



GOVERNMENT OF SIERRA LEONE

PUBLIC SECTOR REFORM UNIT (PSRU)

MANAGEMENT AND FUNCTIONAL REVIEW OF THE MINISTRY OF TOURISM AND CULTURAL AFFAIRS OF THE REPUBLIC OF SIERRA LEONE



Developed and presented by:

Public Sector Reform Unit
Office of the President

**MANAGEMENT AND FUNCTIONAL REVIEW OF
THE MINISTRY OF TOURISM AND CULTURAL
AFFAIRS OF THE REPUBLIC OF SIERRA LEONE**

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ACRONYMS AND ABBREVIATION

GLOSSARY

CabSec	-	Cabinet Secretariat
DP	-	Development Partner
DSTI	-	Directorate of Science Technology and Innovation
GPD	-	Gross Domestic Product
ECOWAS	-	Economic Community of West Africa States
HRMO	-	Human Resource Management Office
LCs	-	Local Councils
MDAs	-	Ministries, Departments and Agencies
M & E	-	Monitory and Evaluation
MFR	-	Management and Functional Review
MoF	-	Ministry of Finance
MoPED	-	Ministry of Planning and Economic Development
MoTCA	-	Ministry of Tourism and Cultural Affairs
MRC	-	Monument and Relics Commission
MTNDP	-	Medium Term National Development Plan
OTP	-	Office of the President
NTB	-	National Tourist Board
PSRU	-	Public Sector Reform Unit
SLITI	-	Sierra Leone International Theatre Institute
SOEs	-	State Owned-Enterprises

1. EXECUTIVE SUMMARY

The Ministry of Tourism and Cultural Affairs (MTCA) solicited the expertise of the Public Sector Reform Unit (PSRU) to conduct a Management and Functional Review, in line with priority of Government to strengthen touristic and cultural management for socio-economic growth. This exercise is crucial to strengthen the mandate of the Ministry in providing oversight, monitoring and supervisory functions in contributing to poverty reduction, employment creation and economic development in Sierra Leone. This report therefore presents findings and recommendations intended to promote effective and efficient service delivery to the people of Sierra Leone.

The MFR was commissioned by the Minister of Tourism and Cultural Affairs to review the overall management and supervisory function of the Ministry, and to proffer recommendations that will help to enhance its institutional productivity. This was also to ensure that systems, processes and organizational structures of the Ministry are aligned with the National Development agenda of the Government. Hence, this review is consistent with cluster 4 of the New Direction Manifesto which underscores the ‘revamping the public service architecture’: through delivery, efficiency and professionalism.

To achieve the purpose of this exercise, the review team was able to examine the administrative processes, procedures, human resources, logistics and equipment capacity and the Ministry’s effectiveness to deliver on its core function. The review was able to identify key constraints that has impeded the sector from actualizing its full potential and to maximally contribute to the socio-economic growth of the country. Accordingly, the review analyzed gaps and challenges taking into consideration stakeholders’ contribution to within the sector, in a view to identify overlap of functions and duplication of efforts between key players in the sector.

The review commenced with a preliminary consultative meeting with the Ministry’s leadership during which a presentation was made on the scope, methodology, approaches and resources needed to conduct the MFR.

The review proffered smart recommendations to address the numerous challenges related to administrative processes, human resources, logistics and equipment to improve the technical oversight, monitoring and supervisory function of the tourism sector.

1.1 SUMMARY OF FINDINGS AND RECOMMENDATIONS

INTERNAL STRUCTURE, MANAGEMENT AND OPERATIONAL FUNCTION

Findings

Legal and Policy Framework

The review studied a number of statutory instruments and conventions that has to do with development of tourism and cultural sector. It was also noted that while most of these policies and legal instrument are obsolete and outdated, significant number of international conventions on tourism and culture are yet to be domesticated. These lapses are largely responsible for the current state affairs of the Ministry and the sector as a whole in contributing to the socio-economic development of the country.

Recommendation

The Review Team recommend that the Ministry pioneer the review of statutory instruments, and also facilitate the domestication of international convention to ensure compliance.

Duplication and Overlap of Functions

Findings

The review noted that the Ministry by the provision of its mandate and function is charged with the responsibility to provide policy oversight and coordination of the institutions mandated to implement policies related to tourism and culture. However, the review noted duplicating roles between the Ministry of Tourism and Cultural Affairs and the National Tourist Board in terms of activities related to tourism and hospitality sector. These roles and functions are notable in the recruitment and management of Tour Guide, Beautification of Tourism Sites and Monitoring and supervision of the tourism and hospitality industry.

