GOVERNMENT OF SIERRA LEONE

PUBLIC SECTOR REFORM UNIT
(PSRU)

MANAGEMENT AND FUNCTIONAL REVIEW OF THE MINISTRY OF YOUTH AFFAIRS (MoYA)

FINAL REPORT

SEPTEMBER, 2021

Table of Contents

ACRONYMS

GoSL	Government of Sierra Leone
MoYA	Ministry of Youth Affairs
HRMO	Human Resource Management Office
ICT	Information, Communication Technology
PSRU	Public Sector Reform Unit
MFR	Management and Functional Review
NAYCOM	National Youth Commission
NYS	National Youth Service
MDAs	Ministries, Department and Agencies
PSC	Public Service Commission
PS	Permanent Secretary
HR	Human Resource
PWDs	Persons with Disabilities
NYP	National Youth Policy

EXECUTIVE SUMMARY

This report presents findings, analysis and recommendations of the Management and Functional Review (MFR) of the Ministry of Youth Affairs (MoYA), conducted by the Public Sector Reform Unit (PSRU) which is the government agency mandated to reform and modernize the entire Public Sector. The key focus of the functional review was to assess the management and functional fitness of the Ministry to effectively deliver on its broad mandate. In particular, the MFR process was mechanised to also examine the Ministry's organizational structure, systems and processes. The impetus for this MFR was the 'de-merger' of the erstwhile Ministry of Youth and Sports through a Presidential directive into the Ministry of Youth. This decision reinforces government's commitment to youth empowerment and development as articulated in the National Development Plan.

In terms of methodology, the MFR team employed both the structured and semi-structured approaches which included Key Informant Interviews (KIIs), Focus Group Discussions (FDGs) and administration of questionnaires. Preceding the process was an inception meeting with the leadership of the ministry to discuss and agree on the scope, methodology, timelines and focal person.

The key outcome of the process is the realignment of the organizational structure, and critical recommendations to address the systems/process and procedure gaps identified. In essence, as a result of this process, the Ministry will be repositioned and its systems recalibrated to enhance its service delivery performance.

Summary of Findings and Recommendations
Findings:

- The review revealed that the Ministry has only one Professional Unit headed by the Director of Youths whose Terms of Reference (ToR) is extensive and overwhelming. Further analysis revealed that the mandate and functions of the said Directorate is wide and could not be effectively handled by a single directorate, considering how crucially important youth education/empowerment/development to the achievement of Human Capital Development goals, the need for an additional directorate is now compelling.

- The review revealed also weak human resource capacity both in terms of quantity and quality. There is only a small number of permanent and pensionable staff in the youth directorate of the Ministry.

- The review revealed that there is weak collaboration and coordination between the Ministry and its constituent agencies which are being supervised by the Ministry.

- The review revealed that the Ministry lacks an effective communication strategy.

- The review revealed that the Ministry lacks essential tools and equipment such as vehicles, motor bikes, office furniture, computers, printers and photocopiers, internet access and other basic office requirements.

Recommendations:

Organisational Structure

- **The review team recommends** that the Youth Directorate is maintained and strengthened. Having identified policy gaps and challenges in the development and monitoring of youth programmes, the team recommends the creation of a separate Directorate of Policy, Planning and Research with M&E functions embedded into it.

- **The review also team recommends** the Directorate of Youth to be divided into two units namely: **Youth unit and Livelihood and Training unit**. These units are to be headed by Deputy Directors who will be assisting the Director of Youth

Human Resource Management

- **The review team recommends** that the Ministry should engage HRMO and PSC to recruit trained and qualified personnel into vacant permanent and pensionable positions identified in the Ministry.

- **The team also recommends** that the Ministry seeks technical assistance from HRMO to develop an effective succession plan.

Collaboration and Coordination with the Ministry' Agencies

- **The review team recommends** that the Ministry strengthens its collaboration, coordination and supervision with other youth focused MDAs to enhance the implementation of national youth activities.

SECTION ONE
1. INTRODUCTION

The mandate of the Public Sector Reform Unit (PSRU) is to provide 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.

Consistent with its mandate, PSRU undertakes Management and Functional Reviews (MFRs) as an entry point to identify capacity, systems and process challenges affecting the performance of Ministries Departments and Agencies (MDAs). The key objectives of MFRs is to ensure that systems and organizational structures are aligned with the National Development Plan and the beneficiary institutions have systems/processes/procedures that work and enhance efficient and on-time service delivery. An inventory of MDAs that have benefitted from the MFR process and other critical Public Sector updates could be found at *www.psru.gov.sl.*

The Public Sector Reform Unit (PSRU) in collaboration with the Human Resource Management Office (HRMO) undertook the MFR process which entails an inaugural inception meeting during which the scope, methodology, focal person and timelines are agreed.

It is important to note that the MFR process is not an end itself, but the means to an end which is an effective and optimally function institution that is repositioned and has systems and processes that work. That is why, post MFR, PSRU and HRMO continue to provide requisite backstopping support to beneficiary institutions like MYA and monitor the effective implementation of the recommendations proffered for impact optimization. As a matter of full disclosure and to manage expectation, not all recommendations could be immediately implemented. The reality is that the implementation of recommendations is staggered with those over which MoYA has direct control and do not require extra-budgetary financial implications being immediately addressed, while others, particularly those with financial implications, may be addressed over time.

Whilst it is the case that the request for the conduct of this Management and Functional Review was made by the Ministry of Youth Affairs, PSRU takes full responsibility for views expressed and ensuing recommendations entailed herein.

1.1 METHODOLOGY

PSRU employed the structured and semi-structured approach which includes the administration of questionnaires, KIIs, Focus Group Discussions (FDGs), a field engagement which is contingent on the availability of funds, the submission of a draft report, a finalization meeting and submission of final report which incorporates all edits discussed and agreed on. The Civil Service Steering and Regrading Committee is the mechanism that approves the MFR.

1.2 SCOPE AND LIMITATION

The review covered the overall institutional framework, organizational structure, systems and processes and resource capability of the Ministry in the delivery of its mandate. The exercise also covered both the Headquarter in Freetown and all four regions. The review targeted all critical sectoral partners and stakeholders most especially the constituent institutions namely NAYCOM and NYSC. The review critically assessed following:

- The Mandate, role, responsibilities and functions of the MoYA;
- The Organizational Structure and staffing of the Ministry in sync with its mandate;
- Functional overlap with other related institutions for the avoidance of duplicity and wastages;
- The Ministry's Administrative procedures and processes to ensure consistency and efficiency;
- The capacity and skills of existing staff to determine their suitability for the implementation of the Ministry's mandated functions.

