6.1.2. Career Progression

The proposed organizational structure creates career progress for staff as opposed to the current one which does not provide for a clear career progression of staff. For example, the structure of the Chief Gender and Children's Affairs cadre now consists of a Deputy Chief supported by Directors. Given the fact the Chief Gender and Children's Affairs Officer is already on grade 13, we propose that the Deputy Chief Gender and Children's Affairs Officer be placed on grade 12.

6.1.3. Organisational Structure to Enhance Performance

The proposed organizational structure recommends the creation of three (3) directorates and six (6) units to be headed by staff who are responsible for its performance in key result areas. The creation of directorates and units will enhance the level of accountability as the Chief Gender and Children's Affairs Officer alone cannot be held accountable for the performance of directorates, units and the Ministry as a whole.

Similarly, it gives a clear picture of the number, skills mix, tools, equipment etc needed for effective operation of each directorate and unit. This will help in determining the overall staffing requirements of the Ministry.

6.1.4. Committees for Procurement and Budget

The Budget and Procurement Acts make provision for the establishment of Budget and Procurement Committee respectively in MDAs. The essence of these provisions is to promote transparency and accountability in MDAs. However, it was observed by the Team that there are Committees on Budget and Procurement in place as required by Part 111 Sections 18 and 19 of the Procurement Act 2004 and the Budget and Accountability Act of 2005 section 20 (2) respectively. The team further encourage the Ministry to strengthen these Committees as part of the systems and processes strategy.

6.1.5. Decentralization

The Government policy on Decentralization has not been fully implemented by the Ministry. Though efforts have been made over years to devolve the function of the Ministry, challenges continue to persist in achieving that. Presently, there is nothing to show that the decentralization and devolution policy of Government is being implemented. The Offices in the regions have been deprived of budgetary allocations for the past few years to support programmes at regional and district level. The limited funds received by the Ministry are mainly spent on recurrent expenditure at central level.

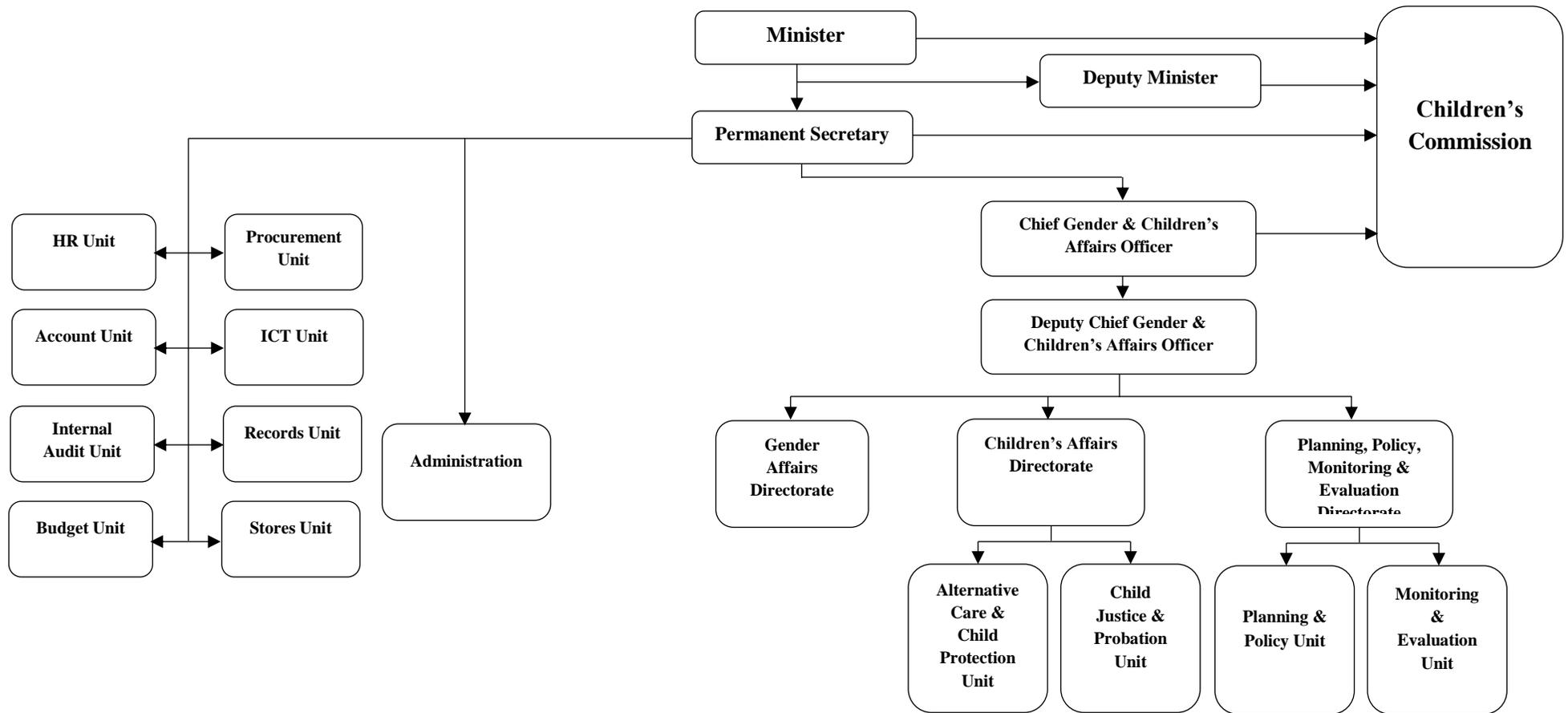
Outside of Freetown, there are sixteen (16) District Offices which represent the Ministry at the devolved level. As part of the on-going decentralization process the Ministry of Gender and Children's Affairs is undertaking the following activities at regional and district level;

- Raise awareness/recognition of the gender gap and take positive steps to narrow gender disparities, child abuse, violence against women, and marginalization in the society
- Probation
- Gender issues
- Family Case work

- Collaborate with the MoHS to address the issue of maternal mortality and to prepare and maintain statistical data on children, gender, and other reproductive health activities.