Recommendations

- The review recommends that the Ministry strengthen its oversight functions over its constituent agencies and clearly define roles and responsibilities within the tourism and cultural sector.
- In other to ensure the harmonization and proper management of Tour Guides, the review recommends that the Ministry serves as anchorage for the selection, recruitment, training and posting of Tour Guides with a well define training policy.
- To foster coordination between the Ministry and its constituent agencies across the sector, the review recommends the establishment of an inter-agency committee that create a platform for partnership building and effective coordination and collaboration. This recommendation is proffered from the backdrop that the survival of tourism in Sierra Leone is contingent on a lot of diverse factors and the involvement of multiple stakeholders from other sectors.

II. Human Resources Management

Findings

- It emerged from desk review and interview conducted that the Ministry does not have the required staff strength to implement its mandate while also acknowledging that staff capacity to implement the functions of the Ministry is weak.

- The review also noted that the dissatisfaction among staff is high due to the lack of opportunities for capacity building, promotion and poor conditions of service. Several Officers complained that they have never been promoted, a situation which according to them have seriously affected their morale and productivity. In the Eastern Regional Office situation in Kenema District, one of Tourist Officer have spent eleven years in the same position without promotion.

Recommendations:

- The review recommends that the Ministry adopt the proposed organizational structure to fill critical vacancies.
- The review recommends that the Ministry through its HR Unit pay critical attention to the issues of promotion and succession plan for officers occupying the various cadres.

Staffing Composition Findings

The staff list submitted to the review team have a staff strength of 94 which includes Permanent Secretary, Directors, and Professional staff.

The analysis indicates that the Ministry, like many in the MDAs, lacks both succession and the opportunity for skills transfer.

Recommendation

The Review Team therefore recommends that the Ministry solicits the expertise of HRMO to develop a robust and fit-for purpose succession plan that will make the transition seamless, mitigate work disruptions/slowdowns and ensure proper skills transfer.

Training and Capacity Building at Sectoral Level Findings

Interviews and desk reviews conducted indicates that the institutional capacity of the Ministry is weak to carry out its mandate and core functions. Thus, this justified the need to embark on institutional capacity building to further develop the specific knowledge and skills needed by the Ministry, to foster tourism and cultural development in Sierra Leone.

Recommendations

- The team recommend the need to conduct institutional capacity needs assessment to identify the specific functions and skill needs of the Ministry and the sector as a whole, and also to design appropriate training package to respond to the capacity needs identified.
- The review recommends that the Ministry engage with the private sector to develop curriculum to strengthen tourism and cultural education in Sierra Leone

Private-Public Sector Dialogue and Partnership to Enhance Tourism at Sectoral Level

Findings

The review notes that tourism and culture are essentially a private sector driven venture that

thrives on well planned and efficiently functioning public-private partnership. Therefore, a key element of successful public and private sector partnership in the tourism and cultural sector is equally contingent on continuing high quality analytical work involving the private sector. However, the review has observed that there have not been a consistent public-private sector dialogue and engagement to improve the country's tourism and cultural environment.

Recommendations

- The Review Team recommend that the Ministry in partnership with its key stakeholders to facilitate effective public-private sector dialogue, as one of the keys to improve the tourism and cultural environment.

Monitoring, Oversight and Supervisory Function Findings

Over the years, the critical mandate of the Ministry that has to do with oversight functions, policy formulation, monitoring and supervision has been weakened. This is attributed to the poorly coordinated tourism and cultural environment. The review also noted the fragmentation and duplication of roles and responsibilities between the ministry and its constituent agencies. Additionally, the lack of comprehensive sector policy which is expected to have been developed by the Ministry is yet to be actualized and thus, undermines its capacity to provide effective monitoring, oversight of the tourism and cultural environment.

Recommendations:

- The review recommends that the Ministry facilitate the development of a comprehensive tourism and cultural policy that promote effective coordination, monitoring and supervision of programmes and activities within the sector.

Logistics and Equipment:

Findings

The review noted the lack of logistics and equipment of the Ministry to perform its oversight, monitoring and supervisory functions. Critical among the challenges faced by the Ministry is a lack of mobility to conduct effective monitoring and supervision of cultural heritage sites, and to also perform other technical oversight and supervisory functions including coordinating with other agencies of the tourism and cultural sector.