1.3 Summary of Documents Reviewed

 Below are list of documents reviewed by the team, which have helped to informed findings and recommendations;

- The Revised National Youth Policy – 2014
- Current organogram of the Ministry
- List of job descriptions

- Staff List
- Staff Training Policy of the Ministry
- Status Report of the Car Wash project
- Internal Audit – 2019
- Procurement Plan – 2021

SECTION TWO
BACKGROUND OF THE MINISTRY OF YOUTH AFFAIRS

2.1 Ministry of Youth Affairs (MoYA)

The Ministry of Youth Affairs was established in November 2013 after it was 'de-mergered' from the erstwhile Ministry of Youth and Sports through a Presidential directive. The Ministry's core mandate is to operationalize government's policy in creating an enabling environment for the development of youths. In pursuance of this Presidential directive, the Ministry has been driving the implementation of robust policies and programmes geared towards addressing the problems facing youths. The Ministry serves as the principal government agency in charge of addressing the myriad of issues facing youths in particular areas like education, employment, underemployment, and empowerment. To achieve this, the Ministry has scaled up collaboration and coordination with constituent institutions and thematic partners/stakeholders and this is critical considering the fact that youth development issues are cross-cutting.

The 2015 National Population and Housing Census (PHC) youth demographic profile indicates that the youthful population constitute about 60 percent (60%) of the total national population. These statistics underscores the fact that the country's population is youthful, implying it has an active workforce, further reinforcing the need for both government and development partners to prioritize it.

The Ministry's is the government institution mandated to spearhead youth development policies/initiatives/agenda. The Ministry is also tasked with the formulation of youth policies/ programmes/initiatives that will enhance youth development and empowerment. Consistent with its mandate, the Ministry has been more proactive in ensuring that the Government creates the enabling environment and strategies for the development of youths. The implementation of these initiatives by the Ministry requires support of its auxiliary agencies namely: the National Youth Commission (NAYCOM) and the National Youth Service (NYS). The programmes that are delivered in the Ministry include; Livelihood skills, Youth in Agriculture and Youth in Fisheries and Entrepreneurship.

MANDATE, VISION, MISSION and Core Values

Mandate:

To lead in the formulation of policies and implementation of programmes that are youth-centred and youth –driven

Vision:

Empowered, educated and healthy youth contributing innovatively, positively and peacefully towards the development of Sierra Leone

Mission:

To create an enabling environment with positive intervention strategies, that will inspire and transfer the lives of youth in Sierra Leone

Core Values

- **Accountability –** We provide transparency by clearly communicating our intentions, and we take full responsivity for the outcome, regardless of whether our objectives are achieved or not
- **Integrity –** We encourage everyone to act with sincerity and to do the right thing, even when no one is looking.
- **Empowerment –** We belief that in other to develop human capital and get the best result, people have to be empowered.
- **Patriotism –** We are all servants of Sierra Leone, and we actively promote putting her above all else.
- **Inclusiveness –** We seek to consult all stakeholders and respect their contributions irrespective of gender, age, tribe, race and physical/ mental ability.
- **Innovation –** We recognize that in order for our inventions to be successful, we have to continuously encourage new ideas and better ways of doing things.
- **Service Delivery –** We understand the importance of achieving our mandate to improve the state of the youth sector.

Functions of the Ministry

- Develop policies for youths development

- Implement programmes for youth development

- Monitor youth development projects

- Supports youth projects financially and materially

- Collaborate with partners

- Undertake youth related celebrations example Africa Youth Day, International Youth Day etc

- Participate in international conferences

2.2 OVERVIEW OF STAKEHOLDERS

The stakeholder mapping component of this exercise, and analysis of the Ministry's collaboration and coordination function, both indicate the Ministry's collaboration and coordination function have been enhanced. The team was intentional in trying to profile all the constituent MDAs under the Ministry's strategic oversight and supervisory remit and the undermentioned were the identified:

National Youth Commission – The National Youth Commission (NAYCOM) was established by an Act of Parliament, NAYCOM Act 2009 before the demerger of the Ministry of Youth and Sports.

The objective for the establishment of NAYCOM is to implement policies, programmes and projects which will empower the youths to develop their potential for national development. The Act makes provision for the Permanent Secretary of MoYA to serve as a member of the Board of the Commission. Therefore this provision as noted by the review team indicates that the relationship between the Ministry and NAYCOM is strategic.

National Youth Service

The National Youth Service (NYS) was established by an Act of Parliament, National Youth Service Act, 2016 after the demerger of the then Ministry of Youth and Sports in 2013. The key objective of NYS Act is to train graduates to serve the nation. Furthermore, the Act makes provision for the creation of national consciousness and discipline in service corps by instilling a tradition of patriotism, loyalty, integrity, duty and service to the nation. The review team noted that the relationship between the Ministry and NYS is to provide strategic oversight by the former.

The review revealed that there are no existing functional overlaps between the Ministry and NYS. However, the review team noted there are existing overlaps between the Ministry and NAYCOM through the implementation of youth programmes and projects. The review team suggests that the Ministry continues with the traditional function of formulating policies and coordination, as the agencies (NAYCOM and NYS) continue their statutory mandate of implementing polices, programmes and projects that empowers the youths to develop their potentials for sustainable development.

2.3 SITUATIONAL ANALYSIS

Critical Issues and Concerns

Several surveys indicate youth unemployment remains a perennial socio-economic challenge in Sierra Leone. This is noteworthy considering the fact that the youths represent an approximated one-third of the country's population. The structural challenges youth faced, were heightened by the decade-long civil war that ended in 2002. This assertion is validated by the fact that educational services were disrupted, many young people were exposed to, and participated in the perpetuation of acts of violence and terror at their formative years. The conscription of child soldiers and abduction of girls was the vogue with adverse consequences on their education, which explains members of that generation have less employable skills and are less prepared for the job market.

Underscoring the fact that youth development is been ranked highly on the development aspirations of the country, the erstwhile Ministry of Youths and Sports was de-merged in 2013 making the Ministry of Youth Affairs a standalone Ministry. The Ministry's mandate is clear: lead the formulation of youth policies and programmes that will empower and develop youths and help them transition from not realizing their potentials, to fully realizing their potential. The Ministry serves as main mechanism through which government addresses all youth concerns, aspirations and challenges. The Ministry is also responsible for: promoting youth training and development schemed programmes, promotion of youth employment, collaboration with relevant Government Ministries, National and International Organizations/Institutions on Youth Affairs

Since 2014, successive governments have been putting mechanisms in place to ameliorate the condition of youths in the country evident by the fact that it established a triad of programmes namely the Youth in Agriculture, Fisheries and Livelihood Skills. However in 2019, the Livelihood

component was redesigned and evolved to the Car Wash project. Consequently, the establishments of these projects are expected to enable young people to create employment for themselves, earn income, become self-reliant and contribute to community and national development.

The Sierra Leone National Youth Policy of 2014, which highlights priority areas of youth empowerment including Education & Skills Training, Agribusiness, Science and Technology, Health and healthy life styles have proven to be critical to youth development and empowerment. However certain critical gaps namely:1 the skills mismatch between supply and demand which naturally frustrates youths 2. Insufficient coordination and collaboration amongst the critical stakeholders and 3. Challenges with appreciating the fact that youth issues are cross-cutting and should be mainstreamed and dealt with multi-sectorally. There are also claims that to some extent the downsides of globalization, lack of access to ICT, the emergence of Social Media(cybercrimes and bullying), lack of entrepreneurial skills, the low ranking of youth development amongst development priorities and corruption all impede youth empowerment and development.

