



The Government of Sierra Leone

PUBLIC SECTOR REFORM UNIT

MANAGEMENT AND FUNCTIONAL REVIEW

OFFICE OF DIASPORA AFFAIRS

FINAL REPORT

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GLOSSARY OF ABBREVIATIONS AND ACRONYMS

APRM	-	African Peer Review Mechanism
DDG	-	Deputy Director General
ECOTECH	-	Economic and Technical Cooperation
GoSL	-	Government of Sierra Leone
HRMO	-	Human Resource Management Office
ITCD	-	Information Technology Communication and Database
IOM	-	International Organization for Migration
JDs	-	Job Descriptions
MDAs	-	Ministries, Departments and Agencies
MFR	-	Management and Functional Reviews
MFAIC	-	Ministry of Foreign Affairs and International Cooperation
MPPA	-	Ministry of Political and Public affairs
ODA	-	Office of Diaspora Affairs
PSC	-	Public Service Commission
PS	-	Permanent Secretary
PSRU	-	Public Sector Reform
PET	-	Public Expenditure Tracking

EXECUTIVE SUMMARY

The Government of the Republic of Sierra Leone through the Ministry of Political and Public Affairs (MPPA) solicited a Management and Functional Review (MFR) of the Office of Diaspora Affairs (ODA), as part of Government's commitment to strengthen institutions and improve on service delivery in Sierra Leone.

This report therefore presents the findings and recommendations deduced from the Management and Functional Review (MFR) conducted on ODA led by the Public Sector Reform Unit in collaboration with the Human Resource Management Office (HRMO). The principal objective of this review has been to identify gaps and challenges, as well as the opportunities to strengthen ODA's functions in terms of clarity of its mandates and relationships with the institution that provides oversight and supervisory role. Part of this review also included helping to gain insight into the administrative and operational functions of ODA, whilst analysing its suitability for delivering its executive mandate with optimum efficiency and effectiveness, should it be aligned with the Ministry of Foreign Affairs and International Cooperation (MFAIC).

The review has also paid attention to operational efficiency and programmatic effectiveness that are inextricably linked to help redirect the functions of ODA within MFAIC. In doing so, PSRU has been able to justify the need for its absorption into the core management and operational functions of the Ministry of Foreign Affairs and International Cooperation, rather than its being an independent institution amidst multiple Government financial priorities and competing resource scarcity. This justification is in line with lessons learned and models of international best practices from other Diaspora institutions in Africa and other parts of the World to recommend the best option to improve on the Sierra Leonean context.

During an inception meeting with ODA, the leadership expressed the willingness and commitment to providing the necessary support to PSRU, to ensure an effective MFR is conducted in compliance with the request made by MPPA and to also discuss some of the prospects and challenges experienced over the years relating to financial and administrative issues. Also, during a group interview with the Permanent Secretary and Director of Public Education at Ministry of Political and Public Affairs, some challenges and technical difficulties were discussed with respect to oversight and supervisory functions of ODA.

The review result shows that the Mandate of the Ministry of Political and Public Affairs (MPPA) is not aligned with the broader mandate and objective outlook of ODA. As such, there has been structural displacement of ODA which has resulted to the lack of the technical capacity to supervise the institution

and contribute in making it effective and efficient in delivery of its mandate. The overarching recommendation calls for the need to realign the mandate and function of ODA to MFAIC.

Likewise, during a group interview with cross-section of senior management staff of MFAIC including the Deputy Director General-Policy (DDG-Policy), several Directors and Senior Officers of the Ministry, it was revealed that there was already an expressed commitment from the leadership of the Ministry to structurally align ODA within MFAIC. The interview result shows that, ODA could be more effective if absorbed as a Directorate for Diaspora Affairs and its mandate realign within the MFAIC.

Summary of Findings

- The review result shows that the mandates of ODA is not in any way in sync with MPPA whose mandate geared towards serving as a bridge between the public and government in promoting democracy and good governance.
- The review result also shows that MPPA lack the technical know-how, capacity and expertise to provide effective oversight and effective supervision to enhance the functions of ODA in promoting Diaspora issues.
- It also emerged in the review that though ODA has many objectives and areas of focus, it has made little progress in addressing critical skills gap in the public sector by bringing Diaspora professionals and experts to deliver results in specific MDAs. Implicitly, ODA could not fully achieved its mandates since its inception in 2008.
- During the review it was revealed that several other institutions also perform similar function(s) to that of ODA inadvertently, as a result duplicate functions performed by ODA.

Summary of Recommendations

- **We recommend** that the Mandate of ODA be realigned within the MFAIC with a view to streamlining its objectives in order to make it more relevant to the development needs of the country and the Sierra Leone Diaspora Communities across the World.
- **We recommend** for the adoption of ODA's activities and programmes that will involve establishing a Directorate for Diaspora Affairs within the Ministry of Foreign Affairs and International Cooperation, which can be cost-effective and to increase the portfolio of the

Ministry. This is also in line with the suggestion of the Office of the President to concurrently address both the vision of the Government and Diaspora issues.

- Base on the facts that ODA would be eventually subsumed into the Ministry of Foreign Affairs and International Cooperation (MFAIC), **we recommend** a review of the job descriptions for each post including the qualification and experience requirements.
- **We recommend the preparation** of a Scheme of Service for the respective positions that would be realigned to ensure upward mobility for staff.
- **We recommend that** former staff of ODA be assessed to determine their suitability for the proposed Directorate of Diaspora Affairs that will be established within MFAIC.
- **We recommend that** MFAIC which will eventually take hold of all ODA's activities and programmes, ensure that all vacancies are filled according to lay down recruitment policy guidelines with a view to ensuring free, fair transparent and competitive process for all Sierra Leoneans.
- **We recommend that** MFAIC conduct a Training Needs Assessment for all incoming staff that are going to be recruited for the Directorate of Diaspora Affairs, so that their felt needs would be incorporated into the training plan and training policy of the Ministry.
- **We recommend** that the restructuring process should be accompanied by the provision of the necessary accommodation facilities, tools and equipment, including transport and communications facilities for field workers deployed in the border post.

