



GOVERNMENT OF SIERRA LEONE

PUBLIC SECTOR REFORM UNIT

(PSRU)

**MANAGEMENT AND FUNCTIONAL REVIEW
OF
THE MINISTRY WORKS AND PUBLIC ASSET (MWPA)**



FINAL REPORT

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EXECUTIVE SUMMARY

This report presents key findings and recommendations, of the Management and Functional Review conducted for the Ministry of Works and Public Assets (MWPA). The request for the conduct of this Management and Functional Review is part of the Ministry's effort to do a holistic and systemic examination of its Management and functional capabilities to deliver effectively on its mandate. This review process is spearheaded by PSRU, with technical backstopping support from the Human Resource Management Office (HRMO).

The mixed methods approach which entails both structured and semi-structured approaches including: desk reviews, Key Informant Interviews (KIIs), Focus Group Discussions (FGDs) at strategic and operational levels was employed by the team. The MFR process commenced with an inception meeting with senior management of the Ministry during which the two institutions discussed and agreed on the scope, road map, timelines, and key focal person(s).

The overarching goal of this Management and Functional Review (MFR) is to undertake a holistic and systemic systems review of the Ministry's management and functional capabilities and establish a roadmap for systems and process re-engineering that will enhance the Ministry's policy, planning and coordination functions amongst others.

Furthermore, this report identifies critical gaps in the Ministry's operations, functions, structure and process and makes informed recommendations which if implemented will serve as catalysts for enhanced efficiency, performance and productivity at the Ministry.

1. KEY FINDINGS AND RECOMMENDATIONS

1.1 FINDINGS

1.1.Functions/ Organizational Structure

- The MFR process revealed that MWPA's organizational structure does not meet the current structural/operational realities and accompanying change management needs of the Ministry.
- The review reveals that the Ministry lacks critical structures/mechanisms namely: Policy, Planning, Research, Monitoring and Evaluation, which are critical to its effective functioning and effective delivery of its mandate.
- The review revealed confluences in functions/mandates between MWPA and the Ministry of Lands and Country Planning, as it relates to the effective implementation of the National Housing Policy and enforcement of building permit regulations.

1.2.2 Mandate, Vision and Mission of the Ministry

- **The review revealed that** though the Ministry's mandate is to a large extent clear and precise, there are mentionable confluences and distortions in mandates and structure, with particular reference being made to the mandate given to MWPA to establish the Low-Cost Housing Schemes and develop local building materials, under the Housing Act, which has been transferred to the Ministry of Lands, Housing and Country Planning under the demerger.

1.2.3 Records Management

- The review revealed that the Ministry's records management system is weak evident by the following: the poor internal and external access to information, the unavailability of required records on demand, the prevalence of dated records and the lack of proper records filing and preservation systems.

1.2.4 Human Resource Management

- The review revealed that the Ministry is grappling with several human resources related issues such as the lack of clear roles and responsibilities, absence of clearly defined roles and responsibilities for certain departments and Units. The review further revealed the lack of job descriptions for critical positions, under staffing, and the lack of a succession plan.

1.2.5 Information Communication Technology (ICT)

- **The review revealed** that the Ministry lacks an efficient and effective ICT Plan that addresses both its internal and external communications needs. **The review further reveals that** the Ministry's web-site is not accessible to the general public, which is one of the factors responsible for low public awareness.

1.2.6 Logistics and Supplies

- The Review revealed that the Ministry is resource constrained, evident by the fact that its vehicles and motor-bike fleets are depleted, which impedes the work as the personnel require reliable means of transportation to effectively carryout their duties. It is critical to note that this logistical challenge is not limited to vehicles and motor bikes, but extends to equipment and consumables.

1.2.7 Accommodation

- The Review revealed that the Ministry is grappling with space issues, evident by the facts that its headquarter staffs are co-habiting with staff of the National Asset and Government Property Commission (NAGPC) and that it lacks regional offices to carry out the Ministry's operations in the provinces.

1.2.8 Carpentry Workshop

- The review revealed that the Carpentry workshop has over the years lost its relevance and purpose for which it was established which has caused it to be perceived by the Government of Sierra Leone and the general public as “**a white elephant project.**” Reinforcing this point, the review revealed that the Ministry is now outsourcing carpentry related services to vendors due to the poor state of the carpentry workshop.

1.2.9 Mechanical Engineering division

- The Review also revealed that the Mechanical Engineering division is dysfunctional, and no longer aligns with the existing mandate and functions of the Ministry. The Review further revealed that the Mechanical Works Yard and the Public Facility Lift Management Unit of the Ministry which constitute the Mechanical Engineering Division, lack the requisite capacity to be a stand-alone division.

1.3 RECOMMENDATIONS

1.3.1 Legal and Administrative Mechanism for Coordination and Collaboration

- The **review team recommends** that the Ministry enhance collaboration with the Road Maintenance Fund Administration (RMFA), which is a key player in the public works sector of Sierra Leone.
- **The review team recommends that** the Ministry holds quarterly strategic level meetings with the leadership of all autonomous agencies within the sector (Sierra Leone Roads Authority (SLRA), National Assets and Government Property Commission (NAGPC), and incorporate the Road Maintenance Fund Administration (RMFA) into these meetings, to design a Sectoral Action Plan that will enhance policy coordination, collaboration and monitoring of functions performed.
- **The review team further recommends that** the Ministry facilitates the development of Memoranda of Understanding (MoUs) with key stakeholders and constituent institutions such as the Ministry of Lands and Country Planning, RMFA, SLRA, and NAGPC to enhance collaboration and foster accountability in public asset management in Sierra Leone. The team further recommends that the (MoUs) focus on strengthening cooperation and effective collaboration between the Ministry and all its relevant MDAs and sectoral stakeholders.
- **The review team also recommends** the constitution of a Committee that comprises of the Ministry, SLRA and other relevant stakeholders to clarify the “**Right of Way**” and ensure it is effectively implemented.