Recommendations:

- The review recommends that the Ministry device a resource mobilization strategy to acquire the necessary equipment needed to support its functions.

Accommodation

Findings

The review observed the appalling state of condition of provincial Offices in Makeni, Bo and Kenema. This situation if not address will further compound the already high staff attrition and undermines productivity.

Recommendation:

- The review observe the laudable effort to improve the office condition at the headquarters. Hence the review recommends that the Ministry consider replicating the same for the provincial offices as a way of rebranding the image and improve the visibility of the Ministry.

COMMUNICATIONS

Internal/External Communication

Findings

In an effort to rebrand Sierra Leone, the Ministry of Tourism and Cultural Affairs engages with various stakeholders in a view of projecting the good image of the Country both national and international. From desk reviews conducted so far, the review noted the absence of a Communication Strategy that sets out the internal and external pattern of communication with stakeholders.

Recommendations:

- The review therefore recommend that the Ministry develop a well-defined Communication Strategy to improve on the internal and external pattern of communication with stakeholders within the tourism and cultural sector.

SECTION 1

1. INTRODUCTION

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

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

The review analyzed administrative processes, system, organizational structure, logistics and equipment to ascertain the Ministry's capacity to deliver on its mandate. Critical to this exercise was the review of the staff strength and human resource capacity of the Ministry to support the vision of H.E. the President, as articulated in the New Direction Manifesto, in strengthen economic management system through tourism and cultural development.

In an effort to mitigate the issues surrounding the Tourism and Cultural sector and to ensure effective coordination of both its internal and external controls the Ministry thought it fit to conduct a Management and Functional Review (MFR) with the anticipation that the recommendations proffered in this report if adopted, should improve the Ministry's productivity.

1.1. THE AIM, OBJECTIVES AND SCOPE OF THE MFR

This MFR is aimed at strengthening Management and Operating systems of the Ministry of Tourism and Cultural Affairs to enhance service delivery consistent with the New Direction Manifesto: "Consolidating the Gains and Accelerating Transformation". Specifically, the MFR was focused on identifying gaps and challenges, as well as deepening understanding of the management culture and operational functions of the Ministry. In other words, the review is focused on how the Ministry is structured and managed, as well as its strength and weaknesses.

The specific objectives of the review are:

- Review the responsibilities as well as the management functions of the Ministry.
- Assess the Ministry's administrative procedures, processes and facilities to determine efficiency and effectiveness of the Ministry in delivering on its Mandate.
- Examine the organizational structure and staffing of the Ministry to determine their degree of efficiency with respect to tourism service delivery.
- Examine the human resource issues currently affecting the Ministry with a mind-set on staff competences.
- Identify gaps and challenges within the management and operational function of Ministry to be able to effectively handle their human resource issues.
- Proffer recommendations and suggestions to help the Ministry conduct effective technical oversight, supervision, and monitoring of tourism sector of the country.

1.2 METHODS AND APPROACHES

The review commenced with an inception meeting with the leadership of the Ministry to discuss the scope, methodology and approaches in carrying out the exercise. The process adopted structured and semi-structured interviews which includes distribution of questionnaires, as well as Focus Group Discussions. The review acquired wide range of views from cross section of Senior and Junior Management staff of the Ministry at the Headquarters, Provincial Offices including selected touristic and cultural sites.

In addition, key documents were reviewed which includes staff payroll, audit reports, strategic plan etc. The desk review was also extended to strategic national reports, including the MFR report conducted for the Ministry in 2010.

1.3. Summary of Documents Reviewed

The review looked at the following documents to deepen the understanding of the Ministry's mandate and its general operations:

- Strategic plan
- Annual Work Plan
- Monthly Payroll Details
- Human Resource Plan with Job descriptions and Scheme of Service
- Civil Service Training Policy
- Published materials from websites.
- Audit Reports
- Any other published and unpublished Official Government documents

SECTION 2

2.1. BACKGROUND TO THE MINISTRY OF TOURISM AND CULTURAL AFFAIRS (MTCA)

Ministry of Tourism and Cultural Affairs (MTCA) is responsible for policy formulation on tourism and cultural affairs. The Ministry's broader objectives are to promote sustainable tourism as a means of economic growth and socio-cultural integration and to promote Sierra Leone as an environmentally friendly tourist destination. It aims at building the image of Sierra Leone abroad as a country with a glorious past, and a vibrant future. It also aims at preserving, protecting and promoting cultural diversity with a view to reviving and strengthening national consciousness, understanding and appreciating the cultural heritage and Artistic creativity of the Sierra Leonean People.