However, the New Direction agenda as articulated in the National Development Plan has changed the narrative as youth development is ranked highly. Further evidence is that the youth policy which serves as the blueprint for youth development in the country was reviewed in 2019, through the Directorate of TVET in the Ministry of Tertiary and Higher Education (MTHE). The overarching goal for commissioning the review was to ensure the Policy was transformative and responsive to the inherent and emergent challenges facing youths.

2.4 STATUS OF YOUTH EMPLOYMENT IN SIERRA LEONE

The concept of "**Youth in Car Wash and Services Project"** which is the product of several reports related to youth employment was established to serve as a mechanism through which unemployment across the country will be resolved. Apparently, the transport sector has a large number of privately owned vehicles and motorbikes which has somewhat mitigated youth unemployment and disenchantment by providing them with livelihood opportunities through apprenticeships and ownership of motorbikes (okadas), tricycles (kekes) etc. The analysis indicates that whilst this has become the mainstay of many youth and has gotten many of them out of unemployment, it has challenges that persist amongst which are: 1. The high start-up capital required and 2 the cost of securing licence and other related documentation. However,

even admist noted challenges, this contributed transitioning many youths for dependence and deviants to self-reliant youths with self-esteem. Embarking on such enterprise is highly expensive and requires huge capital. This and many more debar most youths from embarking on the activities of the sector hence the establishment of the **Youth in Car Wash and Services Project** which is expected to enable young people to create employment for themselves, earn income, become self-reliant and contribute to community and national development.

The analysis confirmed that the Youth Car Wash and Services Project, amidst challenges, is creating desired impact as it has not just created employment for youths, but has contributing meaningfully in transitioning youths from a state of reliance and dependence to a state of self-reliance. Further analysis of the project indicate as follows: 1. that the total number of centres to be establish are 2,100 2. That of those 2100 centres 10 are ready for which 350 Youths have been identified and profiled as project beneficiaries 3. That a gendered approach was employed in the selection of beneficiary process, evident by the fact that of the 350 target beneficiaries identified and profiled 290 (83%) were male and 60 (17%) were females. Alluding to the fact that the project also employed a non-discriminatory approach, data from the status report indicate that 10 of the 290 males were Persons with Disabilities (PWDs) and 2   of the 60 females were PWDs. (status report car wash and services project from August 2018 to September 2020). This shows on the table below accompany by the pie chart.

No	Sex	Persons without Disabilities	Persons with Disabilities	Total
1	Male	280(96.6%)	10(3.4%)	290
2	Female	58(96.7%)	2(3.3%)	60
Grand Total				350

Source: Car Wash Project (2019-todate)

Persons without Disabilities(Male): 280 (96.6%)
Persons without Disabilities(Female): 58(96.7%)
Persons with Disabilities(Male): 10(3.4%)
Persons with Disabilities(Female): 2(3.3%)
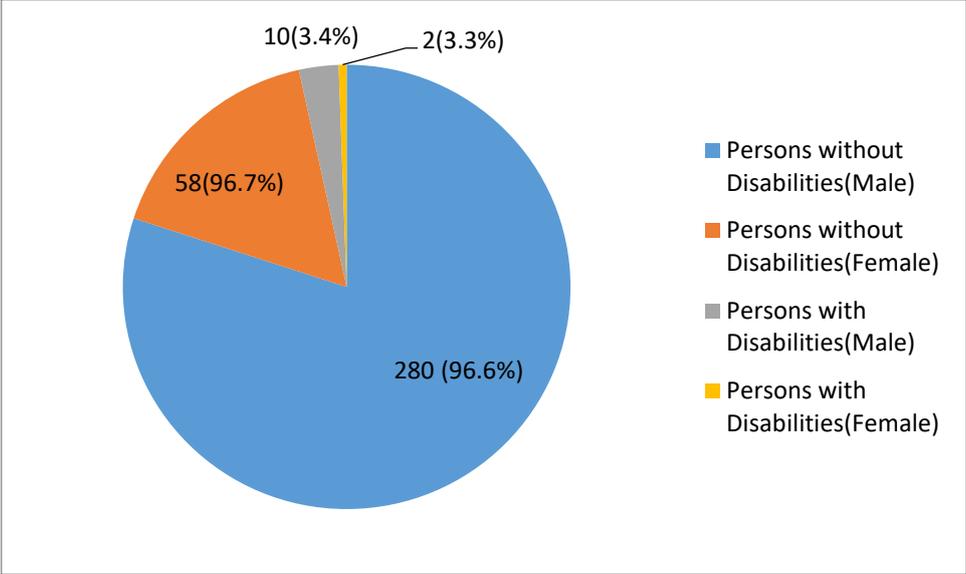
SECTION THREE

ORGANIZATIONAL STRUCTURE OF MINISTRY OF YOUTH AFFAIRS

3.1 CURRENT ORGANIZATIONAL STRUCTURE

The Ministry's current structure is made up of the Administrative Division and the Technical/Professional Division. The Permanent Secretary is the head of administration and is responsible for the day-to-day running of the Ministry. He is also the Principal Adviser to the Minister on strategic planning and policies and also serves as the Vote Controller of the Ministry. In his capacity as Vote Controller, the PS is signatory to the Ministry's account and approves budgets and procurement requests.

The Technical/Professional Division is led by the Director of Youth, who is assisted by a Deputy Director. Their remit is to provide leadership and spearhead youth-related policy formulation and reformulation processes. Absent in the current organizational structure of the Ministry is a Directorate responsible for policy, planning and research and a Monitoring and Evaluation component attached-a structural anomaly which this MFR intends to address.

3.2 ADMINISTRATIVE/HUMAN RESOURCE DIVISION

The Administration/HR section of the Ministry is in charge of coordinating the provision of all vital services including procurement of goods and services, provision of stationery, toiletries and other working logistics. To be specific, this section performs the following specific functions:

- Implementing legislations and policies related to personnel affairs
- Identifying staff requirement across Directorate and Units
- Conducting employee performance reviews and appraisal
- Processing employee leave entitlements
- Developing and implementing training programmes for employees
- Developing job descriptions and job classifications

3.3 YOUTH DIVISION

This division is tasked with designing/formulating impactful youth employment and empowerment policies that will transform the lives of youths in Sierra Leone. This division is also tasked with the following functions:

- The formulation of appropriate policies for youth
- The designing of programmes for youth development
- The Monitoring and Evaluating of all existing projects and activities
- The provision of supervision on the activities of National Youth Commission and National Youth Service

The Current Organisational Structure for the Ministry of Youth Affairs is shown in the figure below

