

MANAGEMENT AND FUNCTIONAL REVIEW OF THE MINISTRY OF WATER RESOURCES



PUBLIC SECTOR REFORM UNIT (PSRU)
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ACRONMYS AND ABBREVIATION

AIL	-	Angelique International Limited
EWRC	-	Energy and Water Regulatory Commission
GVWC	-	Guma Valley Water Company
HRMO	-	Human Resource Management Office
KOICA	-	Korean International Corporation Agency
LC	-	Local Council
LGA	-	Local Government Act
MAFFS	-	Ministry of Agriculture, Forestry and Food Security
MDAs	-	Ministry, Department and Agencies
MEWR	-	Ministry of Energy and Water Resources
MFR	-	Management and Functional Review
MIC	-	Ministry of Information and Communications
MLGRD	-	Ministry of Local Government and Rural Development
MMMR	-	Ministry of Mines and Mineral Resources
MWR	-	Ministry of Water Resources
NCP	-	National Commission for Privitisation
NWRMA	-	National Water Resource Management Agency
PSRU	-	Public Sector Reform Unit
SALWACO	-	Sierra Leone Water Company
WASH	-	Water, Sanitation and Hygiene
WHO	-	World Health Organisation

EXECUTIVE SUMMARY

The Public Sector Reform Unit (PSRU) presents the findings and recommendations documented from the Management and functional review of the Ministry of Water Resources (MWR). This MFR solicited is a clear manifestation of the leadership commitment of the Ministry of Water Resources to strengthen its management and institutional function for effective and efficient delivery of services. This has also been to align its institutional mandate with the broader commitment of Government enshrined in the New Direction Agenda.

PSRU was able to gain an increased understanding of the management, administrative and operational functions of the Ministry; and was also able to analyzed its systems, structure and management processes. The Review Team was particularly able to review key administrative procedures, communication and coordination mechanisms, human resource issues to determine the optimum efficiency and effectiveness of the Ministry.

Furthermore, the Review Team identified the gaps and challenges, as well as the opportunities to strengthen its functions in terms of clarity of objectives, coherence, priorities, roles and relationships with other institutions of Government within the Water Sector. Attention was also paid to the operational efficiency and programmatic effectiveness that are inextricably linked to help redirect the attention of the Ministry to its oversight, supervisory and policy formulation functions. With the above in mind, the recommendations are proffered based on the findings acquired through desk review and questionnaires administered by the Review Team.

In essence, the Review Team commenced the MFR with an inception meeting during which a mixed method, roadmap and processes involved in the conduct of the MFR was presented and discussed. The objective of this inception meeting was not only deepen understanding of the review process, but also to garner the buy-in and clearly define expectations of the MFR. During this meeting, the Review Team noted with keen interest the institutional challenges and concerns expressed by the leadership of the Ministry for which the MFR was solicited. Such a request was not surprising since the Ministry provide oversight, monitoring and supervisory functions to a Water Sector that is crucial for Social and Economic wellbeing of Citizens of Sierra Leone. After which, interviews, desk review and questionnaires were administered to the Senior Management and junior staff of the Ministry.

The Review Team came to the realisation that the comprehensive review of the earlier MFR conducted in 2011 proffered recommendations, whose implementation were affected by the demerger a few years later. However, this MFR has taken those recommendations into account as they are still considered valid and relevant to this MFR. Implementation of these recommendations call for proactive measures from other stakeholders of the water supply sector and to help review policies to address some of the challenges stated in this report.

In terms of structure, the Ministry and the Review Team has proposed an organogram that reflect the current structure of the Ministry. The proposed organogram has a clear reporting lines and a path for progression. This review captured a total of 104 staff of which 62 staff work within the Water Directorate, 40 staff from the administrative wing and 2 contract staff for project implementation.

On the issue of workforce within the Ministry, the statistics reveal that there are some staff that are on the verge to retirement within the stipulated years. However, the Ministry should put mechanisms in place to develop a **Succession Plan** so as to meet the dynamic potentials of the Ministry.