Since the inception of the Ministry, it has been carrying out its functions based on the Tourism Development Act of 1990 and the Tourism Master Plan which have been used as a guide over the past decades. The role of the Ministry has been defined within the tourism policy framework of the country. As the central authority for the promotion and development of tourism in Sierra Leone, the Ministry supervises and controls the component branches of the sector and generates policy guidelines and objectives for growth management and marketing and devise strategies to achieve objectives, particularly provision of tourism amenities/facilities and attractions.

The responsibility of the Ministry is therefore not limited to promotion and development of tourism but also extends to the coordination and supervision of the National Tourist Board which serves as the implementing Agency for the sector. Given the limited staff capacity, the Ministry has not been able to effectively generate policy guidelines, market Sierra Leone internationally, or advocate for improved investment climate and private sector development and business promotion. Collaboration with other line Ministries and Agencies especially the National Tourist Board, in the development of infrastructures to further promote tourism development has been very weak. As such, the Ministry has not been able to perform its coordination and supervision role effectively.

In carrying out its mandate, the Ministry has to collaborate with line ministries: Transport and Aviation in the provision of adequate air, sea and facilities in airports; ports for passengers and cargo; Lands, Country Planning and the Environment in the provision of designated areas for tourism, protection of areas of natural resource and leasing and purchasing of lands; Internal Affairs and Immigration Department in providing easier access through visa provision and internal security and safety of tourists; Foreign Affairs in developing international relations and agreements and providing access points in foreign missions for tourism information and publicity; Ministry of Agriculture, Forestry and Food Security in protecting farmers interest and conservation of the natural ecosystems, as well as those responsible for provision of energy, water, and infrastructure. Collaboration with these MDAs has to be formalized and strengthened in order for the Ministry of Tourism and Culture to achieve its mandate and mission.

As a result of overlaps in functions and structures between the Ministry of Tourism and Cultural Affairs and the National Tourist Board, lack of role clarity and inadequate deployment of both professional and administrative staff, the Ministry finds itself unable to effectively carry out its mandate. Also, the Ministry has not been able to develop holistic national policy documents on Tourism and Culture, all of which would effectively guide the government and investors. Lack of a comprehensive policy document has impinged on the development of the Ministry since donors and other funding organizations request for

the Ministry's policy objectives and strategies prior to any substantial commitment. There is an urgent need to review and update the Development of Tourism Act, 1990 and finalize the validation of the draft policy document at the Law Officer's Department.

2.1.1. Mandate and Functions

The Ministry of Tourism and Cultural Affairs is tasked with the responsibility of contributing to the transformation of Sierra Leone into a middle-income country through exercise its mandate as stated:

- Formulate appropriate policies, legislation, and regulations for the tourism industry
- Develop suitable plans in consultation with stakeholders
- Coordinate and liaise with MDAs, district councils, regional and international organizations and set up inter-ministerial and inter-sectorial committees
- Coordinate and liaise with the private sector including financial institutions to promote the interest of tourism stakeholders
- Facilitate and promote domestic, regional and international tourism development
- Represent the sector on the Boards of MDA's where decisions are taken
- Facilitate, network and attract local and foreign investment
- Facilitate and provide suitable incentives for private sector investment
- Responsible to coordinate, spearhead and collaborate with other MDAs in the implementation of tourism infrastructural development projects
- Create entrepreneurial opportunities for and ensure the involvement of communities to benefit from tourism
- Ensure the sustainable use of the environment in which tourism operate by ensuring the integration of environmental assessment and management plan principles
- Implement measures to ensure tourism products and services are affordable to Sierra Leoneans and encourage their utilization
- Register tourism and hospitality colleges and provide accreditation and an up-to-date curriculum
- Ensure tourism-training institutions are established in all regions of the country.

2.1.2. Policy Objectives of the Ministry

The overall policy objectives of the Ministry of Tourism include the following: -

- Ensure that appropriate tourism policy including regulatory and legislative framework are put in place.
- Encourage the development of tourism activities that are geared towards enhancing Sierra Leone's image as middle and up-market destination as well as protecting the environment for sustainable tourism development.
- Encourage the provision of adequately trained and qualified manpower to service the Tourism and Hospitality industry at all levels by developing a comprehensive human resource development programme for the sector.
- Encourage investment in the sector by indigenous and foreign entrepreneurs.
- To ensure the preservation and conservation of the physical and cultural heritage site of the country.
- To pursue an effective market strategy for promoting Sierra Leone as a Tourism Destination worldwide.

