

## EXECUTIVE SUMMARY

1. During the past two years the Government of Sierra Leone (GOSL), with assistance from the UK Department for International Development, has embarked on a programme of functional and management reviews in a number of key Ministries in the country. These reviews were linked to the GOSL's programme to promote good governance in the public service in order to restore efficiency and increase the capacity for the delivery of services to the population.
2. In a separate initiative, an organizational and structural review of the Ministry of Trade and Industry was undertaken in December 2002 by a consultant commissioned by the Commonwealth Fund for Technical Cooperation (CFTC). The report was subsequently reviewed by the Steering Committee on Good Governance which, in principle, accepted the findings of the report but recommended to Cabinet that DFID be asked to conduct a more holistic review of the Ministry that would complement the work already undertaken but would be more consistent with the scope of the reviews in other ministries. This report covers a study carried out during May and June 2004 by a team of DFID consultants of the functions, structures and management arrangements at the Ministry of Trade and Industry.
3. Over recent years, there has been a steady erosion of the Ministry's responsibilities for trade and industry issues to other ministries or government agencies. This changing and diminishing role together with a lack of sufficient manpower resources with relevant skills and expertise has exacerbated capacity problems within the organization. In the transition from a post-conflict environment to a growth economy, the Ministry has a key role to play in facilitating development of the private sector in Sierra Leone by promoting enterprise and by creating the enabling environment for encouraging business success. It also has a significant role to play in the development of economic activity in rural areas through the work of the Department of Cooperatives. It was equally evident that if the Ministry is to be in a position to achieve its objectives and create the desired conditions for business success and industrial development, a substantial injection of resources, especially manpower, will be necessary to tackle existing capacity problems and to enable it to meet its future commitments.
4. Our findings endorse the rationale behind the Ministry's and CFTC consultant's proposals to reorganize the Ministry and we have recommended a directorate structure should be adopted. We are also of the view that there is a need to establish a separate directorate to deal with consumer protection and competition issues, as the former subject in particular is attracting an increasingly higher profile in terms of public interest and debate.
5. In terms of the Ministry's future activities in the provinces, we believe it is premature at this stage to be considering a substantial expansion of existing activities outside Freetown until the structure and organization at the centre is fully operational and working effectively. In the longer term, the report recommends that the Ministry

establishes a Working Group to address the question of its future representation in the provinces and, in particular, to define the functions and outputs involved and to identify the organizational structures, systems and resources required to support these activities.

6. Other key recommendations include:

- The need for the Ministry to prepare a strategic plan setting out its future role, the key challenges it faces, the areas it should focus its efforts to have the greatest impact and its strategic priorities.
- The role and functions of staff in the Trade and Industry divisions should be reviewed to ensure definition of responsibilities and clarity of purpose. Written job descriptions should be provided for all professional, administrative and clerical staff.
- Cooperatives should remain a separate unit within the Ministry for the time being but a review should be undertaken of the Department and this study should also examine its future relationship with the Ministry in view of the decentralization changes planned.
- The Ministry should review its procedures for handling procurement orders under Le25m to ensure they conform to government rules on public sector procurement.
- Meetings of the Senior Management Committee should be re-activated.
- The current practice of employing non-civil servants at the Ministry should be discussed with the Establishment Secretary's office in order to regularize the position.
- A training needs analysis should be completed as soon as possible and should be used as the basis for developing a training policy and plan for the Ministry.

7. The additional posts required by the Ministry in 2005 to support the new directorate structure have been assessed at 15 middle grade and senior posts including a new post of Director General. A breakdown of the other positions is provided in the report. In terms of priority, the two counterpart posts identified for the Policy, Planning and Research directorate should be filled as soon as possible.

8. A full list of our recommendations is overleaf.

## **SUMMARY OF RECOMMENDATIONS**

1. Existing legislation in the trade and industry sectors, in particular the Price Tag Order 1956 and the Cooperatives Society Act 1977 should be reviewed and updated as necessary (Para 8.3);

2. If the Attorney General's Department is unable to provide the Ministry with its own in-house legal counsel, the Ministry should consider approaching donors to fund a post of legal counsel, at least as an interim measure (Para 8.4);
3. As part of any restructuring exercise the Ministry should review the roles and functions of staff in the Trade and Industry directorates to ensure definition of responsibilities and clarity of purpose (Para 8.5);
4. The role and job designation of the statistical clerks should be reviewed as a matter of priority and revised job descriptions prepared (Para 8.8);
5. The rationale behind the need to restructure the Ministry is accepted and a directorate structure should now be introduced (Para 8.12);
6. The Ministry's proposal to create a post of Deputy Director General of Trade and Industry as part of the proposed restructuring exercise is not supported (Para 8.15);
7. The Ministry should establish a Working Group to address the question of its future representation in the provinces and, in particular, to define the functions and outputs involved and to identify the organizational structures, systems and resources required to support these activities (Para 8.15)
8. The revised organizational structure proposed in this Report should be adopted (Para 8.16);
9. Formal approval for the revised structure agreed and the grading of the posts involved should be sought from the Establishment Secretary's Office and the Civil Service Grading Committee (Para 8.17);
10. A separate review should be undertaken of the Department of Cooperatives and this review should also examine the future relationship of the Department with the Ministry and the appropriate location or linkage of its future activities in view of the decentralization changes planned (Para 8.18);
11. To assist with any future review, the Department of Cooperatives should prepare a database of existing active cooperative societies by type and location (Para 8.19);
12. The Ministry should prepare a strategic plan setting out the future role of the Ministry, the areas where it should focus its efforts to have the greatest impact, the key challenges the Ministry faces in the next 3-5 years and what its strategic priorities should be bearing in mind the resources available (Para 8.21);
13. Work plans should be prepared at directorate level and should cover a quarterly period on a rolling basis (Para 8.22);