Summary of Findings

- The MFR revealed factors affecting the effectiveness, efficiency and productivity of the Ministry, including the lack of adequate storage facility for water, lack of essential tools and resources, lack of well-trained professionals to carry out technical functions (Engineers, Lawyers and energy experts), limited implementation and employment of effective management systems and processes resulting in an increased opportunity for improper practices by the utility companies; and inadequate coordination and supervision over the Ministry's implementing Agencies. These were also the findings and concerns raised in the earlier MFR concluded in 2011.
- It emerged in the MFR that despite the ambitious goal of the Ministry in pursuing a wider sector policy, there is no comprehensive and coordinated approach between the Ministry and the parastatals.
- The Review Team noted that the process of decentralizing water supply functions has been completed through the respective local councils. However, the Team noted that there is a lot of bureaucracy involved in getting request/funds approved from the Local Councils to implement the devolved functions at the district level.
- The oversight function is not properly executed and there is very little policy planning and monitoring of the agencies.

SUMMARY OF RECOMMENDATIONS

- In line with the New Direction Agenda and Development Plan of the Government of Sierra Leone, **we recommend** for an effective compliance with the Local Government Act 2004, which stipulates devolving water supply functions to local councils; and also in line with the new National Water and Sanitation Policy which **recommends** major reforms including: (a) shifting government focus from implementer to policy making and facilitation; (b) creation of a National Water Resources Board with responsibility for water resources management; (c) establishment of a regime for regulating water supply and sewerage services which effectively balances economic, financial, and social objectives; and (d) enactment of a new Water Law which creates a legislative framework for all those involved in the sector—public and private, present and future—and supersedes outdated water-related legislation. Only a few of the reforms have been implemented.
- **We recommend** for the strengthening of coordination between the Ministry and the parastatals of the water sector to ensure effective and efficient service delivery. The review team is of the strong opinion that without effective coordination and collaboration of effort between the Ministry and the its subordinate institutions, the Ministry cannot succeed in the implementation of water sector policies and management of the overall sector goal.
- **We recommend** that the Ministry exercise strong sector leadership roles and responsibilities as enshrined in the legislation and the new Water Policy that give the ministry oversight responsibility for water resources management in the country. We also **recommend** that SALWACO and GVWC, align their operational functions with the Ministry's policies and report their operations in accordance with requirements set out by the Ministry.
- **We recommend** for an enhanced sector efficiency through sector coordination, collaborative engagement; joint institutional strengthening through Capacity Building Programmes to improve efficiency and service delivery.
- **We recommend** for the implementation of a major water rehabilitation programme in Freetown, which when completed will increase access to thousands of residents of the city, with special priority to residents in the East End of the city. Part of this **recommendation** will also include rehabilitating existing water supply infrastructure; Treatment Works and Facilities, and Transmission and Distribution networks to increase access to water supply.

ANALYSES & RECOMMENDATIONS

Human Resource Management/Administration

The Administrative functions provide support services to the Ministry in order to achieve their mandate. The Administrative Unit currently has 40 staff including assigned staff. The team noted with concern that the Deputy Secretary has been transferred and need replacement In the Water Directorate, there is a total of 62 staff and 2 contract staff.

Information and Communication (IC)

The Review Team based on the desk review and documents received found out that there is no communications strategy that sets out the vision, mission, core values, identifies challenges and articulates a Plan of Action to achieve the Ministry's development objectives

Records Management

The Ministry uses both paper based and digital means to store information. The review team noted that the Ministry did not have a centralized storage facility and each department stores and manages its own information.

Effective Service Delivery

The Ministry should work with GVWC to develop and monitor existing policies relating to Illegal structures within the catchment areas. The Ministry also faces huge challenges in terms of logistical support for staff at the district level which deters the process of implementing efficient and effective service delivery.

According to result from the provincial visit conducted by PSRU two (2) years ago, the Review team noted that at the District level there was lack of laboratory equipment such as re-agent/chemical to test water quality

Access to funding

According to feedback received, the Review Team was informed that a lot of beaucracy involved in getting request/funds approved from the Local Councils to implement the devolved functions at the district level. This factor might hinder not only the effectiveness of Local Councils, but also the viability of the entire project implementation and decentralization process as a whole.

Local Government Act, 2004

The LGA 2004 devolves some functions of Line Ministries to Local Councils. The timeframe for the devolution of functions i.e. the process of transfer of functions to LCs was set to be done in phases

spanning a 4-year period, (i.e. 2004-2008). The process of devolving the water supply functions has been completed through the respective local councils.