Moreover, the above functional activities have been heightened through the establishment of makeshift centres called 'One Stop Centres' in five districts. These centres are temporal establishment to respond to the alarming rate of sexual abuse and gender based violence in the country.

Figure 2. Basic structure of the Proposed Organogram of the Ministry of Gender and Children's Affairs



6.1.6. Remand Homes and Approved School Facilities

The review team made an unannounced visit at the remand homes in Bo and Freetown. It was discovered that children under the age of 17yrs are held in a dark, unmaintained detention facility with poor sanitation facilities and too few mattresses. It was also observed that the remand homes are massively under-funded, and staff members stated that they lack the resources to refurbish the facility. The absence of medical care at remand homes, as observed by the review team has already placed children that are supposed to be rehabilitated on condemned list.

The review team observed that the conditions in the Bo and Freetown Remand Homes clearly violate the Standard Minimum Rules for the Treatment of Prisoners (Nelson Mandela Rules), the United Nations Standard Minimum Rules for the Administration of Juvenile Justice (Beijing Rules), the United Nation Rules for the Treatment of Women Prisoners and Non-Custodial Measures for Women Offenders (Bangkok Rules) as well as procedures for child protection outlined in Sierra Leone's 2007 Child Rights Act and the Children and Young Persons Act of 945.

In addition to the functions listed above the assessment indicated that based on the mandate of the Ministry and its scope the following facilities should be the principal responsibility of the Ministry of Gender and Children's Affairs with support and collaboration with the Ministry of Social Welfare Ministry and other key partners:

- **A Remand Home in Freetown**

This is a transit point for juveniles having problems with the law who are awaiting judgment from the juvenile courts.

- **A Remand Home in Bo**

This serves as a transit point for juveniles having problems with the law who are awaiting judgment from the juvenile courts

- **An Approved School**

This is a correctional facility for children who have passed through the juvenile courts and have been handed over to MoGCA for rehabilitation and integration into the society. MoGCA provides management support and maintenance of the facilities. However this facility is in a very deplorable state and has in the past been encroached upon by illegal builders and squatters.

6.1.7. Records Management

Records Management on the whole is very poor at the central, regional and district levels. There is no documentation centre at the Ministry where files are kept to make retrieval easy. Even after the separation of the ministry from social welfare, the status quo remains.

6.1.8. Human Resource Management

An assessment of the status of the Human Resource Management function by the MFR Team in the Ministry shows that it is very weak or appears not to exist and in no manner reflects any form of best practice. As a result of this situation, a lot of human resource management activities have not been carried out. For instance, a comprehensive staff list containing current staff strength could not be produced by the HR unit. It is therefore challenging to give an accurate data showing geographical distribution of staff at central, regional and district levels.

Again it appears that the working environment according to staff at central and regional level is not at its relative best. The working situation in the regions and district is poor. Staff commented to the team that “staff relationships existing at the Ministry is very peculiar” and ‘there are a lot of problems’. Their unhappiness relate to poor conditions of service and most did not see any future with the Ministry in terms of career progression and remuneration.

6.1.9. Succession Plan

It was observed that most of the senior Professional staff in the Ministry were close to retirement. The situation is alarming as there are no successors in place to take over when these officers would have retired. This is also reinforced by the fact that the newly demerged Ministry has not been able to develop a comprehensive data of its total staff strength. This is a critical function of human resource management unit which needs to be rectified.

6.2.0. Scheme of Service

The MFR Team learned that the Ministry has no Scheme of Service at the time of the visit. The MFR Team further learned that the absence of a scheme of service was as a result of the recent establishment of the new gender and children's affairs ministry, which is yet to be structurally aligned to its mandate and specific functions.

6.2.1. Designation

At the time of the review, it was noted that the Ministry is divided into two Divisions with four (4) units. Since these departments are spread all over the country, with staff performing dual functions specific to two different ministries (Ministry of Social Welfare and Ministry of Gender and Children's Affairs) it was difficult to ascertain their staffing levels i.e. the number of staff each department contains. However, the units which appear most effective and upon which the Ministry evolve are:

- ✓ Case work,
- ✓ Probation and
- ✓ Child protection
- ✓ Gender Affairs.

The remaining functions appear to lack focus, direction and drive.

At the Provincial level, the functions are integrated and are performed either by senior social services officers or social services officers.

However, the designation of the senior staff of the Ministry, especially those of the Gender Affairs and Child Protection Divisions are not clear. The designations are confusing and create difficulties. It would be most appropriate to streamline the designation of positions in the Ministry to stem this confusion. In order to avoid this confusion, the title of positions related to the ministry should be specific to its mandate.

6.2.2. Staff Performance Appraisal

The MFR Team was informed that staff performance appraisal has not been carried out since the establishment of the Ministry. According to the staff interviewed, during previous times when appraisals had been carried out they had focused only on output of staff, including attendance to work. The information also obtained by the Review Team revealed that the appraisal process at the Ministry does not facilitate training needs assessment for staff. The merit of the appraisal system for staff of the Ministry was not easily discernable to the MFR Team as the attitude to it was lukewarm in nature. This is indicative of the fact that staff have not been able to appreciate the merit of the appraisal system.

6.2.3. Promotion

From the analysis of questionnaires received from the ministry, it was observed that promotion for staff before and after the demerger of the Ministry has not been forthcoming. For over five years now, staff in the Ministry have been stagnated in one position without promotion. Furthermore in cases where staff members have acquired relevant qualifications no consideration has been given to either promote or upgrade them to a higher post. This is demotivating for all the officers who have served the Civil Service for long and have endeavor to acquire higher qualification to enhance their competencies.

6.2.4. Training

The Ministry has no formal planned training programme. There are no capacity building programmes for staff although at the time of the MFR Team's visit there was an on-going on-the-job training in the Ministry at regional level for the 'One stop Centre officers'.