- 14 All professional, administrative and clerical staff should be provided with written job descriptions (Para 8.23)
- 15 The existing draft Schemes of Service for professional posts at the Ministry should be reviewed and resubmitted to the Establishment Secretary's Office for formal approval (Para 8.25);
- 16 The Ministry should review its procedures for handling procurement orders under Le25m to ensure in future that it maintains a list of registered suppliers and a procurement committee within the Ministry oversees the opening of sealed bids from suppliers, in line with the procedures laid down in the recently published interim rules and regulations governing public sector procurement in Sierra Leone. (Para 8.28);
- 17 Meetings of the Senior Management Committee should be re-activated on a monthly basis (Para 8.30);
- 18 During preparation of the Ministry's 2005 Budget, the Ministry should keep in mind the opportunities for recommending promotion, particularly in cases where staff are holding acting appointments and have done so for a number of years (Para 8.32);
- 19 The Ministry should introduce manpower and succession planning as part of its personnel function, in order to avoid in future the situation existing at the Department of Cooperatives where 60% of the professional staff are due to retire within the next ten years (Para 8.34);
- 20 A weekly Movement Return should be introduced for senior officers recording individual staff's meetings, appointments, travel plans for the following week (Para 8.35);
- 21 Senior management should ensure that all key instructions and decisions are recorded on files in accordance with standard civil service records management procedures (Para 8.37);
- 22 The Ministry should be included in any Records Management work programme initiated by the Public Service Reform Unit (Para 8.38);
- 23 The Ministry should consult the Establishment Secretary's Office about the possibility of paying a special allowance to those clerks acting in a secretarial capacity in line with the practice operating in other ministries (Para 8.40);
- 24 The Ministry should review its existing store procedures to bring them into line with prescribed practices set out in Government Store Rules (Para 8.41);

- 25 An asset register of existing equipment and property of the Ministry should be prepared and maintained (Para 8.41);
- 26 An internal audit unit should be established at the Ministry of Trade and Industry at the earliest opportunity (Para 8.42);
- 27 The Ministry, in conjunction with the Ministry of Finance and the Establishment Secretary's Office, should ensure that the authorized manpower figures approved and published in the 2005 Estimates reflect the actual provision agreed by post, job designation and grade (Para 8.44);
- 28 The existing lack of manpower capacity at the Ministry is acknowledged and, to meet this resource constraint, provision should be made in the 2005 Estimates for the additional posts identified in this report (Para 8.47);
- 29 The Establishment Secretary's Office should be asked to fill the two counterpart positions in the Policy, Planning and Research directorate as a matter of priority (Para 8.47);
- 30 A full job inspection should eventually be undertaken to identify and validate the Ministry's long term staffing needs (Para 8.49)
- 31 The post holder occupying the post of driver at the Department of Cooperatives, where there is no vehicle, should be transferred to the Ministry where there are vehicles but no official driver (Para 8.50);
- 32 The Ministry should arrange for the Establishment Secretary's Office to re-deploy the two technicians employed in the now defunct vehicle division of the Department of Cooperatives to another Ministry where their skills can be more fully utilized (Para 8.51);
- 33 Formal approval should be sought from the Establishment Secretary's Office to regularize the present arrangements under which non-civil servants are employed in the Ministry as "Help Mates" and as an "Adviser" to the Minister (Para 8.52);
- 34 The work already undertaken on training needs analysis by the Policy; Planning and Research division should be completed as soon as possible, and a training policy and training plan developed (Para 8.54);
- 35 The need for training in office related skills, particularly for clerical staff, should be recognized in any training programme developed (Para 8.55);
- 36 The Ministry should take active measures now to ensure that, if and when the manpower proposals in this report are approved, the additional accommodation

required to house the extra staff is available at the beginning of the 2005 financial year (Para 8.56);

- 37 In order to be in a position to meet its longer term accommodation requirements, the Ministry should start the process now of preparing detailed plans of its future needs and should make formal and informal representations to those in authority who take these decisions to ensure they are fully aware of the Ministry's requirements (Para 8.57);
- 38 As funding becomes available, staff in the provinces should be provided with sufficient motorcycles or other means of transport to carry out more efficiently their monitoring and advisory duties (Para 8.58).
- 39 The Ministry of Information and Broadcasting should be asked if alternative arrangements can be made to ensure that the Ministry of Trade and Industry's communication and representational requirements are fully met (Para 8.59).