Figure1. Current Organizational Structure
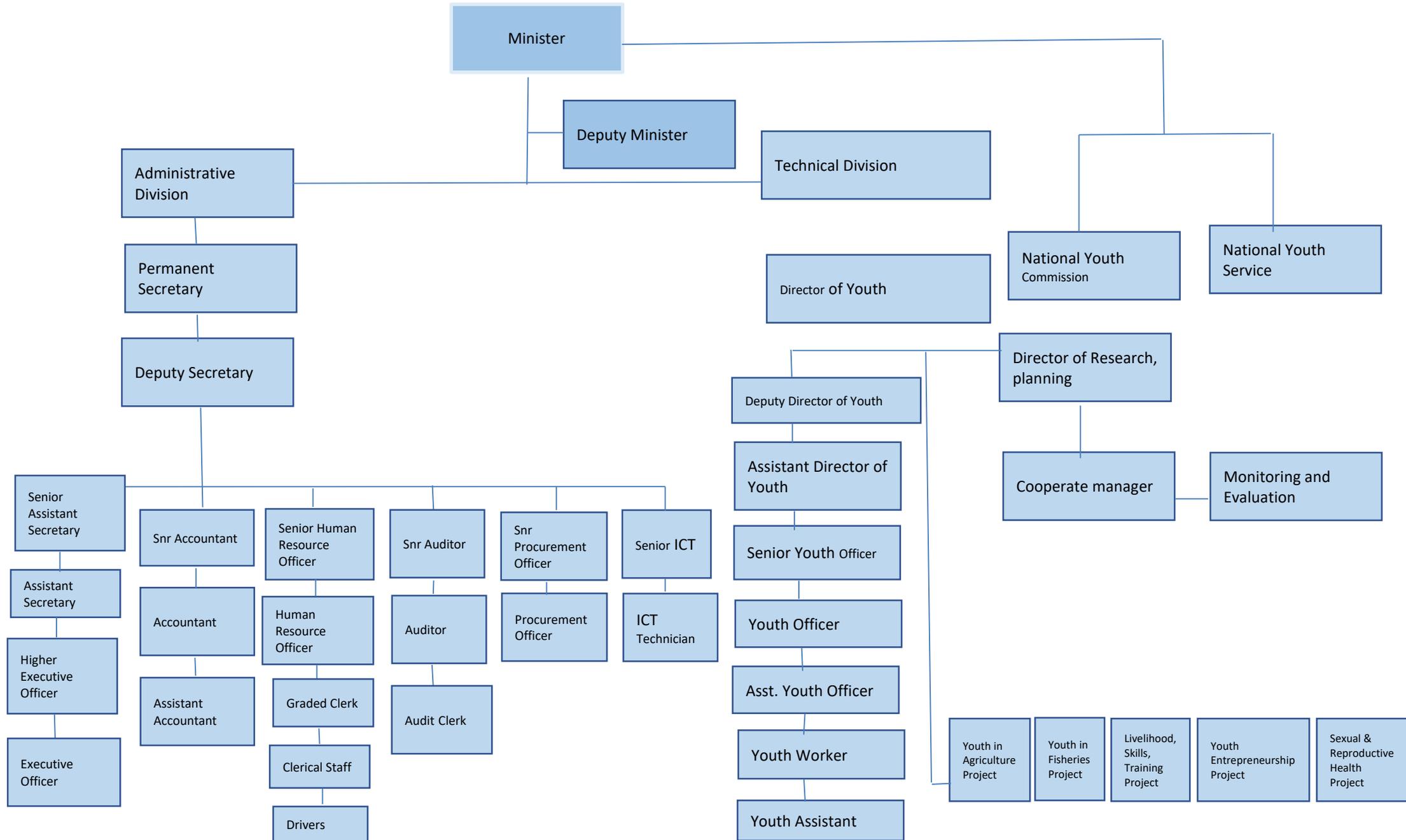
Analysis of the Current Management Structure of the Ministry

The analysis of the Ministry's existing organizational structure above, revealed the following: 1. blurred reporting lines (M&E officer is reporting to the corporate manager) and 2. limited opportunities for upward mobility and misalignments between nomenclature and functions/job descriptions all of which have had adverse effect on productivity effective service delivery. These institutional contexts and realities have resulted in the review team's decision to propose a new structure that should address some of the catalogued structural gaps and thereby enhance productivity, transparency and accountability at the Ministry.

The review revealed that there are functions critical to the Ministry's ability to effectively deliver on its mandate that it lacks, in particular po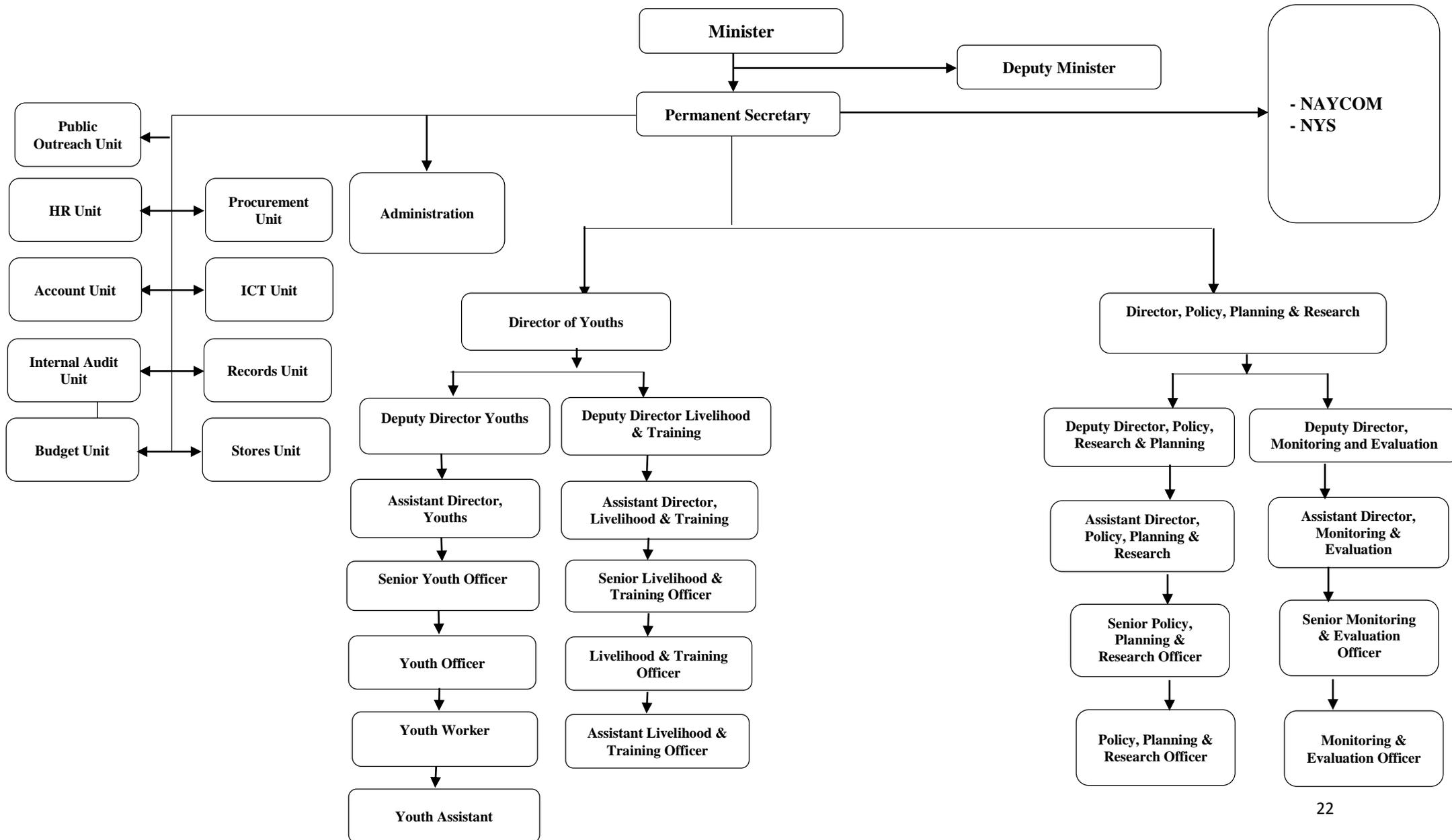licy, planning, research and M&E. This weakness has affected the planning and policy making processes and considering the fact that the Ministry is the government's policy driver, it needs a well-established and enhanced policy and planning function. Consequently, the review team has recommended an appropriate organizational structure that is imbued with a policy planning and research function and compliant with the Civil Service architecture. The mandate, functions, change management issues and other structural issues have been discussed with senior management of the Ministry who have seen the need to maintain the directorate structure justified by the mandate and functions of the Ministry. The proposed and existing directorates will be divided into units. While technical consideration has made to have Livelihood and training unit under the Youth Directorate, Monitoring and Evaluation Unit also will be embedded within the policy, planning and research Directorate.