The MFR Team was informed that the Ministry has no career development plans for staff. Some staff members are referred to as 'social workers', but have no relevant qualifications and do not fulfill the requirements for appointment based on the expected outputs of the current social workers. It is noted that the National Training Centre located in Bo has not been used for the training of social workers for many years even though it was built for that purpose.

6.2.5. Staff Qualifications

At the time of the review, it was challenging to develop a comprehensive list of staff data containing qualifications. Therefore, the team could not provide a clear analysis of staff capacity within the various divisions based on qualifications. The situation stated suggests that the Ministry is severely handicapped in determining the fundamental aspects of HR planning and the basic capacity to rebuild itself from within.

6.2.6. Equipment/Logistics

The Ministry has a number of vehicles and office equipment throughout the country but these are not enough to enable staff to carry out their duties. It is worth noting that most of these equipment/logistics are shared with the Ministry of Social Welfare. Since no formal distribution of equipment/logistics is yet to be done, the Review Team was unable to ascertain which equipment/logistics belong to the Ministry of Gender and Children's Affairs, especially at the regional and district levels.

The present stock of Equipment/Logistics of the Ministry at the Headquarters are provided in the **Table** below.

Table 1 – Vehicles

NO.	VECHICLE NUMBER	VECHICLE NAME	ASSIGNED TO	COMMENT
1	AOK 561	TOYOTA LAND CRUISER	MS. MARIAN GOODIE SOWONIE	TO BE INSPECTED
2	ALI 836	TOYOTA LAND CRUISER	MR. IBRAHIM KAMARA	TO BE INSPECTED
3	AQA 905	TOYOTA LAND CRUISER	MRS. ZAINAB BUYA KAMARA	TO BE INSPECTED
4	AKS 046	TOYOTA HILUX	DIR. CHARLES B. VANDY	TO BE INSPECTED
5	AKV 894	PRADO	CHIEF JOSEPH S. SINNAH	TO BE INSPECTED
6	ALD 367	PRADO	DIR. JOYCE KAMARA	TO BE INSPECTED
7	AIY 378	TOYOTA LAND CRUISER	MRS. RAMATU KAMARA	TO BE INSPECTED
8	MOGCA	LAND CRUISER V8.	MINISTER	NEW

Table 2c – Computers and Office Equipment

Description of Item	Location of item	Serial No.	Status
HP Color Laser Jet CM6040f MFP	AMDIN (Conference Room)	JPDTCC90PF	V
HP Laser Jet pro MFP M130nw	Permanent Secretary's Secretary	VNFYC27270	
HP Color Laser Jet pro MFP M477fnw	Chief Social Service Officer	VNB8jC63XD	
HP LaserJet pro MFP M130a	Director	VNF3Y24813	
Hp Color Laser Jet pro MFP m477fnw	Chief Social Service Officer	VNB8jC6436	
Hp Laser Jet P3015	Senior Social Service Office	VNF8H5Y3R6	

Canon image Runner 2420	Senior Social Service Office	(21)PHW74370
Hp p2035	Executive Secretary	VNC4C35273
Hp Laser Jet pro MFP M130nw	Accountant	VNCFYC24529
HP Laser Jet m1522nf	Children department	CNCT827HK4
HP Color Laser Jet pro MFP M282fdn	Children department	vnbnl4f24n

It is observable from **Table 2** that the Ministry was seriously challenged with equipment which has led to staff not able to perform tasks assigned to them effectively and efficiently.

6.2.7. Communication with Stakeholders or the Public

The Ministry relies on sector committee meetings to communicate to its partners and stakeholders. This is done through regular workshops and meetings. It also uses the media both electronic and print for awareness raising and advocacy.

The Ministry has established good relationship with the Police, health sector, judiciary and other key partners in providing quick response to gender based violence and child abuse. 'One stop centres' have been established in five district and senior officers coordinate centres.

The MFR Team was told that the Ministry does not perform some of its core functions. For example the Ministry does not appear to have developed policies strategy to establish more remand homes and reform facilities country-wide especially to deal with juvenile offenders and other child protection issues.

The MFR team was also told by women's groups that the Ministry at District level has very little to offer them. The relationship with these groups is not cordial. This is because there are no mechanisms or facilities in place at regional offices or nearby for structured and regular consultations between women's groups and the Ministry; hence there is no motivation for these women's groups to attend meetings.

Again there is limited demonstrable attention to women's issues especially in providing tangible services to women's groups.

The Gender Desk officers are not at post in all the offices and members of most women's groups are not aware of the gender policy.

In all the meetings attended by the MFR Team, representatives expressed the following concerns which are summarised below:

- The continued absence of the gender focal points from the regional offices
- The low level of awareness of the gender policy among members of women's groups
- The limited knowledge of the Ministry's activities among women's groups
- The inability of the Ministry to perform certain key functions which seem to have been taken over by other institutions such as the FSU and other organisations
- The evident disconnect between the elite women's groups and grassroots women.

7. ANALYSIS AND RECOMMENDATIONS

The Ministry of Gender and Children's Affairs has undergone many changes in the past years and many people and institutions that the MFR Team spoke to during this review period support a transformation or a major reformation of the Ministry in order to enable it perform the functions as mandated. It is against this background that we have analyzed the mandate and structure of the Ministry and comment on its working arrangements, staffing levels and other administrative and policy issues that are relevant to this assignment.

This report therefore takes into account the decentralization and devolution policy of the Government and how the different policies affect the Ministry's operation at national level. In addition to this, the Report also focuses on the quest for total integration of gender mainstreaming policy into the institutional management of every government institutions.

It is however, our expectations that the recommendations in this report will bring about major changes in the way that MGCA functions so that its impact would be felt, appreciated and supported by all its stakeholders and partners alike.