2.1.3. Key Government Policies & Regulations

The government of Sierra Leone in its bid to develop the tourism industry in Sierra Leone has put in place the following strategic policies as enshrined in the 2009 Draft National Investment Policy:

1. 5 years exemption from corporate tax, limited to 150 percent of eligible expenditures of the original capital invested
2. Duty free for new construction, extension or renovation of existing tourism related facilities; applicable to building materials, machinery, or equipment that is not easily available in Sierra Leone
3. Exemption from payroll taxes for 3 years for up to six non-citizen employees with skills not available in the country.
4. Attractive tax incentives and services are also provided by other sectors that will encourage investment in the tourism sector.
5. Stakeholders & investor coordination to restore Bunce Island Facilities
6. Develop exhibition on Slavery in Sierra Leone; networking with African- Americans in the Diaspora – Thus promoting ROOTS TOURISM
7. Market awareness – Increase knowledge about Sierra Leone Tourism potentials nationally and internationally through aggressive marketing campaign.

2.1.4. Mission Statement

To promote sustainable tourism for economic growth and socio-cultural empowerment in order to preserve, protect and promote cultural diversity with a view to reviving and strengthening national consciousness, understanding and appreciation of cultural heritage and artistic creativity as well as enhance its contribution to poverty reduction and overall development.

2.1.5. Vision

The ministry of tourism and culture wish to transform Sierra Leone tourism “home of hospitality” into one of the most attractive tourists and cultural destinations in the world.

To provide quality products, services, and facilities with good value for money, positioning Sierra Leone as a competitive, hospitable, quality and environmentally friendly destination while maximizing the benefits from tourism for the government, local communities and investors.

2.1.6. Overview of International and National Legal Framework Regulating the sector

The Ministry of Tourism and Culture derives most of its responsibility and functions from the Tourism Act No. 11 of 1990 and the Tourism Master Plan of 1982, which have been used as a ‘Blue Print’. Over the years, the Ministry has not had any coherent policy other than those stated. There are twenty-eight Acts and statutory instruments which touch upon and are related to the Tourism Development Act 1990. There are also eleven Cultural legislations and conventions that address specific areas of concern particularly the preservation, protection and promotion of Sierra Leone’s cultural heritage. These cultural legislations take into cognizance of national and international regulations. However, most of these laws, including the Tourism Development Act 1990, are outdated and irrelevant considering the prevailing circumstances facing the tourism industry. For instance, the

Tourism Development Act has provisions for incentives that should be granted to potential investors in the sector, but the parameters are not explicit. There is every need for the legislations to be reviewed to make them more relevant and to ensure that they positively respond to the country's development needs.

Several key pieces of legislation relating to Tourism and Culture include:

1. Hotel and Restaurant Act No. 2 of 1980
2. Hotel and Restaurant Act (Date of Commencement) Order No. 20 of 1980
3. Hotel, Restaurant and Night Club (Fees) Regulations No.3 of 1987
4. Levy of Tourists (Hotel Charges) Order No.10 of 1980
5. Guides Prohibition Act Cap 72
6. Freetown Hotel Limited Agreement (Ratification) Act Cap.287
7. Freetown Fire Prevention Measures (Fire Forces) Rules Cap.68
8. Freetown Fires Prevention Measures Act Cap.68
9. Entertainment Tax (Amendment) Act No.7 of 1981
10. Declaration of Labour Health Areas Order Cap. 212
11. Non-Citizen (Interest of Land) Act No.30 of 1966
12. Provinces Land Act Cap.116
13. Provinces Land (Amendment) Act No.15 of 1961
14. Provinces Land (Amendment) Act No.29 of 1972
15. Provinces Land (Amendment) Act No. 18 of 1976
16. Provinces Land (Amendment) Act No. 11 of 1965
17. State Lands Act No.10 of 1960
18. Liquor Act Cap. 237
19. Liquor Licensing (Amendment) Act No.29 of 1972
20. Liquor Licensing (Amendment) Act No. 45 of 1962
21. Monuments and Relics (Amendment) Act No.11 of 1967
22. Proprietors and Managers of Hotels, Restaurants etc Licensing fees) Regulation No. 12 of 1991
23. Wildlife Conservation Act No.27 of 1972
24. Wildlife Conservation (Amendment) Act No.5 of 1990
25. The Monuments and Relics Ordinance 1947
26. The Local Government Act 2004
27. The Public Archives Act1965
28. The Cinematograph Exhibition Act 1960
29. Copy rights Law (Act No. 28 of 1965)
30. The Education Act 2004