The Proposed Organisational Structure for the Ministry is shown in the figure below.

Figure 2. The Proposed Organogram

Minister

Deputy Minister

Permanent Secretary

- NAYCOM
- NYS

Public Outreach Unit

HR Unit — Procurement Unit

Account Unit — ICT Unit

Internal Audit Unit — Records Unit

Budget Unit — Stores Unit

Administration

Director of Youths

Deputy Director Youths

Assistant Director, Youths

Senior Youth Officer

Youth Officer

Youth Worker

Youth Assistant

Deputy Director Livelihood & Training

Assistant Director, Livelihood & Training

Senior Livelihood & Training Officer

Livelihood & Training Officer

Assistant Livelihood & Training Officer

Director, Policy, Planning & Research

Deputy Director, Policy, Research & Planning

Assistant Director, Policy, Planning & Research

Senior Policy, Planning & Research Officer

Policy, Planning & Research Officer

Deputy Director, Monitoring and Evaluation

Assistant Director, Monitoring & Evaluation

Senior Monitoring & Evaluation Officer

Monitoring & Evaluation Officer

22

3.4 Mandates of the Proposed Directorates

Below are the proposed mandates developed for each directorate with accompanying functions:

1. **Directorate of Youths**

   This Directorate will be responsible for the implementation of programmes, projects and policies for the empowerment of youth. It also provides opportunities for youth to develop leadership skills to be part of the decision-making process and further provide training programmes for staff and youth.

2. **Directorate of Policy, Planning and Research**

   This Directorate is responsible for the formulation of Policies, Monitoring and Evaluation. It is also responsible to conduct research on specific youth activities and monitor progress on projects and programmes on youth empowerment. The Directorate will also be tasked with spearheading the strategic planning and review processes to ensure the Ministry's vision and mission are achieved. The Directorate will provide technical backstopping to relevant stakeholders and constituent institutions in the planning, research and M&E domains.

3.5 Reporting Mechanism of the Proposed Directorates

The current organogram of the Ministry gives a description of an overwhelming workload on a single directorate structure. In view of these challenges noted by the team, it is in the strongest professional view of the team that two directorates proposed in the new structure be established on the same platform with reporting responsibility to the Permanent Secretary and the Minister. The two Professional Heads will provide technical leadership to the Ministry in the development of programmes and activities that are youth focused.

The team therefore recommends that, prior to the operationalizing this proposed organogram, the Ministry engages HRMO to ensure the new positions align with the Civil Service grading system and that a fit-for-purpose job descriptions are developed for the entire Ministry, most especially for the proposed directorates.

SECTION FOUR

ANALYSIS OF PROCESSES AND PROCEDURES FOR EFFECTIVENESS AND EFFICIENCY

The operations of the Ministry of Youth Affairs are guided by policies, administrative, legal instruments and mechanisms. The administrative systems, policies and legal instruments relating to the youth programmes have been reviewed, to assess and further ascertain whether they provide the platform for consistency, accountability and efficiency in the realization of its mandate. Comprehensive analysis has been done by the team to understand the challenges, accompanied by recommendations to address the catalogued challenges.

4.1 The National Youth Policy-Analysis of the Critical Blueprint for Youth Empowerment

The 2003 Youth Policy served as the compass which State Institutions navigated the complexities and challenges associated with developing and implementing national level youth development interventions and frameworks. The development of a National Youth Policy (NYP) was borne out of government's desire to streamline and systematize youth development interventions to ensure interventions by both government and development partners were smarter and more responsive.

The development of the said policy has itself undergone a number of evolutionary processes dating back to 2003 when the maiden policy was developed in 2003 which was focused mainly on situating youths in post-conflict Sierra Leone and ensuring their dreams and aspirations were captured in the post-conflict socio-economic re-engineering processes. In essence, it was primordially focused on providing a sound base for a stable and peaceful Sierra Leone.

Fast-forward to 2014 when the evolved NYP had a noticeable shift in focus evident by the fact that "the National Youth Policy was anchored on the twin notion of youth empowerment and the creation of a responsible citizenry"[1]. This evolved NYP aims to mainstream Youth activities and contributions and highlight Youth concern as critical input in the development process.[2] Further analysis of the policy indicates it targets in particular, the empowerment of youths in a post-conflict context by integrating approaches that will ensure youth-related interventions are

---

[1]2014 National Youth Policy
[2] https//www.youthpolicy.org, retrieved 21st May, 2021.

mainstreamed and that government ranks youth empowerment high on its agenda.[3] The crucial importance of the NYP it informs national development frameworks evident by the fact that Cluster six of the Medium Term National Development Framework which has to do with: Youth Employment, Sports and Migration, with section 6.1 addressing Youth entrepreneurship (employment and empowerment) issues specifically.

The Ministry of Youth Affairs being the Ministry in charge of developing and operationalizing government's policy related to Youths, is focused on overseeing the implementation of the Youth Policy and facilitate the monitoring of various programmes as articulated in the National Youth Policy, including playing an advocacy role. The review of the National Youth Policy of 2003 however revealed several gaps, especially the lack of stakeholder engagement in the development of the policy and coordinating mechanisms in the implementation of youth programs and projects. The 2003 National Youth Policy failed to address critical sectoral issues of national concern.