SECTION 1

INTRODUCTION AND SITUATION ANALYSIS

1.1 Public Sector Reform Unit (PSRU)

The Public Sector Reform Unit (PSRU) provides leadership, co-ordination and strategic guidance in the design, implementation and monitoring of Public Sector Reform initiatives. Its Mission is to facilitate the creation of a lean, performance-oriented, highly motivated, modern and efficient Public Service that delivers high quality services to the people of Sierra Leone in a timely and cost-effective manner.

PSRU undertakes Management and Functional Reviews (MFRs) as an entry point to identify capacity, systems and process challenges affecting the performance of MDAs. The key objective of the MFRs is to ensure that systems and organizational structures are aligned with the National Development agenda. Since its inception, PSRU has undertaken MFRs for all MDAs, which can be viewed at www.psrugov.sl.

This request from MPPA is expressive of the political commitment of Government to strengthen institutions and improve on service delivery in Sierra Leone. This is also reflective of the significance of ODA to increase its institutional productivity, vis-à-vis its mandate to connect Sierra Leoneans in the Diaspora to the country. The significance of this exercise is being reiterated by His Excellency the President of the Republic of Sierra Leone, during the State Opening of the First Session of the Fifth Parliament of the Second Republic of Sierra Leone, where the President promised to review the mandate of the Office of Diaspora and assess its validity.

1.2 Situational Analysis

While the past government acknowledged the significance of Diaspora engagement, established the Office of Diaspora Affairs in 2008 within the Office of the President. The review revealed that ODA lack the capacity to implement its mandate on a much meaningful scale. It also explains the gap between a limited mandate and vision, which was echoed during our interviews with some government officials, as less ambitious as compared to other Diaspora Offices across Africa. The problems of inadequate resources and technical expertise to actually manned the affairs of ODA have overshadowed its existence.

From the review conducted it was revealed that some MDAs with direct relationship with Diaspora issues attest to the facts that the current situation is untenable and needs to be modified if ODA is to

achieve the objectives for which it was created. Financial support from Government is far short of what the ODA needs for the implementation of its activities. Likewise, the lack of sustainable sources of funding to fully perform its function is posing a serious threat to its sustainability. ODA has no Communications Strategy or Action Plan in place, whilst the synergy within the Ministry of Political and Public Affairs (MPPA) which provides oversight and supervisory function is weak.

Owing to the lack of continuous monitoring, evaluation and reporting mechanism vis-à-vis the functions and activities of ODA, this review could not identify any significant impact it had with respect to the development trajectory of the country since its establishment. In other words, it has been difficult to identify tangible impacts on development and sustainability of its efforts. Beside, impact assessment reports rarely exist; and the reports that do exist are typically not available for public consumption. Similarly, discussions on the work of ODA from political or policy perspective are limited to descriptive, rather than arguing from evident-based evaluation to neither prescriptive perspective.

It also emerged from discussions with stakeholders and documents review that one of the main problem is insufficient resource allocation and the lack of technical supervisory as well as oversight roles, which has resulted to poor implementation of its mandate and vision of the Government. In view of these stated challenges, the review revealed that ODA has only recorded very limited achievement since its establishment. As such, projects implemented by ODA have not been able to foster foreign directive investment, generate much needed employment to fill the skill gaps; and could not create significant income opportunities for which it was established. These challenges therefore justified the need for an MFR to determine its relevance in line with the New Direction Agenda.

1.3 Methodology

Pursuant to a request from MPPA, PSRU conducted a Management and Functional Review (MFR) of ODA. On the 17th October 2018, the review team met with senior staff of ODA at the ODA's Conference Room, during which the team explained the rationale behind the conduct of the MFR, the methodology and parameters of the study.

It was agreed that the main source of data collection would be questionnaires, interviews and desk reviews of documentation provided by ODA. As in previous reviews, the questionnaires were distributed to all key staff within ODA and were collected after one week upon completion.

The questionnaires were used as the basis for structured interviews. Since ODA is a relatively small institution with twenty-one (21) staff, and four (4) of the staff deployed in the three border points of the

country, twenty (20) questionnaires were distributed at the Headquarters. However a comprehensive information about the institution could not be ascertained due to the limited number of responses from the questionnaires administered. On that note the review team decided to conduct face to face interviews with the officials of ODA to accelerate data collection and to supplement the questionnaires. It was a well-structured interview to incorporate the necessary areas of inquiry such as legal framework, mandate, human resource management, capacity building etc. The completed questionnaires and the interviews gave a picture of whether and how the functions, structures, and working arrangements of ODA would help to deliver its executive mandate since its establishment. A sample of the questionnaire and a list of staff present during our initial meeting are attached as **Annex 1** and **Annex 2** respectively.

As part of the process, interviews were also conducted with relevant MDAs such as the Ministry of Public and Political Affairs (MPPA), the Ministry of Foreign Affairs and International Cooperation (MFAIC). A list of those interviewed is attached at **Annex 3**.

1.4 Scope and Limitation

In line with the request made by MPPA the MFR specifically focused on the relevance of ODA and justify the need for its structural absorption within MFAIC. In doing so, the review was able to analyse the current situation and makes some recommendations that have the potential to transform the role, status and position of ODA. Therefore, the MFR only focused in the following areas:

- The Mandate, role, responsibilities and functions of the Office of the Diaspora vis-a-vis its supervisory and reporting arrangements, taking into consideration international best practice and "best fit" for Sierra Leone to determine whether or not ODA is being supervised by the correct Ministry.
- Organisational structure, reporting relationships and staffing of the institution to determine whether or not they reflect the current functions and responsibilities of the institution and its relations with other institutions.
- The Units Administrative procedures, processes and facilities to determine efficiency and effectiveness in the delivering of its Mandate and Mission.