Recommendations

Based on the above issues, a range of recommendations have been outlined, foremost among them;

- That the Ministry through HRMO to fill in the position of Deputy Secretary to reflect the current structure of the Ministry of Water Resources
- That the Ministry develop a comprehensive Communication Strategy that expresses the vision and methods of the Ministry's outreach activities; to targeted MDAs and the general public.
- That the Ministry establish a centralized Records Management center within the office to enable easy access to data or information both internally and externally.
- That there should be a well-equipped laboratory at that level to ensure quality testing of water.
- That there should be provision for capacity building for skilled staff to operate and maintain safe, clean, accessible and affordable drinking water
- That the Ministry needs to strengthening GVWC with respect to policy formulation, implementation and monitoring of water supply activities including the removal of Illegal structures within the catchment areas.
- That Government allocation of funds should be disbursed on a timely manner since the implementation of water supply activities within the districts are time bound
- That the Ministry should ensure that there is an effective collaboration and partnership within the water sector, including the Local Councils.
- That the Ministry set- up a robust mechanism for effective collaboration and coordination between the Ministry and other stakeholders both at the central and regional level. Also, the lack of strategic oversight means the Ministry has no mechanism for looking at the broader economic transformation as stipulated in the National Development Agenda
- There is need for the Ministry to establish a mechanism for managing the flow of information and liaising with the general public and the Civil Societies as well as collaborating with other MDAs
- That the Ministry of Water Resources develop a **Succession Plan** so as to meet the dynamic potentials of the Ministry.

ANNEX A – PROFFERED RECOMMENDATION OF THE MFR OF MEWR

SUMMARY OF RECOMMENDATIONS_MEWR

Effective Implementation and Management

1. **We recommend** the immediate creation of a Change Management Team) to take ownership and leadership of the reform initiatives and other management activities relating to the Ministry

Legislation

2. **We recommend** that the Ministry reviews its Energy Policy taking into account the changes in the sector and structural changes that are recommended in this report.

3. **We recommend that** the draft National Water and Sanitation Policy be urgently considered by Government.

4. **We recommend** that the legislations be reviewed as appropriate in order for the laws to become harmonised with the new national policy and the proposed new Act.

5. **We recommend** that a National Water Coordinating Agency (NWCA) be established.

Functions

6. **We recommend** that the Ministry develop a strategy to implement the Local Government Act 2004 with respect to community water supply.

7. **We recommend** that SALWACO should move its offices to Mile 91 in the former Ministry of Works Compound.

8. **We recommend** that ALL staff of the Rural Water Supply Division working for SALWACO presently should immediately be transferred to SALWACO and become full time staff of SALWACO.

9. **We recommend** that the Sierra Leone Water Company Act 2001 should be reviewed to take cognisance of the Decentralization Act 2004, and to widen the scope and responsibilities of SALWACO, taking into consideration the new activities and roles stipulated in the new water and sanitation policy.

10. **We recommend** that in reviewing the Sierra Leone Water Company ACT, SALWACO should be giving the responsibility of supervising all District Rural water supply programmes to be managed by the District Councils.

11. **We recommend the** establishment of a Public Utilities Commission.

Structures

12. **We recommend** the adoption of a directorate structure inclusive of Policy and Planning Units, as at Appendix 3

13. **We recommend** that if and when Cabinet approves the new structure, the Human Resource Management Office and the Civil Service Re-Grading Committee take immediate action to operationalize the structure.

14. **We recommend** that the Ministry be represented on the Board of Institutions it supervises.

15. **We recommend** that the Ministry should facilitate comprehensive restructuring in the institutions it supervises.

Projects

16. **We recommend** that the ministry reviews the current water supply and sanitation projects to ensure maximisation of available resources and that they take cognisance of the Local Government ACT 2004.

Procurement

17. **We recommend** that the ministry should implement the rules as prescribed and the procurement committee should lead the process.

Projects

18. **We recommend** that a mechanism be put in place for all projects in the ministry to submit a monthly report to the Change Management Team.

Budget Committee

19. **We recommend** that the Change Management Team should insist and make sure that the Budget Committee meets regularly.

Internal Audit

20. **We recommend** the deployment of an Internal Auditor to the Ministry.

Record Keeping

21. **We recommend** that the HRMO takes urgent steps to train the records officers and develop a system for records management in the ministry.

Schemes of Service

22. **We recommend** that all professional, administrative and clerical staff are provided with a written job description.

Training

23. **We recommend** that the ministry should develop a human resources Training Plan, which will identify and plan for the human resources requirements of the Ministry and the sector.

Oversight Responsibilities

24. **We recommend** that the ministry should establish appropriate institutional frameworks for the regulation and supervision of state institutions.

Effective Implementation and Restructuring

25. **We recommend** the creation of a Change Management Team (CMT) to take ownership and leadership of the reform initiatives and other management activities relating to the Ministry (Draft composition and TORs for CMTs are available at the PSRU).