7.1. Statutory Framework

With the exception of the 1991 Sierra Leonean Constitution, MoGCA relies mainly on Cap 44 of the Laws of Sierra Leone which deals with “Children and Young Persons”. Some of the provisions in CAP 44 are out of date. Present day developments and practices within the West African sub-region in particular and the world in general require that the obsolete provisions in CAP 44 are reviewed to bring them in line with internationally acceptable standards. In line with this thinking the MFR Team noted that the Ministry already has a number of policies on “Child Well-being” and ‘Gender mainstreaming’ in the offing. Already the Act on “Child Well-Being” attempts to review some of the obsolete provisions of CAP 44 and bring them in line with modern and international standards. However, the MFR Team believes that the review of obsolete laws and regulations by the Ministry should not be carried out in isolation. It should be done in its totality or should be all embracing. Hence all the laws and regulations that are inhibitions to the progress of the Ministry should therefore be reviewed accordingly and immediately.

We recommend most urgently that all the obsolete laws, regulations and conventions be reviewed, updated and made relevant to the needs of the Ministry and its Divisions.

7.1.1. Mandate

The Ministry’s mandate presented to the Review Team overlaps with a number of Ministries, Agencies, Commissions and the Local Councils. These overlaps need to be streamlined to avoid unnecessary duplication of effort, waste of time and scarce resource and confusion over the right location of the function. However, the mandate relating to women remains valid, as women issues have not yet reached the level of awareness where it is integrated into the mainstream of each

MDA. It was observed efforts are being made to devolve some of the functions of the Ministry to the local councils.

From the foregoing therefore, **we recommend** that the overlaps between the Ministry and the other Ministries, Agencies, Commissions and the Local Councils be clearly defined and collaboration at policy coordination and implementation level strengthened.

7.1.2 Vision and Mission

The Ministry has not articulated any vision and mission statement yet.

We therefore recommend that the Ministry develops and crafts vision and mission, which will help guide the development of a strategic plan that would be relevant to its needs now and in the next five years. The MFR Team is available to assist the Ministry during the design stage of the strategic plan.

7.2. Functions

7.2.1. Structures of the Ministry at Central level

The current split (real) in between the two ministries (ministry of social welfare and ministry of gender and children's affairs) should be guided by a clear policy coordinating framework in order to avoid confusion in intervention at ministerial and donor levels. Given the fact that gender and child protection issues are inextricably linked with social and welfare matter, it is the recommendation of the Review Team that whilst the Ministry of Gender and Children's Affairs should be concerned and focused on response to gender and child rights violations, while the Ministry of Social Welfare should be focused on preventive and response but specifically on welfare matters with effective collaboration between the two ministries.

This proposition has a number of advantages over the present situation. Firstly there will be shared responsibility for the success or failure of the two the ministries, when one fails to perform, hence the need for effective collaboration will always be strengthened.

Secondly, the shared corporate culture of policy development to enhance gender and child protection and welfare issues in complimenting the work of each other will be sustained because the two (2) entities will be depend on each other in terms of preventive and response.

We recommend the establishment of joint committees constituted by both ministries with participation of development partners to enhance coordination in terms of preventive and response.

The functions of the Ministry are drawn from the presidential policy directive. As noted in previous sections of this report, most if not all of these functions overlap with at least one or two Government Agencies. Furthermore, the Ministry has a dysfunctional structure, which does not promote harmony in operation between central and regional offices. However, we analysed and reviewed these functions against the allocation of responsibilities as expressed in its mandate. Over and above these functions, we also focused on the new or future functions of the Ministry and how these functions could be performed and/or shared between headquarters and the provinces in the Ministry's efforts at implementing the decentralization or devolution policy of Government.

We also took into consideration Government's policy of one professional and administrative head in a Ministry. This policy applies also to MoGCA.

Furthermore, in suggesting the proposed organizational structure we were guided by the recommended Architecture of Government Review Blueprint which condenses the present system into a realistic number of relevant Directorates. We have also recommended the integration of the "one stop centres" into Regional Offices as a way to heighten response and establish effective link between the central and local government's response to gender violence and child abuse. Given the present situation, the present professional staff could handle some of these recommended

Directorates while those without the requisite expertise within would be filled from outside recruitment sources.

We also found out that 'Disability' has significant welfare component and therefore, it will be appropriate for the policy coordination functions to be transferred to the ministry of social welfare with effective coordination between the two ministries (ministry of social welfare and ministry of gender and children's affairs) especially on matters that concern family case work.

The rationale for these changes is that the proposed structure of the Ministry should encapsulate the new roles and responsibilities that are specifically related to its mandate. These roles among others will include a significant increase in its policy coordination and monitoring. Also interaction with the sixteen (16) District Councils and six (6) Town Councils will demand the time and support of the Ministry. We also note that the change will result to staff rationalization at the Ministry.

7.2.2. Divisions and Unit Structure

Four (4) main units emerged from our analysis. These are Gender unit, Policy unit and Human Resource/Administration and Finance unit and child protection unit. The current structure of these units do not conform to the Architecture of Government's Review Blueprint for the ministry as envisage by the Medium Term National Development Plan (MTNDP).

In order to develop a rationalized and professional structure of the ministry **we recommend** that the Ministry reduce the number of units and move to a

Directorate integrated structure to cover:

1. Directorate of Policy Development and Strategic Planning
2. Directorate of Children's Affairs
3. Directorate of Gender Affairs

This will create effective line of reporting at all levels of operations from central to regional.

These proposed directorates will have the responsibility to articulate the Ministry's policies at central, regional and district levels. They will also have oversight responsibility in the gender and child protection sector and be able to coordinate NGO's and CBO's in implementing their programmes.

The Ministry's function will require the development of information systems both for the Ministry and Local Councils. Data collection systems will also be developed to enhance the Ministry's capability in terms of providing accurate data for analysis on Gender violence and children abuses for effective intervention by government and development partners. This change of focus will demand the highest quality of human resources capable of identifying and designing such system.

We recommend that adequate financial, logistic support and qualified staff should be provided to the Ministry to enable it discharge this function.