2.1. 7 International Legal Instruments

- 1 International Instruments and Declarations on Culture
- 2 The Universal Declaration of Human Rights 1948
- 3 The International Convention on Economic, Social and Culture Rights 1966
- 4 The African Charter on Human and People's Rights 1981
- 5 Convention Concerning the Protection of the World Cultural and Natural Heritage, 1972.

SECTION 3

3.1 SITUATIONAL ANALYSIS

3.1.1. Issues and Concerns

The Ministry of Tourism and Cultural Affairs is tasked with the responsibility of contributing to the transformation of Sierra Leone into a middle-income country through the exercise of its mandate as the responsible state institution that provide policy formulation, oversight, and coordination for the Tourism and Cultural Sector. The enormous potential in the Tourism Sector is a catalyst of economic and social development which has been acknowledged in national and international forum. In many countries, tourism is a significant vehicle for economic progress that generates employment, foreign exchange, tax revenues and contributes to poverty alleviation.

Sierra Leone ranks among the most privileged nations of the world in terms of endowment of natural attractions and historical sites. Such attractions include: the mountains, hills and highlands; caves and valleys (with waterfalls and water tributaries); spectacular vegetation (dense high forest, savannah and Sahel); varieties of species of wildlife, flora and fauna. Sierra Leone is located on the west coasts of Africa with coastal and inland water ways. Hence, the tourist attraction before the COVID-19 Pandemic was indeed very great and diverse with lots of potentials for economic transformations and growth in the GDP. Since then, the sector continues to face series of critical challenges owing to several factors. Documents reviewed also revealed that challenges have included the lack of effective marketing and promotion, overdependence on a few markets, or limited capacity in key public agencies. Additionally, there has been a contraction in demand following erosion in beaches around Freetown Peninsular and other areas.

3.2. STAKEHOLDERS ANALYSIS

Though the Ministry work with several MDAs, but for the purpose of this report, the review briefly discussed the below stated agencies to which it provides direct supervision.

1. The National Tourist Board (NTB)
2. The Monument and Relic Commission
3. The National Museum
4. The Railway Museum

3.2.1 The National Tourist Board of Sierra Leone

On February 21st 1991, Sierra Leone's Parliament passed the Development of Tourism Act 1990, which aimed 'to make new and better provisions for the promotion and development of tourism in Sierra Leone'. This Act established the National Tourist Board (NTB) as a corporate body to be supervised by the MTCA. The National Tourist Board began operating in November 1991. It is a semi-autonomous body and a professional arm of the Ministry of Tourism and Cultural Affairs.

As articulated in Part II Section 9 of the Act, the general mandate of the NTB is to develop all aspects of the tourist industry in Sierra Leone, to promote its efficiency and a high international standard of facilities. The NTB is further responsible for undertaking a wide range of functions including research, experiments and operations to determine the impact of tourism policies, classifying tourist facilities including hotels, casinos and night clubs, registering and licensing of these tourist facilities, recommending the declaration of

National Tourism Development Assets to the Government and providing or ensuring the provision of training for tourism industry employees, among others.

Importantly, the NTB serves as a bridge between the public and private sectors, and liaises with various institutions and key stakeholders in order to carry out its mandate effectively. Although no amendments have been made to the Act since it was approved by Parliament in 1991, critical recommendations were put forward in 2008 which indicate a pressing need to review and update the legislation.

Given the above, the National Tourist Board plays a leading role in the promotion and development of Sierra Leone's tourism industry, particularly given the low capacity of the private sector in providing tourism related services. In the absence of private sector services, the NTB is filling the gap by undertaking a wide range of activities from training (both technical and managerial) to producing top quality brochures, websites and other promotional marketing tools.

The main services provided by the NTB in Sierra Leone are as follows:

- Implementing Government tourism policies
- Developing and promoting sustainable tourism products
- Developing and executing appropriate marketing campaigns
- Designing and disseminating promotional materials
- Facilitating private investment in the tourism industry
- Assessing, licensing and classifying all tourist establishments
- Monitoring the operations of all tourist establishments to ensure quality services in compliance with ECOWAS Standards of Classification of Tourist Establishments.