1.5 Documents Review

The following documents were reviewed during the exercise:

- Strategic Plan 2016-2018
- Communications Capacity Building Strategy 2011-2014
- Last approved Organogram
- Current Staff List, September 2018
- Current Job Descriptions 2018
- Staff Salaries for 25 September 2018 (Payroll)
- Sierra Leone Foreign Service Transformation Strategy 2014-2018

SECTION 2

BACKGROUND AND ORGANISATIONAL STRUCTURE

2.1 BACKGROUND - Office of Diaspora Affairs (ODA)

The Office of Diaspora Affairs (ODA) was created in 2008 as a step to lay the foundation for a productive and mutually beneficial partnership between the Government of Sierra Leone and the Sierra Leone Diaspora community. (ODA Status Report, Jan 2015-June 2016)

This MFR solicited by MPPA demonstrates the Government commitment to engage the Diaspora in national development. This review is therefore aiming at actualizing the New Direction Agenda by engaging the Sierra Leonean Diaspora in National Development for which it was created.

Since it was created through an Executive Clearance in 2008, the Office has been subjected to several challenges. It was established within the Office of the President with the objective of optimizing the experience, know-how and financial resources of the Sierra Leonean Diaspora for the socio-economic development of the country. This initiative was expected to address gaps in local capacity, boost the flow of remittances to the country and contribute to the development of a strong private sector that can create employment for youths in Sierra Leone.

It was also specifically mandated to create linkages between the government of Sierra Leone and over 30% of the educated Sierra Leone nationals mostly in the Europe, UK and USA. However, the popular perception among political elites and senior Government officials is that ODA is incapacitated by the absence of fundamental frameworks such as Diaspora policy and legal funds transfer.

Irrespective of the Policy oriented challenges and legal framework for funds transfer, ODA initially succeeded in mobilizing 25 Diaspora experts for various MDAs under the "Diaspora Project" funded by the United Nations Development Programme (UNDP) which came to an end in 2011. As part of the project deliverables, an independent evaluation was conducted by UNDP in 2011, which revealed that ODA had made a creditable start to the process of engaging the Sierra Leonean Diaspora. It has also collaborated with and supported by several International Non-Governmental Organizations including UNDP and International Organization for Migration (IOM) in the implementation process to address several Diaspora issues. However, these successes were not sustained over a period of time.

Currently, the institution is faced with enormous challenges that limit its capacity to accomplish its functions effectively. There is no policy in place to empower Sierra Leoneans abroad to effectively make a significant contribution to the development trajectory of the country. ODA exists outside the Civil Service arrangement with majority of the staff recruited on contractual basis.

2.2 VISION

To create a productive and mutually beneficial partnership between the Government of Sierra Leone and the Sierra Leone Diaspora community in National Development.

2.3 MISSION

To professionally and transparently engage, mobilise and facilitate Sierra Leonean migrant capacities, migrant remittances and investments for sustainable national socio-economic development.

2.4 MANDATES/FUNCTIONS

- Capacity Building of MDAs through Diaspora engagement
- Private sector and business development
- Formalising and securitizing migrant remittances

According to the Strategic Plan (2016-2018), the Strategic policy objectives to achieve these mandates or functions of the institution includes the following:

- Building institutional capacity for effective service delivery in the implementation of ODA
- Aligning ODA strategy into the Government's National Development Agenda
- Harness migrant capacities for public service delivery from brain drain to brain gain
- Enhanced effective communication, advocacy, outreach and information gathering for Diaspora initiatives
- To lobby for the enhancement of an enabling environment that will leverage migrant remittances and Diaspora led investments

2.5 ODA CORE VALUES

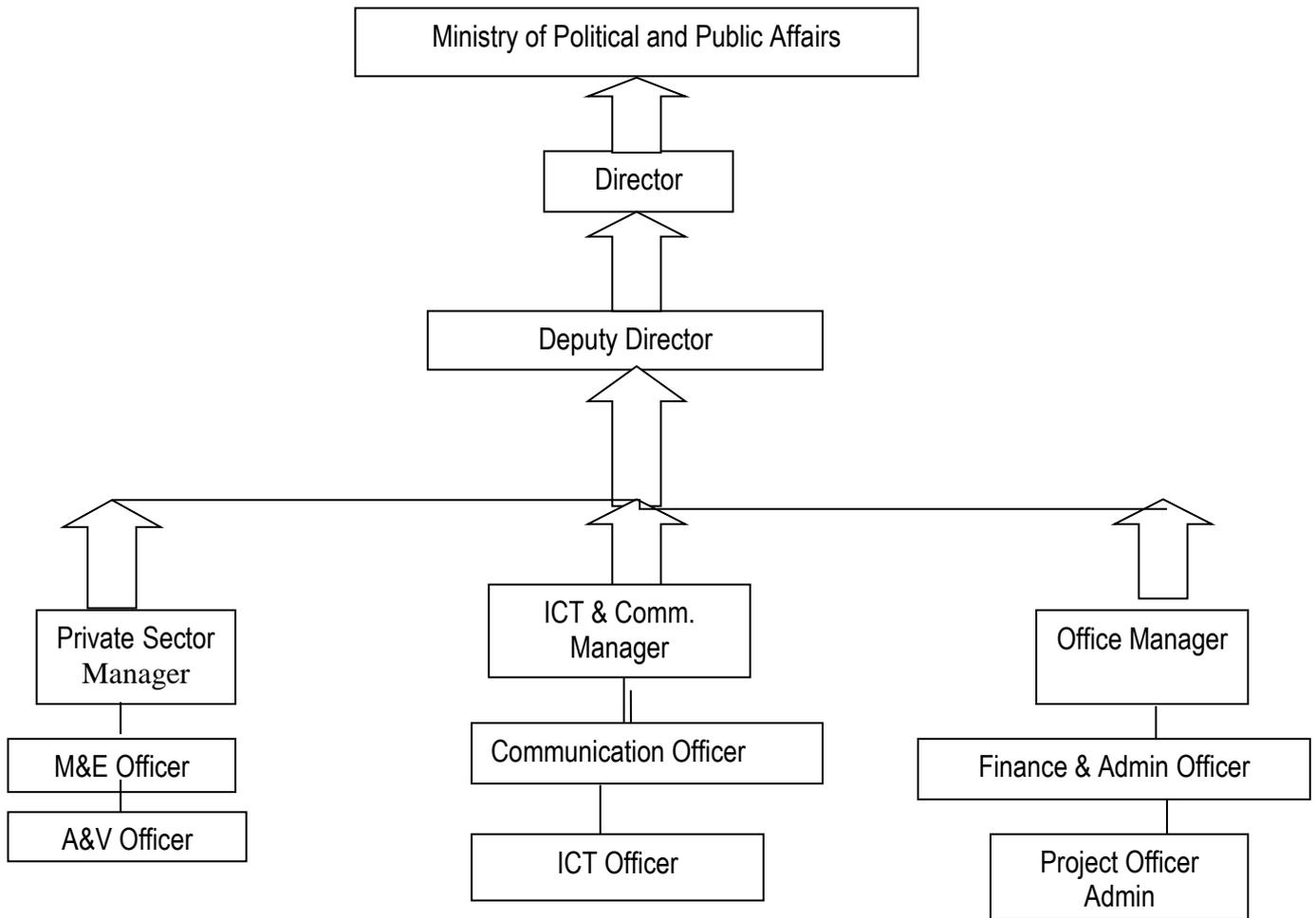
ODA performs its functions under the remit of the following six (6) core values highlighted below:

- i. **One Global Network:** - Leveraging the power of global insight, relationships, collaboration and learning to deliver exceptional services to clients wherever they do business.

- ii. **Best People:** - Attracting, developing and retaining the best talents for our business, challenging our people, demonstrating a "can do" attitude and fostering a collaborative and mutually supportive environment
- iii. **Integrity:** - Absolute and uncompromising integrity is what conducts ODAs business. The office of Diaspora Affairs ODA is dedicated to deliver services honestly, objectively, effectively and skilfully avoiding false or misleading information.
- iv. **Professionalism:** - The ODA shall endeavour to provide services with reasonable core competencies and diligence, and avoid anything that may discredit the ODA. We adhere to high ethical and moral standards. We respond to societal needs and their behaviours reflect a social contract with the communities served.
- v. **Accountable and Transparent:** - Staff and management are mindful of their collective responsibility to the Sierra Leonean people. In addition, the ODA is responsible for its actions and decisions and is open in all its dealings with the various stakeholders. We are answerable for our individual actions and responsibilities.
- vi. **Team Work:** - ODA believe to achieve finest results through the resourceful team work. ODA boast of absolutely trustworthy and competent team, with high expectations to realise the strength to overcome the challenges. We value individual excellence and work as a team for the benefit of our stakeholders.

2.6 ***CURRENT ORGANISATIONAL STRUCTURE***

ODA is a very small entity under the supervision of the Ministry of Political and Public Affairs (MPPA). The current structure is made up of one Directorate headed by a Director, who provides executive leadership and management of the institution; assisted by a Deputy Director and three other units: Admin and Finance; Private Sector and Business Development; and ICTD Units. A complete structure of ODA is shown below.



Below are some of the functions of the respective Units under the institution.

2.6.1 Directorate

This unit provides technical, financial and strategic management guidance on all programmes and staff of the institution. It also develops and ensure the implementation and monitoring of the organization's wide strategic plan, and particular a resource mobilisation and communication/outreach strategies.

2.6.2 Admin and Finance Unit

The Admin/Finance Unit is headed by the Office Admin Manager who supervises the day to day operations of the institutions. He ensures the overall coordination and management of the entire gamut of the administration and responsible for the implementation of the administrative and human resource policies, strategy and procedures. However, units Heads are also responsible for monitoring the work and conduct of the staff under their supervision. The key functions perform by this unit are summarised below:

- Deal with all official correspondences, classified documents and files
- In charge of internal memos, organise meetings, keep records of minutes, attendance register, office way books and inventory.
- Assist with the preparation of the annual budget and ensure submissions of units' work plans and program of activities and their budget lines and to advice Management accordingly based on the available funds
- Supervises the activities of the Finance and procurement offices.

2.6.3 *Private Sector and Business Development*

The Private Sector and Business Development Unit promote Diaspora investment and business, inward Diaspora remittance and help to mainstream informal flows to the formal banking system. The main functions of this unit are:

- Harness migrant remittance inflow and redirect informal flows into the formal banking system
- Promote investment and trade
- Conduct research and project proposal writing

2.6.4 *Information Technology, Communication and Database (ITCD)*

- Manage ITCD equipment, IT operations maintenance
- Data collection and analysis
- Repair runs from database for HE President to review trends
- Internal and external communications, articles, press releases, minutes
- Surveys at border points to collect relevant info
- Renewal of database and development of website for MPPA
- Meetings and update reports - Administration and management of staff

SECTION 3

COLABORATION WITH KEY STAKEHOLDERS

3.1. *The Ministry of Political and Public Affairs (MPPA)*

The Ministry of Political and Public Affairs was established in 2002 as one of the reform-led institution, in line with one of the recommendations of the Truth and Reconciliation Commission, with mandate to serve as an auxiliary conduit through which Government policies, project implementations are reached to the general public; and directing public concerns to the Government relating to policy implementations and at the same time bringing to the notice of Government anything deemed as threat to the tranquillity, stability and security of the state politically.

MPPA is the Government Institution currently providing oversight and supervisory function to the ODA. It has been an executive policy directive from the Office of the then President of Sierra Leone, Dr Ernest Bai Koroma, to place ODA under the MPPA with specific mandate to 'promote friendly investment environment for Diaspora investment through constant engagement of Diaspora investors on trade promotions, trade missions, trade fairs, business plan competitions, research and publication of business opportunities, monitoring and evaluation of Diaspora investments in Sierra Leone. Also to facilitate linkages and opportunities for Diaspora business partnership for local economic development, and to also 'formalize and securitize remittances from the Diaspora as a way of encouraging Sierra Leoneans to send back home resources through the formal sector for both consumption and investment purposes.