7.2.3. Functions at the Provincial/ Regional Level

The implementation of the decentralization policy of the Government has a direct implication for the management of the four (4) Regional Offices of the MoGCA. We investigated the flow of budgetary allocation to these offices and observed that the regional offices operate without support from central office. We also noted the absence of staff to effectively respond to the demand and concerns of citizens at regional and district levels. We concluded from our findings that it will be difficult to effectively manage the regional offices without support from the central office. It was also observed by the team that there is a disconnect between the district staff who are partially devolved to councils and the central office. Though the ministry considers its operations to be present at district level through social services officers, in reality it is not so.

We recommend that the Ministry implement a full devolution of district officers and strengthen its Regional/Provincial offices to oversee the activities country-wide.

With the full devolution of district officers and the integration of the 'one stop centres' at regional level, the performance and functions of regional staff will be enhanced. For instance, the functions of HQ to be performed at the regional offices will be integrated. Professionals will have a mix of duties in their schedule of duties. Furthermore with the devolution of district Officers, functions will be decentralized to Local Councils. Again the condensation of activities at the regional level will result in increased responsibilities for the regional offices as a result of the implementation of the new structure.

In view of these transformations and increased responsibility of the new structure, **we recommend** that the responsibility to implement the mandate of the ministry at the regional level should be assigned to Deputy Directors.

7.2.4. Cross Cutting Functions and Structure

Our analyses of the documents reviewed and discussions held with the ministry of social welfare further revealed that the Ministry is budgeting for functions relating to child criminal justice, bail, and the manning of remand homes that are non-core functions for them but, in fact, core functions of the Ministry of Gender and Children's Affairs. The review team has considered it appropriate to have Remand homes manned by the Ministry of Gender and Children's Affairs, while psycho-social counselling and welfare related supports should be provided by the Ministry of Social Welfare.

Some key cross cutting functions must be spelt in the provision of the respective services by the two ministries. It needs to be mentioned that every public sector organization needs clear and coherent policies to guide decision-making and to facilitate effective planning for the short, medium and long terms. Efficient service delivery also rests on effective planning, and this in turn is dependent on sound, clear policy making. At the time of this review, there was no policy document to address the level of intervention from the two ministries in the operation of remand facilities for children in conflict with the law. At present, decisions on these areas are made on adhoc basis.

This failure of planning weakens the management of MoGCA, and can be ascribed to the fact that the Policy Development and Strategic Planning Directorate once established needs to be strengthened. This is a key Directorate that should be an indispensable component of the Ministry. This Directorate should be responsible for all aspects of planning, monitoring and evaluation of Ministry policies and programmes. In addition, there is a requirement to place planning, monitoring and evaluation in the policy context described above.

We recommend for the establishment of a Policy Development and Strategic Planning Directorate to lead the Ministry in term of budget planning and resource mobilization. This Directorate will also have the responsibility to analyze and advise on policy, planning in line with agreed policies, and collating required information for effective and efficient policy making and planning.

7.2.5. Aligning the Ministry's Function with the MTNDP

The Medium Term National Development Plan has identified a number of key areas requiring sound policy-making and effective planning by MoGCA including priority interventions in areas related to gender based violence, child abuse, gender mainstreaming etc. There is at the moment no organized team within the Ministry to analyze the issues entailed in these areas, suggest alternative interventions or strategies to the political head of the Ministry or carry out in-depth project planning and management for agreed objectives. The existing adhoc approach to doing things can no longer be sustained. Therefore, there is an urgent need to establish this Directorate and have it capacitated within the shortest time possible.

We recommend that an assessment be conducted by the Human Resource Management Office to determine whether expertise could be identified from within before looking outside to fill the post.

Additionally, the absence of a strategic plan makes it challenging for the ministry to have a clear roadmap as to where it stands and where it wishes to be in the in short, mid and long-term

development plan. **We therefore recommend** for development of a strategic plan by the ministry. PSRU stands ready to provide expertise to the design stage of the ministry's strategic plan.

8. INTERNAL AUDIT

We noted that there is no Internal Audit Unit within the Ministry. This situation undermines proper financial management and goes contrary to the GBAA 2005 Section 6 (5)

We recommend that the MoGCA seek assistance from the Ministry of Finance to assign an Internal Auditor in compliance with the requirements of the Government Budgeting and Accountability Act (GBAA) of 2005

9. BUDGET AND PROCUREMENT COMMITTEES

The Ministry has no Budget and Procurement Committees in place to carry out the functions professionally. Also the budget and procurement processes are not transparent as spelt out in the Procurement Act. This situation violates the Government Budget and Accountability Act (GBAA) of 2005 Section 20 (2) and the Procurement Act which require that each Ministry should establish such committees and vest them with the responsibility for budget planning and procurement respectively.

We recommend that a Budget Committee should be established in line with the requirements of the Government Budgeting and Accountability Act (GBAA) of 2005.

We recommend also that the Budget Committee prioritizes the MoGCA budget, in accordance with the Ministry's policies and budgetary estimates developed by the Policy Development and Strategic Planning Directorate.

We further recommend that these important management structures are given the top-level support and endorsement necessary to enable them function effectively and contribute to the running of the Ministry.

10. RESOURCE MOBILIZATION

We observe that there are some functions which the Ministry cannot fully perform due to financial and human resources constraints. These are:

- Gender Mainstreaming
- Coordination of NGO's and Donors addressing the needs of Children and women.
- The Approved School;
- The Remand Homes;
- The National Training Centre in Bo

We recommend that the MoGCA should source for funding for these functions from institutions both internally and externally by preparing technical and financial proposals and marketing them to potential sponsors. The technical and financial proposals should be developed by the Policy Development and Strategic Planning Directorate.

We further recommend that the Ministry put in place measures to develop capacity for outsourcing these functions.

11. STAFFING

The assessment of the status of the human resource function of the ministry shows that it does not function as required due to lack of expertise. A lot of the activities required of the function are not performed professionally and at optimal level.

We recommend that the Ministry should seek assistance from the HRMO to restructure and re-organise the human resource management function.