Though there is a clear institutional responsibility between the Ministry and the National Tourist Board, the review revealed that there is some amount of relationship despite recognizing the need for some form of rationalization and integration of functions. Therefore, the Review Team recommends that the Ministry strengthen its oversight responsibility with NTB.

3.2.2 Monument and Relics Commission

The Monuments and Relics Commission (MRC) was established in 1948 following the passing by Parliament of the Monuments and Relics Ordinance in 1946. The mandate of the Commission, spelt out in the Public Ordinance No. 12 of 1946, is to provide for 'the preservation of Ancient, historical and natural monuments, relics and other objects of archaeological, ethnographical, historical or other scientific interest'. The Commission was set up as a semi-autonomous corporate body, with its members appointed by the government. The commission performs the following;

- They preserve historic sites which are in danger and help keep them clean and intact at all time
- They redevelop fallen historic sites in the best way closest to its original look thus helping visitors to get a clearer picture.
- They promote historic sites thus encouraging visitors from all around the world to visit and get a glimpse of the realities.

Sierra Leone's National Museum is located at the center of Freetown under the branches of the city's famous Cotton Tree. It is the hub of many cultural activities in Freetown and holds an important collection of Sierra Leonean artefacts and artworks.

The museum was opened in 1957 as the museum of the Sierra Leone Society, a 'learned society' whose members included colonial officials and prominent members of Freetown's Krio community. With the demise of the Sierra Leone Society in the mid-1960s, the museum came under the control of Sierra Leone's Monuments and Relics Commission and the Ministry of Tourism and Cultural Affairs, and thus became the Sierra Leone National Museum.

The museum has rarely benefitted from significant financial resources and has survived largely due to the commitment of its dedicated staff. It still occupies what was originally intended to be temporary accommodation in the old Cotton Tree railway station at the junction of Siaka Stevens Street and Pademba Road. The German Embassy funded an extension to the museum, which was opened in 1987 to mark the bicentenary of the founding of Freetown. The National Museum is charged with the responsibility of storage, preservation, exhibition for education, research and visitation of artifacts, historical and national cultural heritage.

3.2.4. Railway Museum

The Sierra Leone National Railway Museum was opened in 2005 in the old railway workshops in the Cline Town area of Freetown. The museum has a fine collection of historical 2'6" gauge railway locomotives, coaches, wagons and related equipment from the former Sierra Leone Railway that once connected Freetown to Pendembu via the second principal city of Bo, and to the major town of Makeni.

Established in 1895, the Sierra Leone Railway started its first passenger train service to the provinces in 1898. The Railway was closed in 1975 and the locomotives and carriages that now form the major part of the museum's collection languished in the Cline Town workshops for 30 years, suffering from numerous acts of vandalism during the civil war.

The collection is now under restoration by local skilled employees, with guidance and support by the UK National Railway Museum.

3.2.5 The Private Sector Analysis

The private sector in Sierra Leone has demonstrated keen interest in the sector by establishing hotels, guesthouses, tourism facilitating agencies etc. Given the urgent need for employment creation and the limited capacity of the country's mining and manufacturing sectors to generate enough jobs, it is equally believed that Sierra Leone would do better if it diversifies its economy through the development and promotion of a viable tourism industry.

The substantial stock of existing hotel accommodation remains an issue for the future development of tourism as most of the stock requires improvement. It is believed that tax breaks, classification schemes and regulatory standards will help improve the stock, as well as taking some of it off the market. There is a substantial stock of small accommodation units, many operating with very low occupancies. There is a need for a scheme to help such units improve their standards, bring some of them together to gain economies in marketing, and help them appreciate where potential market segments exist, where they can be reached and what product they need to offer.

On this note, the review team noted laudable effort made by the constituent institutions under the Ministry in order to promote the Tourism and Cultural sector to compete internationally. However, there still remain critical challenges in delivering on their respective mandates. In this regard, the Review Team recommends that there is a need to strengthen the interface between the MTCA and its constituent institutions through effective collaboration and coordination in order for the sector to meet international standards. Furthermore, the team noted challenges with MTCA's ability to effectively monitor and supervise the activities and functions of the constituent institutions under its purview. Therefore, the review team recommends that the MTCA scales up his monitoring and supervisory functions and ensures that weekly meetings are held consistently.