The review revealed that the effective implementation of the National Youth Policy was stifled by the fact that the Ministry's partnership/collaboration and coordination functions were weak and considering the fact that Youth issues are multi-faceted and cross-cutting, the Ministry needs effective sectoral partnerships and joint interventions with development partners. Put differently, the Ministry of Youth Affairs cannot single-handedly implement the wide range of programmes and activities under its purview absent the concerted effort of key Stakeholders and Development Partners.

In some, it is safe to state that the imperative to de-merger Ministry of Youth Affairs from the erstwhile Ministry of Youth and Sports was to have a stand-alone Ministry dedicated to ensuring sues are underscored in government's national development priorities as reflected in Cluster 6 of the Medium Term National Development Plan.[4]

Recommendation:

The review team recommends that the Ministry fast-tracks the review of the current 2014 National Youth Policy.

---

[3] Key Informant Interview with Director of Youth, February, 2021.
[4] Sierra Leone's Medium Term National Development Plan 2019-2023, pg. 145.

4.2 Organisational Structure

The review revealed the need for an additional directorate to complement the effort of the existing directorate of Youth Affairs. The review further revealed the need for the Ministry to enhance its Policy, Planning and Research functions in light of its mandate as the dedicated Ministry charged with the responsibility to drive the government's national youth agenda.

Recommendations

- The team recommends the establishment of an additional directorate that complements the effort of the Directorate of Youth Affairs.

- The review team also recommends that the Directorate of Youth be divided into two units namely: Youth and Livelihood and Training units

- The team further recommends that the Ministry strengthens its Policy, Planning and research functions through the establishment of a Directorate of Policy Planning and Research. The team relatedly recommends the establishment of an M&E unit within the Directorate which will serve as the mechanism through which the Ministry's M&E function is enhanced and its performance/impact is optimized.

4.3 Human Resource Management

The analysis revealed the following HRM issues /challenges at the Ministry:

- Weak technical capacity and staff strength of permanent and pensionable staff in the youth directorate.
- Lack of job security for project/contract staff who are on contract and whose recruitments are tied to specific projects.
- The technical skills of the project staff in many instances does not cascade to staff that are Civil Servants whose employment is permanent and pensionable.

These realities have two adverse effects on the Ministry's institutional capacity: 1. it makes its institutional capacity fluid and 2. it makes its over reliant on project-based staffing.

Recommendations:

- **The team recommends** that the Ministry takes immediate steps to engage HRMO and PSC to recruit trained and qualified personnel into the permanent and pensionable establishment through an open, competitive and merit-based recruitment process.

- **The team also recommends** that the Ministry seeks technical assistance from HRMO to prepare a human resource plan that establishes a clear recruitment criteria that includes qualifications and suitability for the varying roles and functions for both current and prospective staff.

4.4 Staff Age Profile and Succession Planning

The Diagram below graphically presents the age profile of the existing staff strengthen and reinforces the need for the Ministry to develop a robust succession plan which will mitigate the adverse impact of the impending wave of retirement.

Figure 3
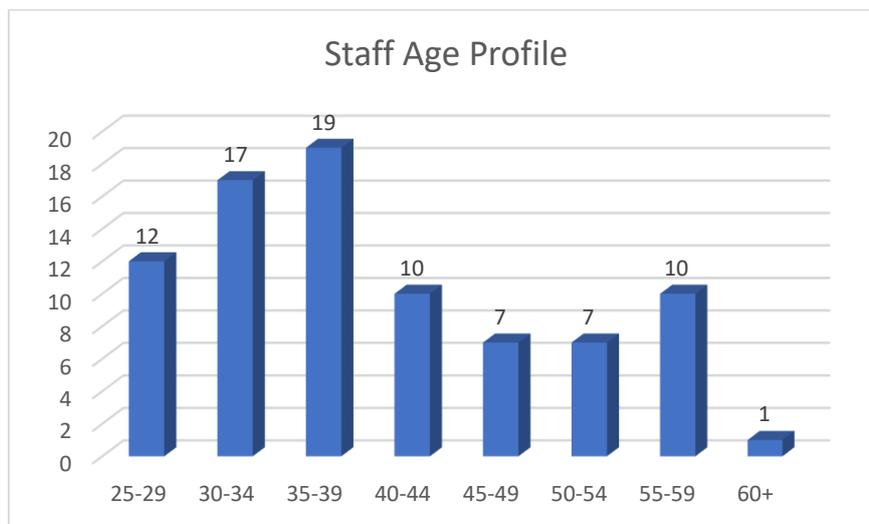
Source: Ministry of Youth Affairs Staff List- 2020

The summary analysis below reinforces and clarifies the figure above:
- 1.2 % of staff (1) is due for retirement as he falls within the 60+ age bracket
- 12% of staff (10) are nearing retirement as they fall within the 55-59 age bracket
- 16.9% of staff (7) falls within the 50-54 and 45-49 age brackets
- 12.0% of staff (10) falls within 40-44 age bracket
- 22.9% of staff (19) falls within 35-39 age bracket
- 20.5% of staff (17) falls within 30-34 age bracket

- 14.5% of staff (12) falls within the age bracket of 25-29.

4.5 Staff Qualification

Figure 4 below provides an analysis of the educational background of the existing staff of the various units. It is at this point worth mentioning that fourteen (14) staff failed to provide proof of any formal qualification

Staff Qualification - MoYA
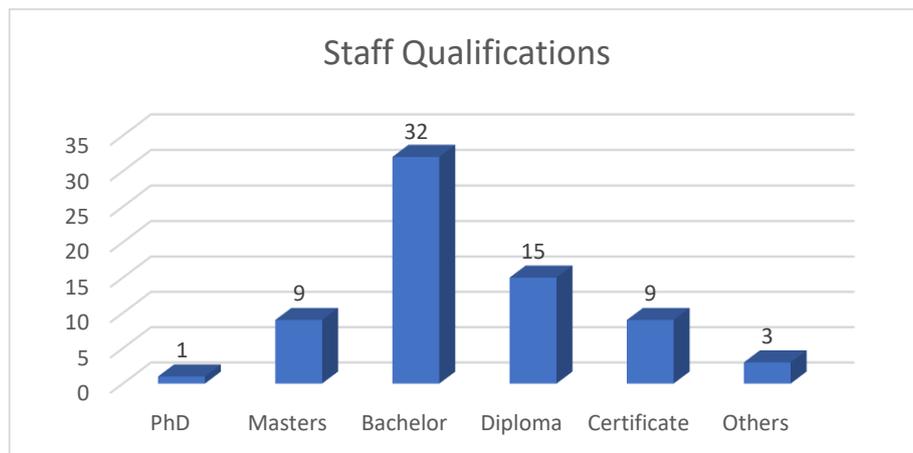
Source: Ministry of Youth Affairs Staff List-2020

An in-depth analysis of staff qualifications indicates that a total of 83 staff of which only 69 provided their qualifications. The above graph, illustrates the different categories of staff qualifications (Certificate/Diploma to PhD degree).