11.1 Staff Strength

The review team noted that there is understaffing in the Ministry as the current staff data does not reconcile with the existing staff list. Efforts to get this anomaly rectified have not yielded the desired outcome. At the time of the review manpower planning has never been practiced in the Ministry therefore staffing was not linked to planned activity. With the emergence of a proposed structure out of this review, it is our expectation that the human resource requirements will be determined in relationship with the duties to be performed.

We recommend as a matter of urgency that the Ministry should seek assistance from the HRMO to determine the appropriate staffing levels to reflect the accurate staff strength of the Ministry. We also observe that some jobholders have taken on duties that are not their remit and others have been on acting appointments for positions that are required to be filled.

We recommend that the Ministry seeks the assistance of the HRMO to prepare succession plan for the future to avoid the situation where the Ministry will be put in distress as is happening presently.

We noted that the Human Resource office is too weak to look into the various problems associated with human resource management and development.

Given the fact that the Ministry is new, **we recommend** that the Human Resource Management and Development Unit is strengthened to effectively and robustly perform its functions. The HRMO should as the environmental manager for HR processes assist in strengthening and upgrading the Human Resource unit to meet the needs of the Ministry.

11.2 Staff Qualifications

We noted that the professional cadre of the Ministry needs more capacity development trainings in order to be empowered enough develop policies and advice government on matters related to gender equality, gender based violence, child abuse, child protection etc.

This is based on the fact that staff are sufficiently exposed to respond and articulate on matters related to the mandate of the ministry. The situation is compounded by the fact that the Ministry

has no Scheme of Service which would have outlined the various qualifications or experience required for appointments into the ministry as well as outlines the various training programmes required by the staff on both short and long term basis.

We recommend that the Ministry should seek assistance from the HRMO or other partners to introduce staff training in relevant specialized disciplines for those staff members who have the ability.

We **further recommend** that the Ministry should seek the HRMO's assistance in preparing a Scheme of Service that would meet its needs.

We also recommend that the Ministry seeks the assistance of HRMO to develop updated job schedules for the proposed structure to cover all categories of staff members beginning from the top to the junior positions.

We further recommend that the Ministry should seek the HRMO's assistance or any other critical partners in developing training programmes that will serve the immediate and longer-term needs of the Ministry based on training needs identification, assessment and analysis for the various categories of staff.

We noted that the Ministry has a pool of employees whose skills and training are relevant to the Ministry of Gender and Children's Affairs. These staff members are still with the Ministry of Social Welfare.

Given the new role that the Ministry is required to play, **we recommend** that these employees should officially be deployed or transferred to the Ministry of Gender and Children's Affairs where their skills will be relevant.

12 RECORDS AND INFORMATION MANAGEMENT

This component of administration cuts across all divisions, departments and units and is central to the efficient and effective functioning of the MoGCA.

We noted that Records Management in the Ministry on the whole is very poor. There is no documentation centre at the Ministry where files are kept for easy retrieval. The team's initial findings are that there are no records management policy and procedures that link records management and administration.

At present, there is hardly any existing IT capacity in the MoGCA. Computers are limited to few offices especially at regional offices and where they are available, lack of power prevents their effective use. This is more evident in the regional offices of the Ministry.

We recommend that the Registry and Records keeping systems be established with the assistance of PSRU and HRMO.

In view of this development, **we recommend** that the Policy Development and Strategic Planning Directorate liaise with the PSRU and HRMO team and other key players in determining policies on records and information management. This should not be limited only to the initial steps of establishing records management system of the Ministry based on non-automated system but should systematically move towards the establishment of IT- based system or automated system.

13 EQUIPMENT AND MATERIAL RESOURCES

The Ministry is faced with resource constraints in terms of equipment. However most of the equipment available are falling into disrepair because of funding constraints.

We recommend that the Policy Development and Strategic Planning Directorate take a lead with the Budget Committee in prioritizing equipment expenditure in consultation with the other Directorates of the Ministry and the regional offices.

We recommend further that provision for running and repair costs of equipment and vehicles should be placed on priority in the budget line and funds made available for them.

14 COMMUNICATION WITH STAKEHOLDERS OR THE PUBLIC

The assessment of some of the key stakeholders on this issue is generally mixed. While the Ministry is acknowledged as having a good standing with the Police, the MFR team was told by the women's groups in the districts that they feel disenfranchised by the Ministry. There were other indications that the relationship with women and youth groups is not cordial.

It was again reported that the Gender Desk Officers are not at post in all the offices and there is also low level of awareness of the gender policy among members of women's groups

The MFR team were further told that there was a total absence of scheduled meetings between the youth groups and the Ministry and information flow was generally limited.

We recommend that as part of the solution the Ministry should identify some priority areas and a strategy for relationship management of these groups to address some of their concerns. Better communication from the Ministry on decisions taken and policies formulated and are being implemented could avoid the Ministry being accused for actions outside its purview or domain.

We further recommend the establishment of a Communications Unit to deal with issues emanating from the public and other stakeholders. The function of this Unit should include processing and dissemination of policies and other relevant information on the activities of the Ministry.

15 PROPERTY RIGHTS

We wish to put on record that the remand facilities for juvenile offenders are far below the threshold of an average facility to house children. The institution did not present a good sight, bearing in mind its importance for the rehabilitation of juvenile offenders. Notwithstanding our recommendation for outsourcing, the Ministry should seek help from the Ministry of finance and other sectoral partners to restore the premises and make them decent enough to accommodate juveniles.

We recommend that the Ministry seek help from the Ministry of Lands to restore its property rights at Wellington allocated to the Approved School. It should be noted that at the date of issue of this report, Advocaid an NGO has refurbished the remand home in Bo.