From a comparative viewpoint, one could observe that the mandate of MPPA with focus on the development of policies and programmes geared towards promoting democracy and good governance, and that of the Office of Diaspora Affairs (ODA) that was set up to lay the foundation for a productive and mutually beneficial partnership between the Government of Sierra Leone and the Diaspora are asymmetrically apart. This observation was reaffirmed during an interview with Senior Officers of MPPA, where it was clearly articulated that MPPA is not the proper entity to supervise, regulate and provide policy guidance to ODA.

3.2. *General observations with respect to differences in Mandates, and Overlap functions with MPPA and other Institutions of Government*

Mandates - the mandates of the ODA is not in sync with that of the Ministry, which is serving as a bridge between the government and its citizens in promoting democracy and good governance.

Duplication of Functions – unfortunately, the review team observed duplication of functions performed by other institutions. A case in point is that,

- Administrator & Registrar General' as a one-stop shop for the registration of businesses for both local and Diaspora investments (Doing Business Report);
- Sierra Leone Investment and Export Promotion Agency (SLIEPA) to facilitate investments;
- Public Service Commission (PSC) re-asserting its Constitutional Mandate over recruitment into the Public Service by also targeting professionals from the Diaspora Communities abroad.
- Most Government Agencies have developed an online presence, providing the Diaspora with sources of information on jobs and investments, in addition to those provided by websites of local newspapers and Sierra Leonean forums.

Capacity - MPPA lack the technical know-how, capacity and expertise of promoting Diaspora issues. In that vein, ODA is not strategically placed regarding the policy formulation of the Ministry. Capacity-building and recruitment of professionals from the Diaspora into the Civil/Public Service in Sierra Leone does not necessarily “fit” into the Ministry’s Mandate.

Recruitment - It is expected that MPPA as a parent institution should facilitate the recruitment of staff of ODA through the laid down recruitment policy of the Civil Service. MPPA normally involved in recruiting staff of African Peer Review Mechanism (APRM) another agency under its aegis and partakes in most of the activities of that institution including making Policy Statements. Unfortunately, this is not the case with ODA; the relationship is somewhat distant as the institution exercises greater self autonomy than APRM in terms of recruitment and policy. This is largely due to its formation which makes it accountable only to the Office of the President.

Reporting – In addition to ODA, the Ministry also supervises and provides oversight functions to the National Commission for Democracy (NCD), and the African Peer Review Mechanism (APRM). According to the Ministry, they have much closer supervisory relationship with APRM than with ODA and NCD. The Minister is the focal person for APRM and signs Public Expenditure Tracking (PET) forms for both the APRM and the ODA. On that note, these institutions should be reporting to the Ministry on a monthly or quarterly basis with respect to their activities. However, this is not the case with the Office of Diaspora Affairs, as most of their reports are presented to the office of the President.

Consequently, base on the above stated facts and limited resources in government to maintain some of the existing Agencies as autonomous institutions, including the need for greater vertical integration and horizontal co-ordination; **we recommend** that the mandate of ODA be realigned with the mandates of MFAIC with a view to streamlining its objectives in order to make it more relevant to Sierra Leone Diaspora Communities across the World.

3.3. *Ministry of Foreign Affairs and International Cooperation (MFAIC)*

The primary responsibility of the Ministry of Foreign Affairs and International Cooperation (MFAIC) (and accredited Mission) is to pursue Sierra Leone's Foreign Policy objectives as enshrined in Chapter II, Section 10 of the 1991 Constitution of Sierra Leone, and as the Government may dictate.

One could observed that the mandate of MFAIC broadly encompasses the overall mandate of Office of the Diaspora Affairs, which was established in 2008 to lay the foundation for a productive and mutually beneficial partnership between the Government of Sierra Leone and the Diaspora communities towards National Development.

Besides, Diaspora engagement is equally a Foreign Policy objective with particular focus on fostering Foreign Direct Investment. Over the years, MFAIC, through Sierra Leone Foreign Missions, has sought to increase collaboration with Diaspora communities in realizing their own aspirations and in boosting their potential for development. These contributions are structurally in line with the Foreign Service Transformation Strategy of which Diaspora Diplomacy is one of the core focuses to achieve the broader Foreign Policy objective of Government of Sierra Leone. This Transformation Strategy is therefore a Strategic Policy and operational guide to foster by adopting several thematic Pillars including Economic Diplomacy and Diaspora Diplomacy that have mutually reinforcing link with the Mandate, Mission and Vision of the Office of Diaspora Affairs.

This call for re-engineering a systematic institutional directive to structurally embed ODA within MFAIC, as a Directorate responsible for the Promotion of Diaspora Diplomacy in closed departmental partnership with the Directorate of Economic and Technical Cooperation (ECOTECH). Such a new policy directive call for concrete steps that will lead to the promotion of Diaspora contribution to economic development; fostering Foreign Direct Investment, whilst promoting Sierra Leone as a country open for business; a destination for investment; building trade relations and identifying opportunities for the export of goods and services through Diaspora influence.

This will help to broaden the focus of Directorate of Diaspora Affairs of the Ministry, to increase its effort on the need to restore the links between Sierra Leone and its resilient descents in the Diaspora. Those who have expressed the willingness to regain their lost identity and their place in the land of their forefathers. In other words, one of the focus will be to connect, build and strengthen the historical ties between Sierra Leone and its descendants from the Diaspora. This in view of documented evidence to large proportion of African Diaspora finding links with Sierra Leone, through DNA testing which seems to confirm and wishes to find their ancestral origin.

Generally, it implies that MFAIC will re-define the roles and responsibilities as well as the operational functions of ODA in tune with the New Direction. This also mean, broadening its scope of work. This will also require close departmental collaboration with ECOTECH Division to effectively promote and advocate for investment and business interaction with Sierra Leone Diaspora population.

3.4. Cross Comparative Review of Lessons Learned and International Best Practices

There are several lessons and international best practices to tap into in order to improve on the operational function of the Office of Diaspora Affairs in Sierra Leone. So far, this review has helped to identify various types of Diaspora institutions to inform the future of Diaspora Office in Sierra Leone, in line with the request made from MPPA, and also within the Sierra Leonean context.