This graphical illustration of staff degrees is evident by the information contained in the staff list, which has been summarized to by represent by the figures below:

- 1.2% of staff (1) has obtained a PhD degree.
- 10.8% of staff (9) have obtained a master's degree.
- 38.6% of staff (32) obtained a bachelor's degree.
- 18.1% of staff (15) obtained diploma and 10.8% (9) obtained certificates.
- 3.6% of staff (3) had some form of formal education that represented **OTHERS** in figure 2 above
- 16.9% of staff (14) failed to indicate their qualifications.

Recommendations:

- **The review team recommends** that the Ministry with the help of HRMO develops a Succession Plan or develops a proper replacement strategy or framework for retirees.

4.6 Scheme of Service

The need for a career path is an essential aspect of staff development in the Civil Service. The review revealed that the Ministry has no Scheme of Service. This has seriously affected staff morale and caused so much demotivation amongst staff. Many of the technical staff have had to remain one position for a long period of time, without the prospect of promotion.

Recommendation(s):

- **The review team therefore recommends** that the Ministry collaborates with HRMO to prepare Scheme of Service for existing and newly created directorates.

4.7 Training and Career Development

There is a paradigm shift from placing emphasis on profit margin and productivity to placing it on human capital development. This shift in thought process was powered by the stark realization that organizations that considered their employees as their greatest assets, rather than being part of their asset inventory, did better and realized their optimal potential, including their profit maximization goal. Consequently, smart organizations and Fourth Generation Leaders are intentional about their staff recruitment and retention strategies evident by the fact that they understand that it is not sufficient to attract the best and brightest, but equally important to invest in their development if you want to retain them.

The Ministry is no exception to this rule, which is why the team investigated where staff development/human capital development was ranked on the Ministry's list of priorities. The review revealed that though the Ministry has human resource management on its raider and makes some investments in it, the need to prioritize staff development and address critical HR issues remain. That said, the review did reveal as follows: 1. that the Ministry does have an internal training policy 2; that a number of trainings have been conducted, especially during staff induction. In particular, trainings have been conducted in project, records management, and MS word through the support from HRMO and UNDP 3; That the Ministry fails to develop an annual training plan which will consist of an annual training needs assessment that will ensure skills

gaps are more surgically addressed and 4; that the Ministry is financial constrained to undertake critical mandatory and other staff capacity enrichment trainings.

Recommendations:

- **The team recommends** that the current staff in the Ministry be adequately trained on a range of youth empowerment and livelihood programmes/strategies. It is further recommended that the Ministry, collaborates and partners with thematic/strategic partners and relevant stakeholders with specific reference being made to the Ministry of Technical and Higher Education and the Tertiary Education Commission for the inclusion of youth programmes into their curriculum of academic institutions.

- **The team also recommends** that the Ministry conducts a comprehensive training needs assessment to identify staff capacity gaps, and develop an accompanying annual training plan. The trainings provided should be customised and specific to the needs of individual staffs or a cohort of staff. In essence, the trainings made available should be informed by the Training Needs Assessment.

4.8 Records Management

The review revealed that the Ministry's overall records lacks a centralized records management system, evident by the fact that each unit stores and manage its own records which makes it difficult for retrieval and dissemination. At the time when information was solicited for desk review, accessing it was faced with so much challenge**.**

Recommendations:

- **The team recommends** that the Ministry establishes a centralized Records Management Unit to be manned by an experienced Records Management Officer that would enable easy access of information.

4.9 Communication

Effective internal and external communication is critical to the effective functioning of any institution, which is why this MFR process critically assessed the efficacy of the Ministry's communication function. Internal communication focuses on meetings held, internal memos or

correspondences circularised amongst staff. Whiles the external looked at press conferences, TV programmes, Radio Programmes, press releases, public notices.

It emerged therefore, from the reviews and interviews conducted, that the Ministry has a regular weekly management meeting limited to only heads of unit without the involvement of other senior staff. It was also revealed that the Ministry did not have a strategy to communicate externally thereby depriving the public from knowing its achievements and programmes implemented, as well youth policies.

Recommendations:

- **The team recommends** that the Ministry request for an Information Officer who will be responsible for the dissemination of the Ministry's programmes and policies to the public and also, to lead the development and implementation of a communications strategy that will address both internal and external communications challenges.

- **The team also recommends** that the Management meeting should be restructured to include all middle and senior level staff since they are the principal assistants to the heads of units so as to further improve internal communication.

- **The team further recommends** that the Ministry as part of efforts to increase its visibility and rebranding should develop a memorandum of understanding with radio/TV stations in order to scale up its radio/TV programmes that will increase its engagement with the general public.

4.10 Accommodation

The review revealed that the Ministry is seriously constrained with office space.   Currently, it is housed at the National Stadium Hostels which is not only ideal for office because of the fewer office space to accommodate staff, accompanied by the congestion of staff in small offices, which continue affect performance and productivity. However, the team was told that the Ministry has already secured an office space but requires extensive rehabilitation before it can be convenient to be used.

Recommendation:

- **The team recommends** that the Ministry of Finance provides requested funds for the rehabilitation an identified building which will address the issue of accommodation.

4.11 Logistics and Equipment

The review team noted that the Ministry lacks essential tools and equipment that are hindering its ability to deliver effectively on its mandate such as office furniture, computers, printers and photocopiers, internet access and other basic office requirements.

Recommendation:

- **The team recommends** that the Ministry requests funding from MoF to procure basic equipment and logistics including vehicles and motor bikes that will enhance its work.

4.12 Regional and District Structures

The review revealed the need for the Ministry to further decentralize and establish regional offices that will complement the effort of the district offices which are already in operations. The review further revealed that certain persistent gaps in the implementation of youth programmes and activities are due to the overreliance on Headquarters' for local-level decisions. The review also revealed that the implementation of some critical regional programmes are stalled due to slow decision making processes and administrative bottlenecks and bureaucracies at central level.

Recommendations

The team recommends the establishment of regional offices that will ensure HQ decisions and directives are expeditiously implemented at the regional level and that youth programmes and activities are effectively implemented and yield optimal impact. The team recommends that the regional offices serve as the coordination and collaboration mechanisms for the Ministry at the regional level and ensures the Ministries policies and directive, especially the National Youth policy is operationalized, effectively implemented and robustly monitored at the regional level.