Furthermore, we recommend that government and justice sector partner's work together to achieve the following:

- **Treat children in the criminal justice system as children – not adults!** Children in contact with the law need protection and care, separate from adults, and speedy trials are crucial to ensure successful rehabilitation and reintegration.
- **Allocate funding to child justice** – The conditions in the Bo Remand Home, where staff struggles to ensure a safe environment for the detainees, highlights the urgent need for allocating additional resources to child justice to ensure a functional legal system and humane conditions for children in detention.
- **Improve rehabilitation and reintegration services** – Children and young people, who have been in conflict with the law, are often faced with stigma and prejudice when they are released. This makes reintegration difficult and hinders rehabilitation. The Ministry should work with the MBBSE, MoHS, MoSW and other critical sectors to ensure that Education, social welfare provisions, family support and community mediations should be an integral part of the management of juvenile cases.
- **Ensure age is accurately and transparently determined** – Before initial charges are raised and the legal process begins, ensure that an individual's age is accurately determined to the best extent possible. This will help prevent faulty sentencing that is difficult to undo or change later.

16. INSTITUTIONAL ARRANGEMENTS FOR MANAGING CHANGE AND CHANGE PROCESSES

At present there is no apparent Change Management Team and strategy in place at the MoGCA. Given that the Ministry is poised for fundamental changes in its operations and structure **we recommend** that the PS leads a team of reform-minded staff from a range of grades from MoGCA who would oversee all Ministry's changes and performance improvements, including the work on

decentralization. The team should, if possible, receive training in Change Management Techniques and processes. In addition the Public Sector Reform Unit is available to assist Ministry with the implementation proffered recommendations.

Annex 1. Management and Functional Review Questionnaire

QUESTIONNAIRE

Senior Management Officers

The purpose of this questionnaire is to determine the nature of the overall strategy and structure of the MDA to enable the MFR team to identify key issues and determine the approach to further research and interview. Please complete questions as thoroughly as possible. A member of the Review Team will be available to answer questions and assist as necessary. Please use additional paper to provide answers if necessary.

NAME OF MDA:.....

NAME OF POST HOLDER:

DEPT/ UNIT:

JOB TITLE:.....

LOCATION:.....

DATE:

TEL (MOB/LAND):

EMAIL.....

Please answer the following questions as comprehensively as possible. If there is insufficient space to answer fully any question, please record your name and relevant additional comments on the last page or on a separate sheet of paper and attach it with you name and number.

SECTION A: MANDATE, MISSION AND VISION

1. How is your mandate helping to address the current and foreseeable challenges with respect to service delivery?

2. To what extent is your mandate in line with the development priorities of the GoSL?

3. What are the issues and concerns that requires urgent attention with respect to your mandate?

SECTION B: FUNCTIONS

4. Please list the main functions of the department, division or unit within the MDA for which you are responsible. (Add additional sheets if necessary).

- a. _____
- b. _____
- c. _____
- d. _____
- e. _____
- f. _____
- g. _____

5. How is the annual work plan developed and monitored? (Please use additional sheets if necessary)

6. Please state any operational problem(s) encountered in carrying out the functions of your department, division or unit within the MDA.

7. How could procedures, processes and systems be improved upon to address these problems and improve performance and service delivery?

SECTION C: COORDINATION AND INTERNAL RELATIONS

8. Which other departments/divisions/units within the MDA you collaborate with in the performance of your functions?

9. What is/are the difficulties (if any) do you experience (including overlaps or duplications of effort).

10. What can be done to improve areas of collaboration with other departments/divisions/agencies/units:

11. Do you/or your department/agency have regional offices? Yes /No
If yes, please indicate?

12. Please explain your recruitment process.

13. What are the general human resource issues or problems your dept/unit is experiencing? (staff strength, retention, turnover, capacity etc).

14. Do you have grievance reporting Mechanism? If yes/no, please explain.....

Staff Training, Promotion and Career Development

15. What mechanism do you have in place for promotions and career development?

16. Do you have a training and capacity building policy? If yes; please briefly state what the policy says about staff training and capacity development,

17. How do you identify employee training and development needs?

18. Please provide a list of training(s) you or staff within your dept/unit or the institution in the past 3 years

19. How do you appraise the performance of staff?

20. How many people have gone on retirement since the past twelve months? (Aggregate by gender)

21. How many people have been recently promoted in line with your career development plan?

Records Management

22. What system do you have in place for Records' Management?

23. How is this system helping to ensure institutional productivity?

24. What other challenges are you experiencing with respect to Records Management?

25. What do you think should be done to ensure effective Records' Management system contribute to institutional productivity and service delivery?

SECTION F: ICT, AND STAKEHOLDER/CITIZEN ENGAGEMENT

26. Current IT Equipment Capacity in your unit/dept

Essential Equipment		Current Condition				Number Needed
Type	Available	Good	Needs Repair	Obsolete	Not Available	

27. What IT facilities do you need to ensure operational efficiency?

28. Please provide a justification for additional IT facilities?

29. Do you have an effective communication strategy? If yes, please provide...

30. Do you perform oversight function to other Agencies? If yes, explain...

31. Please provide the list of the Agencies under your supervision.....

32. How can communication be improved upon to enhance service delivery?

a. Internally

b. With other MDAs

c. With your key clients/ primary beneficiaries

d. With the general public?

33. How does the public communicate their interest and/or concerns to your MDA?

34. Please state any challenges in your interaction with any of your stakeholders/partners/clients/general public.

35. How can communication be improved upon to enhance service delivery?

e. Internally

f. With other MDAs

g. With your key clients/ primary beneficiaries

h. With the general public

SECTION G: FINANCE, BUDGETING AND PROCUREMENT

36. Please state any sources of revenue generation by your unit/dept

37. Do you set annual revenue target? Yes/no (if yes, please state).

38. If yes, how much have you been able to generate for the past three (3) years?

39. How do you normally account for the revenue generated?

40. Is your Agency/Commission part of the Annual Budgetary process organized by Ministry of Finance? Yes/no

41. If no, explain the budget formulation process including any challenges your unit/dept have experienced in the past?

42. Explain the processes used for procuring goods, equipment, and services in your unit/dept

SECTION H: ACCOMMODATION AND OFFICE SPACE

43. How spacious is the Office?

44. How many officers to an office?

45. What other general issues and challenges with respect to accommodation do you have?

PLEASE PROVIDE ANY ADDITIONAL INFORMATION THAT COULD HELP THE REVIEW TEAM TO UNDERSTAND YOUR MANAGEMENT AND OPERATIONAL FUNCTIONS

Thank you very much for your cooperation

QUESTIONNAIRE

Junior Management Officers

The purpose of this questionnaire is to determine the nature of the overall strategy and structure of the MDA to enable the MFR team to identify key issues and determine the approach to further research and interview. Please complete questions as thoroughly as possible. A member of the Review Team will be available to answer questions and assist as necessary. Please use additional paper to provide answers if necessary.