This review of best practice and lessons learned has shown that an increasing number of countries have established similar institutions to facilitate ties with their Diaspora communities more systematically over the past decades. This engagement of Diaspora for their contribution to poverty reduction, economic growth, facilitating Foreign Direct Investment or post-humanitarian crisis recovery efforts has also generated an increasing interest across Africa in the past decades.

A survey conducted by the Global Forum on Migration and Development (GFMD) examined during this MFR, identifies more than 400 institutions in 56 countries that are directly engaging Diaspora through various programs and policies. This report shows that 77 were created specifically to engage Diasporas on a formal basis. These Diaspora institutions according to the study are of various types, depending on whether they function at a ministry, sub-ministry, national, or local level. There are some that are part of a consular network. Understanding the differences between these categories of Diaspora institutions and their respective features is useful to inform lessons learned and best practice from these institutions to help increase the institutional productivity of Sierra Leonean Office for Diaspora Affairs.

It was argued that by establishing a separate, ministry-level Diaspora institution, traditional ministries such as labour and foreign affairs cannot manage the expatriate portfolio in all its dimensions. Contrary to this intellectual standpoint, the study revealed that unlike other Diaspora institutions occupying lower positions in the hierarchy, Diaspora ministries generally enjoy more consistent budgetary allocation, more support from the top of government, and a more explicit development-oriented mandate.

Like the Office of Diaspora Affairs in Sierra Leone, the IOM study affirmed that some Diaspora institutions fall short of full ministry standing but still report directly to the highest executive body but could not enjoy a fairly influential position within the government. Whilst on the other hand, others have a much ambitious mandate of promoting both economic and cultural ties like the Ethiopian Office of Diaspora between the countries of origin and its Diaspora population. Governments also institutionalized Diaspora engagement at the sub-ministry level, by creating special offices under the departments of labour and employment, and foreign affairs. This has not been the popular choice of most countries especially the Francophone countries in Africa.

This review has revealed the popular vogue in most African states and beyond adopting more innovative institutional structures at the ministry level instead of creating a separate Diaspora ministry, thereby combining Diaspora affairs with other areas of focus, such as labour, tourism, or foreign affairs, to form a hybrid ministry. Some of the examples of countries with such Hybrid Ministry managing Diaspora Affairs include Burundi's Ministry of Foreign Affairs and Directorate of Diaspora; the Ministry of Malian Abroad and African Integration whose mandate aims to protect temporary and permanent emigrants, while they are abroad and to facilitate their return and reintegration into Malian society. Similarly, Benin also created the Ministry of Foreign Affairs, African Integration, the Francophone Community, and Beninese Abroad to manage its relations with its Diaspora population.

Similar hybrid systems can also be found in Tunisia (Ministry of Social Affairs and Solidarity and Tunisians Abroad), Somalia (Ministry for Diaspora and Community Affairs), and Dominican Republic (Ministry of Trade, Industry, Consumer, and Diaspora Affairs). Typically, these hybrid ministries contain agencies dedicated solely to diasporas affairs, such as Benin's Directorate for Relations with Beninese Abroad, Tunisia's Office for Tunisians Abroad, and Lebanon's Department for Diaspora Affairs.

In line with the lessons learned and international best practices, there is a need for the adoption of system that will involve establishing a Directorate for Diaspora Affairs within the Ministry of Foreign Affairs and International Cooperation, which can be cost-effective, and will help to increase the portfolio of the Ministry. Such Directorates embedded with the Ministry of Foreign Affairs could be found in

Ghana, Kenya, Tanzania and Uganda. Instead of establishing new institutions to foster the diaspora effort, these countries have adopted the option to centralised Directorate for Diaspora Affairs within their respective Ministries of Foreign Affairs, without adopting the name related to Diaspora as in the Hybrid System, but equally support diaspora initiatives effectively. These Directorates covers many traditional areas including Foreign Direct Investment, Education, as arts and craft, music and other cultural events.

In view of the above, the **key recommendation** of this report which is to embed the Office of Diaspora Affairs into the mandate of MFAIC, is in line with international best practice to address both the vision of the Government and the Diaspora Affairs concurrently. Implementing this recommendation will also help to minimize overlap in the roles and responsibility that often arise when MDAs deal with Diaspora issues in different ways. And one of the key functions of the suggested Directorate for Diaspora Affairs within the Ministry of Foreign Affairs will be to coordinate and facilitate cross cutting Diaspora business interests; and to also address Diaspora-oriented affairs undertaken by other MDAs, within the overall institutional directive of the MFAIC.

SECTION 4

ADMINISTRATIVE SYSTEMS AND PROCESSES

The realization of the mandate and goals of ODA very much depends on the quality of its administrative policies, processes and procedures that are put in place. Within that context, the review took into consideration areas such as human resource management, recruitment processes and procedures, staffing, training, records management and accommodation

4.1 Human Resource Management

Findings: - The team noted that Job Descriptions (JDs) have been developed for all the positions, but observed that the JDs are not complete as the qualification and experience requirements for the positions are not stated in the Job Documents. This situation has the tendency to undermine a merit base recruitment processes. The team also noted the absence of a Schemes of Service -which establishes standards for recruitment, training and development, and advancement within the organisation on the basis of qualifications, knowledge, merit and ability as reflected in work performance and results. It provides a clearly defined career structure which will attract, motivate and facilitate retention of suitably qualified persons in an organisation and ensures appropriate career planning and succession. The team also noted that there is no Human Resource Manual that provides guidelines on Manpower planning, training, and conditions of service.

RECOMMENDATIONS: -

- i. Base on the facts that this institution would be subsumed into the Ministry of Foreign Affairs and International Cooperation (MFAIC), **we recommend** a review of the job descriptions for each post to include the qualification and experience requirements.
- ii. **We also recommend** for the preparation of a Scheme of Service for the respective positions that will ensure upward mobility for staff.