ANNEX ONE

LIST OF INTERVIEWEES

No	Names	Institution	Designation
1	Mohamed Orman Bangura	Ministry of Youth Affairs	Minister
2	Mariatu Browne	Ministry of Youth Affairs	Permanent Secretary (current)
3	Andrew L. Sorie	Ministry of Youth Affairs	Permanent Secretary (out gone)
4	Emmerson Kamara	National Youth Commission	Deputy Commissioner
5	Mohamed Onanah Jalloh	National Youth Service	Executive Director
6	Paul Saffa Tapema	National Youth Service	Deputy Executive Director
7	Charles Moinina	Ministry of Youth Affairs	Director of Youth
8	Marlon Bockarie Konteh	Ministry of Youth Affairs	Director
9	Benjamin P. Conteh	National Youth Service	Director
10	Tenneh Martina Konteh	National Youth Service	Director
11	Sylvester A. Bewie	National Youth Service	Director
12	Abdulrahman Kaikai	National Youth Service	Director
13	Philip Y. Maheyni	Ministry of Youth Affairs	Deputy Director of Youth
14	Kandeh Kamara	Ministry of Youth Affairs	Senior Internal Auditor
15	Alusine A. Conteh	Ministry of Youth Affairs	Senior Human Resource Officer
16	Maada S. P.Sandy	Ministry of Youth Affairs	Youth Officer
17	Yusifu Mansaray	Ministry of Youth Affairs	Youth Officer

LIST OF STAFF WHO FILLED THE QUESTIONNAIRE AND QUALIFICATION

1	Andrew L. Sorie	Permanent Secretary	Masters of Health Science and Hospital Management
2	Charles Moinina	Director of Youth	Master in Public Administration Bachelor of Theology in missions M.E.D Guidance and Counselling
3	Marlon B. Konteh	Director	Masters in Development Management L.L.B Honours (Bachelor in Laws) BSc Hons. Business Studies Diploma in Business Studies
4	Philip Y. Maheyni	Deputy Director of Youth	Masters in Development Studies
5	Joseph Maada Lahai	Manager Youth in Fisheries	Bsc. Education Certificate in Public, Policy and Management
6	Kainday Koroma	Senior Assistant Secretary	Bsc in Development and Economics HTC Secondary
7	Pierre Williams	Senior ICT Officer	Bsc (Hons) Information Systems Diploma, Information Systems
8	Hassan Dumbuya	Senior Accountant	Masters in Accounting and Finance Bsc (Hons) in Financial Services
9	Abdala D. Kargbo	Human Resource Officer	BA General (History and Politics)
10	Henry King	Assistant Secretary	Bachelor of Arts in in Philosophy and Politics
11	Abdul Rahman Sesay	Assistant Secretary	Bsc. General in Peace and Conflicts Studies
12	Yusufu Kamara	Accountant	Bsc (Hons) in Financial Services
13	Franklyna J. M'cewen	Accountant	Bsc General Accounting Financial
14	Lansana Nyallay	Procurement Officer	Bsc General Business Administration
15	Abu Thoronka	Monitoring and Evaluation Officer	Bed in Education Administration Med in Education Administration HTC TC
16	Josephine S. Musa	Assistant Youth Officer	Diploma in Social Work
17	Ndemowoma Y. Mustapha	Assistant Youth Officer	Diploma in Social Work
18	Cathleen Kobai	Assistant Accountant	Diploma in Financial Management
19	Idrissa S. Lungay	Youth Worker	Certificate in Bookkeeping Stage1
20	Abdulai Kargbo	Youth Worker	Certificate in Computer Software Application
21	Georgiana Suma	Stenographer level 1	Certificate in Computer Software Application

ANNEX 3

MANAGEMENT AND FUNCTIONAL REVIEW

QUESTIONNAIRE
Senior Management Officers

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

NAME OF MDA:………………………………………………………………………………...

NAME OF POST HOLDER: ……………………………………………………………………..

DEPT/ UNIT: ………………………………………………………………………………....

JOB TITLE:………………………………………………………………………… …….

LOCATION:………………………………………………………………………… …….

DATE: …………………………………………………………………………………..

TEL (MOB/LAND): …………………………………….......................………..

EMAIL………………………………………………………………………………... …

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

SECTION A: MANDATE, MISSION AND VISION

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

   _____

   _____

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

   _____

   _____

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

_____

_____

SECTION B: FUNCTIONS

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

    a.   _____

    b.   _____

    c.   _____

    d.   _____

    e.   _____

    f.   _____

    g.   _____

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

_____

_____

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

_____

_____

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

_____

_____

SECTION C: COORDINATION AND INTERNAL RELATIONS

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

_____

_____

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

_____

_____

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

agencies/units:

_____

_____

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

_____

_____

12. Please explain your recruitment process.

_____

_____

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

_____

_____

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

_____

_____

STAFF TRAINING, PROMOTION AND CAREER DEVELOPMENT

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

_____

_____

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

_____

_____

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

_____

_____

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

_____

_____

19. How do you appraise the performance of staff?

_____

_____

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

_____

_____

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

_____

_____

RECORDS MANAGEMENT

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

_____

_____

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

_____

_____

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

_____

_____

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

_____

_____

SECTION F: ICT, AND STAKEHOLDER/CITIZEN ENGAGEMENT

26. Current IT Equipment Capacity in your unit/dept

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

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

    _____

    _____

28. Please provide a justification for additional IT facilities?

    _____

    _____

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

    _____

    _____

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

    _____

    _____

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

    _____

    _____

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

    a.   Internally

       _____

       _____

b. With other MDAs

_____

_____

c. With your key clients/ primary beneficiaries

_____

_____

d. With the general public?

_____

_____

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

_____

_____

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

_____

_____

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

e. Internally

_____

_____

f. With other MDAs

_____

_____

g. With your key clients/ primary beneficiaries

_____

_____

h. With the general public

_____

_____

SECTION G: FINANCE, BUDGETING AND PROCUREMENT

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

    _____

    _____

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

    _____

    _____

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

    _____

    _____

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

    _____

    _____

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

    _____

    _____

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

    _____

    _____

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

    _____

    _____

SECTION H: ACCOMMODATION AND OFFICE SPACE

43. How spacious is the Office?

    _____

    _____

44. How many officers to an office?

_____

_____

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

_____

_____

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

Thank you very much for your cooperation

ANNEX 4

MANAGEMENT AND FUNCTIONAL REVIEW

QUESTIONNAIRE
Junior Management Officers

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

NAME OF MDA:…………………………………………………………………………..

NAME OF POST HOLDER: …………………………………………………………………..

DEPT/ UNIT: …………………………………………………………………………………..

JOB TITLE:……………………………………………………………………… ……

LOCATION:………………………………………………………………………. …….

DATE: …………………………………………………………………….………

TEL (MOB/LAND): …………………………………….….......................…………..

EMAIL……………………………………………………………………………………

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

<u>**SECTION A: FUNCTIONS**</u>

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

   _____

   _____

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

   _____

   _____

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

_____

_____

SECTION B: COORDINATION AND INTERNAL RELATIONS

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

_____

_____

5. What can be done to improve areas of collaboration with other

   departments/divisions/agencies/units:

_____

_____

SECTION C: ORGANISATION/ OPERATIONAL STRUCTURE

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

_____

_____

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

_____

_____

SECTION D: STAFF PROMOTION AND CAREER DEVELOPMENT

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

_____

_____

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

_____

_____

10. How were your capacity development needs identified?

_____

_____

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

_____

_____

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

_____

_____

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

_____

_____

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

_____

_____

SECTION E: RECORDS MANAGEMENT

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

_____

_____

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

_____

_____

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

_____

_____

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

_____

_____

SECTION F: ICT

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

_____

_____

20.   How effective is your internet connectivity?

_____

_____

SECTION H: ACCOMMODATION AND OFFICE SPACE

21. How spacious is your Office?

_____

_____

22. How many of you to an office?

_____

_____

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

_____

_____

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

Thank you very much for your cooperation