NAME OF MDA:.....

NAME OF POST HOLDER:

DEPT/ UNIT:

JOB TITLE:.....

LOCATION:.....

DATE:

TEL (MOB/LAND):

EMAIL.....

Please answer the following questions as comprehensively as possible. If there is insufficient space to answer fully any question, please record your name and relevant additional comments on the last page or on a separate sheet of paper and attach it with you name and number.

SECTION A: FUNCTIONS

1. Please state your job description/job roles and responsibilities.

2. Please state any operational problem(s) you often encounter in carrying out the functions of your department, division or unit within the MDA.

3. How could procedures, processes and systems be improved upon to address these problems and improve performance and service delivery?

SECTION B: COORDINATION AND INTERNAL RELATIONS

4. What is/are the difficulties (if any) do you experience (including overlaps or duplications of effort) with other division or units within the MDA.

What can be done to improve areas of collaboration with other departments/divisions/agencies/units:

SECTION C: ORGANISATION/ OPERATIONAL STRUCTURE

5. In terms of supervision, who do you report to?

6. Who report to you? If there is any?

SECTION D: STAFF PROMOTION AND CAREER DEVELOPMENT

7. What are the opportunities offered to you in the past three years?

8. How many trainings have you undergone in the last three years?

9. How were your capacity development needs identified?

10. How was your performance over the year/years appraised?

11. How many years have you spent in your current position?

12. Have you had any promotion since the past five-ten years? If no, please explain...

13. Have you benefited from any grievance reporting mechanism? If yes/no, please explain....

SECTION E: RECORDS MANAGEMENT

14. What system do you have in place for Records' Management?

15. How is this system helping/enhancing your productivity?

16. What other challenges are you experiencing with respect to Records Management?

17. What do you think should be done to ensure effective Records' Management system contribute to institutional productivity and service delivery?

SECTION F: ICT

18. What IT facilities do you need to perform effectively?

19. How effective is your internet connectivity?

SECTION H: ACCOMMODATION AND OFFICE SPACE

20. How spacious is your Office?

21. How many of you to an office?

22. What other general issues and challenges with respect to accommodation do you have?

PLEASE PROVIDE ANY ADDITIONAL INFORMATION THAT COULD HELP THE REVIEW TEAM TO UNDERSTAND YOUR MANAGEMENT AND OPERATIONAL FUNCTIONS

Thank you very much for your cooperation

Annex 2. A series of meetings were held with the following to inform the data gathering:

Organisation	Role	Name
MGCA	Hon Minister	Manty Tarawallie
MGCA	Permanent Secretary	Zainab Buya Kamara
MGCA	Chief Gender and Children Affairs Officer	Joseph Sinnah
	Director Gender Directorate	Charles Vandi
	Acting Director Children's Affairs	Joyce Kamara
	Technical Coordinator	Mary Rogers
	Senior Assistant Secretary	Kadiatu Samai
MSWGCA	Director Commission for People with Disabilities, Directorate of Social Welfare	Francis Kabia
Family Support Unit	Head of Family Support Unit	Fatmata Daboh,
	Operations Director	Mustapha Gogra
	Admin Officer	Lance Tarawally

Annex 3- Data collection mission respondents

Tool	District	Role	Number of participants	
			Female	Male
Semi-Structured Interview- MWSGCA	Bo	Assistant Director		1
	Kenema	Assistant Director	1	
	Western	Assistant Director		1
	Bombali	Social Services Officer Assistant Director	1	1
	Freetown	Director Children's Affairs Deputy Director Acting Director, Policy Development and Strategic Planning Chief Gender and Children Affairs Officer	1 1 1	1 1
Key Informant Interview- Social workers & Probation officer	Bo	Senior Social Services Officer	1	5
		Social Service Worker	1	2
		Social Service Officer Devolved	1	1
		Social Worker Volunteer	1	
		Probation Officer	1	
		Superintendent FSU		
		Supervisor FSU		
	Kenema	Gender and Child Protection Officer	1	
		Senior Social Service Officer- Child Protection		1
		Senior Social Service Officer- Training and Advocacy	1 2	
		Social Service Officer	1	
		Social Worker/Finance Officer	1	1
		Probation Officer		1
		Assistant superintendent FSU Social Worker Volunteer FSU		

	Western	Social Services Officer Senior Social Services Officer- Alternative Care Mediation Officer- volunteer Social Worker- FSU		1 1 1 1
	Bombali	Senior Social Services Officer- Alternative Care Probation Officer Social Worker Social Worker- volunteer	1	1 1 1
Key Informant Interview- CSO/ Government	Bo	Caritas- District Supervisor Caritas- Social Worker		1 2
	Kenema	N/A		
	Western	MBSSE- Assistant Director		1
	Bombali	Ministry of Health- Senior CHO DCI- social worker	1 1 1	1 1 1
Semi-Structured Interview- Local council	Bo	Development and Planning Officer City Council Gender Officer City Council Chief Administrator City Council Chief Administrator District Council Development Planning Officer District Council Gender Officer District Council	1 1 1 1 1	1
	Kenema	Chairman District Council Deputy Mayor City Council	1	1
	Western	Deputy Chief Administrator District Planning Officer Gender Desk Officer	2	1
	Bombali	Chief Administrator Gender Desk Officer	1	1