4.2 Staffing

Findings: - In relation to the staff strength and quality of the workforce as at September 2018, the institution's current staff strength is twenty-one (21). This includes fourteen (14) Administrative/Support staff and seven (7) Professional/Technical staff. Majority of the staff in the institution are located at Headquarters in Freetown. The rest are deployed in the border crossing points of the country: Lungi International Airport, in the Northwest (1); Gbalamuya, in the North (2); and Jendema, in the South (1).

The review team observed that all senior staff of the institution has at least a Bachelor's degree as shown in table 2. A complete breakdown of the staff levels are illustrated in the table below:-

Table 1 - Staffing of ODA as at 30th September 2018

Administration/Support staff	No	Professional/Technical	No
Admin/Office Manager	1	Director	1
ICT Manager	1	Deputy Director	1
ICT Officer	1	Private Sector Manager	1
Procurement Officer	1	Project Officer	1
Finance Officer	1	M & E Officer	1
Driver	1	Assignment & Volunteering Officer	1
Electrician/Generator Attendant	1	Communications Officer	1
Desk Officer	4		
Office Assistant	3		
Total	14	Total	7

The Review Team noted that all staff of the institution including the Director and Deputy Director were employed on contractual basis. The contracts are renewable annually based on performance. As the review team acknowledge the proposal from the Government to subsume ODA within the remit of Ministry of Foreign Affairs and International Cooperation (MFAIC). It is therefore imperative for MFAIC to ensure that the existing positions of ODA are in sync with the structure of the Ministry. The Civil Service being a career institution, it must be noted that jobs are designed on the basis of its hierarchical nature and graded accordingly.

Recommendation: - We recommend that the former staff of ODA be assessed to determine their suitability for the proposed Directorate of Diaspora Affairs at MFAIC.

4.3 Recruitment and Selection

Findings -The main objective for any rigorous recruitment process is to ensure that the organization has the adequate, competent, professional and well-motivated staff to carry out its functions. As inter alia stated recruitment of all staff is done by the institution and not by the parent ministry, MPPA.

Recommendations - We recommend that MFAIC which will eventually take hold of all ODA's programmes and activities, ensure that all vacancies are filled according to lay down recruitment policy guidelines with a view to ensuring free, fair transparent and competitive process for all Sierra Leoneans.

4.4 Qualification

In relation to the staff strength and quality of the work force of the institution; an analysis of the educational background from the regular staff list shows one (1) Doctorate degree holder; one (1)

Honorary Doctorate degree holder; two (2) Master’s degree holders; ten (10) Bachelors degree holders; one (1) LLB degree holder; one (1) Higher National Diploma; one (1) ordinary Diploma; and two (2) Certificates in WASSCE. The rest of the staff either did not show evidence of qualification or simply did not have any formal qualification. This is shown in table 2 below.

Table 2: Staff Strength by qualifications

No.	Qualification	No. of Staff
1	Doctorate (PhD)	1
2	Honorary Doctorate	1
3	Master's	2
4	Bachelors	10
5	LLB	1
6	HND	1
7	Diploma	1
8	Certificate/WASSCE	2
9	Nil	2

As stated earlier though the qualifications of the various posts are not clearly indicated on the Job Descriptions, however, the above table shows that the institution has qualified staff with the minimum educational qualifications to perform their respective roles and responsibilities. This is reflected in the fact that all staff interviewed from the professional/technical wing had at least a bachelor degree.

4.5 **Training**

Training development opportunities are currently limited as there is no systematic Training Policy or programme in place. Most staff interviewed believe that the lack of training opportunities were primarily due to financial constraints. Since the establishment of ODA in 2008, the only training carried out was done in 2015, for Desk Officers in the border posts. This training was ad hoc and organised by the Immigration Department, for Immigration Officers attached in the various border points of the country. The Review Team noted that there are no Training Plans aimed at building the capacity of staff to discharge the institution's mandate of targeting technical staff and other stakeholders involved in Diaspora issues. A Needs Assessment was also not conducted to understand the various categories of trainings needed by the staff as well as outline the various training programmes required on both short and long term basis. Indeed staff training is not a culture of the institution.

4.6 Records Management

The team observed that there is no centralized section for the management of records. As a result, Heads of various units personally kept their own files either on their desks or on their computers for easy access which are not easily accessible by other staff. This practice makes it difficult to make distinction between policy, operational and personal files. An institution like ODA requires well established records management system with proper file referencing and classification in place manned by a dedicated officer. Such a centre can be used by members of staff, researchers and the general public. Also, the team notes that the absence of a recordkeeping procedure manual.

4.7 Accommodation and Logistical support

Findings: - ODA is faced with accommodation challenges as they are currently housed by PSRU. Therefore, to effectively address these challenges there is a need for the institution albeit it is going to be incorporated into MFAIC, to be provided with the necessary logistical support, for its work environment to be made more conducive for the efficient conduct of its business.

Recommendation: - In this regard, **we therefore recommend** that the restructuring process should be accompanied by the provision of the necessary accommodation facilities, tools and equipment.

ANNEX 1 - MANAGEMENT AND FUNCTIONAL REVIEW

QUESTIONNAIRE

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 team will be available to answer questions and assist as necessary. Call 078-850882/079146847/078900924; Please use additional paper to provide answers if necessary.

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: LEGAL FRAMEWORK, MANDATE, MISSION AND VISION

1. Please provide a copy of the legal instrument or any document(s) relevant to the formation and work of the institution
2. Please state the following clearly (in writing) in relation to the institution
Mandate:
Mission:
Vision:
As head of a department, division or unit within the MDA, provide your specific mandate/purpose/objectives as it relates to the achievement of the institution’s overall mandate
(Add additional sheets if necessary)

SECTION B: FUNCTIONS

3. Please list the main functions of the department, division or unit within the MDA for which you are responsible. These are the key activities that are undertaken which deliver the mandate.

(Add additional sheets if necessary).

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

4. To improve efficiency and effectiveness, which of the functions recorded at 4 above could be:

Expanded _____

Outsourced _____

Privatized _____

Commercialized _____

Stopped _____

5. How is the annual work plan developed, distributed, coordinated and monitored?

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 to deal with these problems and improve efficiency and effectiveness in the performance of duties and service delivery?