1.3.2. Functions/ Organizational Structure:

- **The review team recommends that** the Ministry reviews its functions and mandates to mitigate confluences in mandates and functions with other MDAs.
- **The review team also recommends** the development of a set of clearly defined roles and responsibilities that will transform the Ministry into a modernized and high-performing institution.
- **The review team recommends** the need for a revised organizational structure that reflects the current realities and change management needs of the Ministry.
- **The team further recommends** the establishment of a Public Facility Maintenance Directorate that will be tasked with the maintenance of public facilities.
- **The review team further recommends that** the Ministry scales up its oversight and monitoring and evaluation functions which will enhance productivity and on-time service delivery.
- **The review team also recommends that** the Ministry develops a comprehensive Infrastructural Development Policy and Service Delivery Framework which will serve as a blueprint for public asset management, allocation, rehabilitation and infrastructural development.

1.3.3. Mandate

- **The review team recommends that** the Ministry put mechanisms in place to ensure all agencies / key players within the sector clarify their mandates, define their roles and responsibilities and facilitates the effective operationalization of their mandates in line with the sector overarching mandate. The review team further recommends that the Ministry strengthen collaboration and coordination with other MDAs to avoid confluence of mandate and functions.

1.3.4. Human Resource Management

1.3.5. Staffing

- **The review recommends that** the Ministry reviews its manpower plan and develops a staff rationalization strategy that informs decision making processes around downsizing/right-sizing and the relocation of excesses staff.

1.3.6. Age Profile and Succession Planning

- **The team recommends that** the Ministry with technical support from HRMO develops an effective and fit-for-purpose succession plan, which will mitigate the impact created by the impending wave of retirements.

1.3.7. Recruitment

- **The review team recommends that** the Public Service Commission (PSC), Human Resources Management Office (HRMO) and Ministry of Finance (MoF) ensures that once positions are discussed and approved at manpower hearings, the recruitment processes are expedited and the most suitable candidates are posted at the regional offices within a reasonable timeframe.

1.3.8. Training

- **The review team recommends that** the Ministry prepares the following key documents with technical support from HRMO: training policy, Training Needs Assessment (TNAs) and Key Performance Indicators (KPIs).

1.3.9. Job Descriptions (JDs)

Being the government entity in charge of all Public Sector Human Resource issues, the HRMO has developed prototype Job Descriptions (JDs) for almost all job families/categories within the Civil Service. **The review team therefore recommends that** Ministry solicits the expertise of HRMO to review, modify and align the JDs to ensure they address the gaps identified in the versions submitted to the review team which lacked qualification requirements, failed to properly analyze tasks and on further scrutiny, proved to be Schedule of duties instead of JDs. **The review therefore recommends** that MWPA engages HRMO to develop standard/fit-for-purpose JDs for all vacancies that are aligned with the Ministry's mandate.

1.4. Information Communication and Technology:

- **The review team recommends that** the Ministry develops an efficient and effective ICT Plan that addresses both its internal and external communications needs.

- **The team also recommends that**, as part of its efforts to rebrand and increase its visibility, the Ministry should engage both the print and electronic media to increase citizen's awareness about the mandate and functions of the Ministry.
- **The review further recommends that** the Ministry invests in strengthening its ICT infrastructure by having a modernized and updated website that is accessible to the general public.

1.4.1. Logistics and Equipment

- **The review team recommends** that the Ministry allocates a percentage of its quarterly budgetary allocations to offset costs related to equipment and logistics consistent with its Annual Procurement Plan (APP).

1.4.2. Accommodation

- **The team recommends that** the Ministry continues to engage its Accommodation Committee regarding the reopening of all its regional offices.
- **The review also recommends that** the Ministry conducts comprehensive needs assessment to determine whether the office spaces at Headquarters are congenial and spacious enough to permit optimal functionality and performance.

1.4.3. Carpentry Workshop

- The review reaffirmed the importance of the carpentry workshop to the overall operations of the Ministry, especially in the area of resource mobilization/self-sufficiency. The review team consequently recommends **that the Ministry develops a smart Revitalization Plan** and an accompanying by six (6) months **implementation action plan**.
- **The review team recommends the privatization of the carpentry workshop**, should the Ministry **fail to develop** a robust revitalization plan and accompanying implementation plan of action with specific deliverables with timelines **3 months post MFR**.
- The **review team also recommends** that for government not to lose total control of the workshops, it considers employing the Public Private Partnership (PPP) model.

1.4.4. Mechanical Engineering Division (Mechanical Works Yard)

- **The Review Team recommends that** the Ministry with technical backstopping support from the Public Sector Reform Unit **develop a SMART – Revitalization Plan** to be implemented in six (6) months for transformation of the Mechanical workshop into an effective and efficient public mechanical workshop which will serves as an effective mechanism through which government services and repairs all its vehicles and machines, including generators.
- **The review team recommends that** absent of a revitalization plan and an accompanying implementation plan not extending six months, the Ministry should privatize the Mechanical workshop.
- **It is further recommended that** the current Lift Management Unit be subsumed under the proposed Public Facility Maintenance Directorate which will now be responsible for the maintenance of all public facilities.