SECTION C: COORDINATION AND EXTERNAL RELATIONS

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

9. What, if any, difficulties do you experience (including overlaps or duplications of effort).

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

11. Which are the other institutions/ Govt MDAs/ outside of yours with which you collaborate in the performance of functions?

12. What, if any, difficulties do you experience (including overlaps or duplications of effort).

13. What, if any, can be done to improve areas of collaboration with these institutions/agencies:

14. What donor funded programmes or projects are you responsible for? (Add additional sheets if necessary)

Donor	Programme/Project	Objectives	Role	Budget

15. State, if any, successes and challenges of such a project (s).

SECTION D: ORGANISATION/ OPERATIONAL STRUCTURE

16. Please provide us with an organizational structure (diagram that presents lines of authority and reporting) for your unit/dept.

17. In terms of supervision, how many people do you report to?

18. Who supervises your performance contract/ performance appraisal, if any?

19. Do you/or your department/agency/unit operate from more than one office? Yes /No

20. If yes, where are they located?

SECTION E: HUMAN RESOURCE MANAGEMENT, RECORDS MANAGEMENT, STAFFING, TRAINING AND CAPACITY BUILDING

21. Please provide information on the staff strength under your supervision, including name, sex, post, date of 1st appointment, and qualifications

Table 1. Please complete for staff under your supervision *(by grade if applicable)

NAME OF STAFF IN UNIT/DEPT	Position	Sex	STATUS (permanent, temporary, contract, casual)	DOB	DATE OF 1ST APPT	QUALIFICATIONS

22. Please state any challenges you currently face with the staffing situation in your dept/unit

23. State, if any, your training and capacity building strategies.

24. Do you have a specific Terms of Reference and/ or Job Description that defines your role and responsibilities at this MDA?

25. Please state how official records of your unit/department are managed, including dissemination, storage and disposal

SECTION F: ICT, AND STAKEHOLDER/CITIZEN ENGAGEMENT

26. Current IT Equipment Capacity in your unit/dept

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

27. What IT facilities do you require for your work that are lacking?

28. Please provide a justification for your additional IT requirements. (e.g. How will service delivery be affected or improved?)

29. What are the modes / methods, including frequency, of communication with the following (as applicable)

- a. Your unit within the MDA
- b. Other units in the MDA
- c. Board
- d. Senior Management
- e. Other Ministries
- f. Govt, Agencies/Parastatals operating in your sector
- g. Human Resource Management Office
- h. Public Service Commission
- i. Ministry of Finance and Economic Development
- j. National Assets and Government's Property Commission
- k. National Commission for Privatization
- l. Development partners
- m. Public/Community
- n. Any other MDA/ organization/ agency/

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

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

32. How can you improve the interaction between your MDA and key stakeholders?

33. How can communication be improved to increase customer service and satisfaction and be more effective:

a. Internally

b. With other MDAs

c. With your key clients/ primary beneficiaries

d. With the general public

SECTION G: FINANCE, BUDGETING AND PROCUREMENT

34. Please state any sources of revenue generation in your unit/dept

35. Please state, if any, challenges encountered with revenue generation.

36. Explain the budget formulation process including any challenges for your unit/dept

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

PLEASE PROVIDE ANY ADDITIONAL INFORMATION THAT COULD HELP THE REVIEW TEAM IN UNDERSTANDING YOUR WORKING ENVIRONMENT

Thank you very much for your cooperation

ANNEX 2 - MANAGEMENT AND FUNCTIONAL REVIEW MEETING HELD ON 17th OCTOBER 2018

ATTENDANCE LIST

Dr. Kallay Musa Conteh	Director, ODA
Sorie Tholley	Deputy Director, ODA
Dr. Abdulai S. Dumbuya	Manager, ICTD, ODA
Joseph Lansana	Manager, Private Sector and Business Development, ODA
Mohamed A. K. Fofanah	Manager, HR/Admin Office, ODA
Alfred Fornah	Communications Officer, ODA
Idrissa Koroma	Senior Programme Analyst, PSRU
Kallie Sillah	Principal Policy Analyst, PSRU
Albert Williams	Senior Policy Analyst, PSRU
Haroun Sheriff	Senior Programme Analyst, Communications, PSRU
Simeonette Mansaray	Senior Assistant Secretary, PSRU
Saidu Bockarie	Senior Assistant Secretary, HRMO
Martha Polliet	Senior Assistant Secretary, HRMO

**ANNEX 3 - MANAGEMENT AND FUNCTIONAL REVIEW MEETING HELD ON 7th and 13th
NOVEMBER 2018**

ATTENDANCE LIST

MPPA (7/11/2018)

Kwame Yankson Ministry of Political and Public Affairs,

MFAIC (13/11/2018)

Joe F. Nyuma	Ministry of Foreign Affairs and International Cooperation
Denis Nicol	Ministry of Foreign Affairs and International Cooperation
Samuel Kargbo	Ministry of Foreign Affairs and International Cooperation
Augusta Akibo Jones	Ministry of Foreign Affairs and International Cooperation
Sia Tejan	Ministry of Foreign Affairs and International Cooperation
Kumba Nyandemoh	Ministry of Foreign Affairs and International Cooperation
Salifu George	Ministry of Foreign Affairs and International Cooperation
Emily Francisco	Ministry of Foreign Affairs and International Cooperation
Max Charlie	Ministry of Foreign Affairs and International Cooperation
Augusta Y Koroma	Ministry of Foreign Affairs and International Cooperation
Patricia M. Koroma	Ministry of Foreign Affairs and International Cooperation
Mamodu Sesay	Ministry of Foreign Affairs and International Cooperation
Joseph Gokia	Ministry of Foreign Affairs and International Cooperation
Idrissa Koroma	Public Sector Reform Unit
Kallie Sillah	Public Sector Reform Unit
Albert Williams	Public Sector Reform Unit
Haroun Sheriff	Public Sector Reform Unit
Patrick Kawa	Human Resource Management Office