SECTION 4

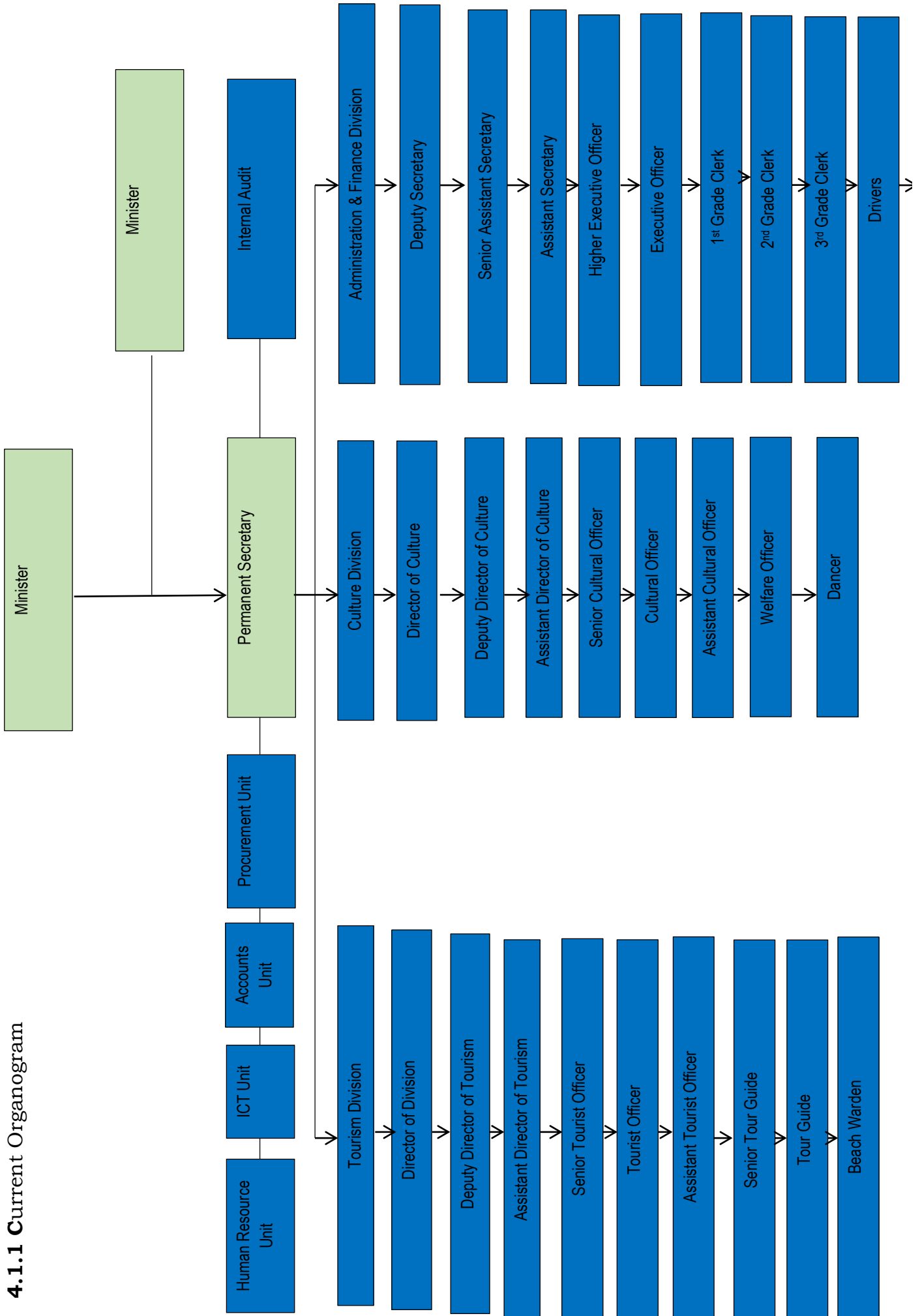
4.1. STRUCTURE OF THE MINISTRY

The present structure of the Ministry provides for two political heads, the Minister and a Deputy Minister of Tourism and Culture. There are three divisions in the structure with a Permanent Secretary as Head of Administration and two professional directorates of Tourism and Culture. Section 62 of the Sierra Leone Constitution 1991 provides, although only tenuously, clarification on the roles of the Minister and Permanent Secretary. The Civil Service Codes undoubtedly also provides guidance on the role of the Permanent Secretary. The Minister and his Permanent Secretary must co-exist to manage the establishment, with the latter providing administrative leadership and guidance to all staff.

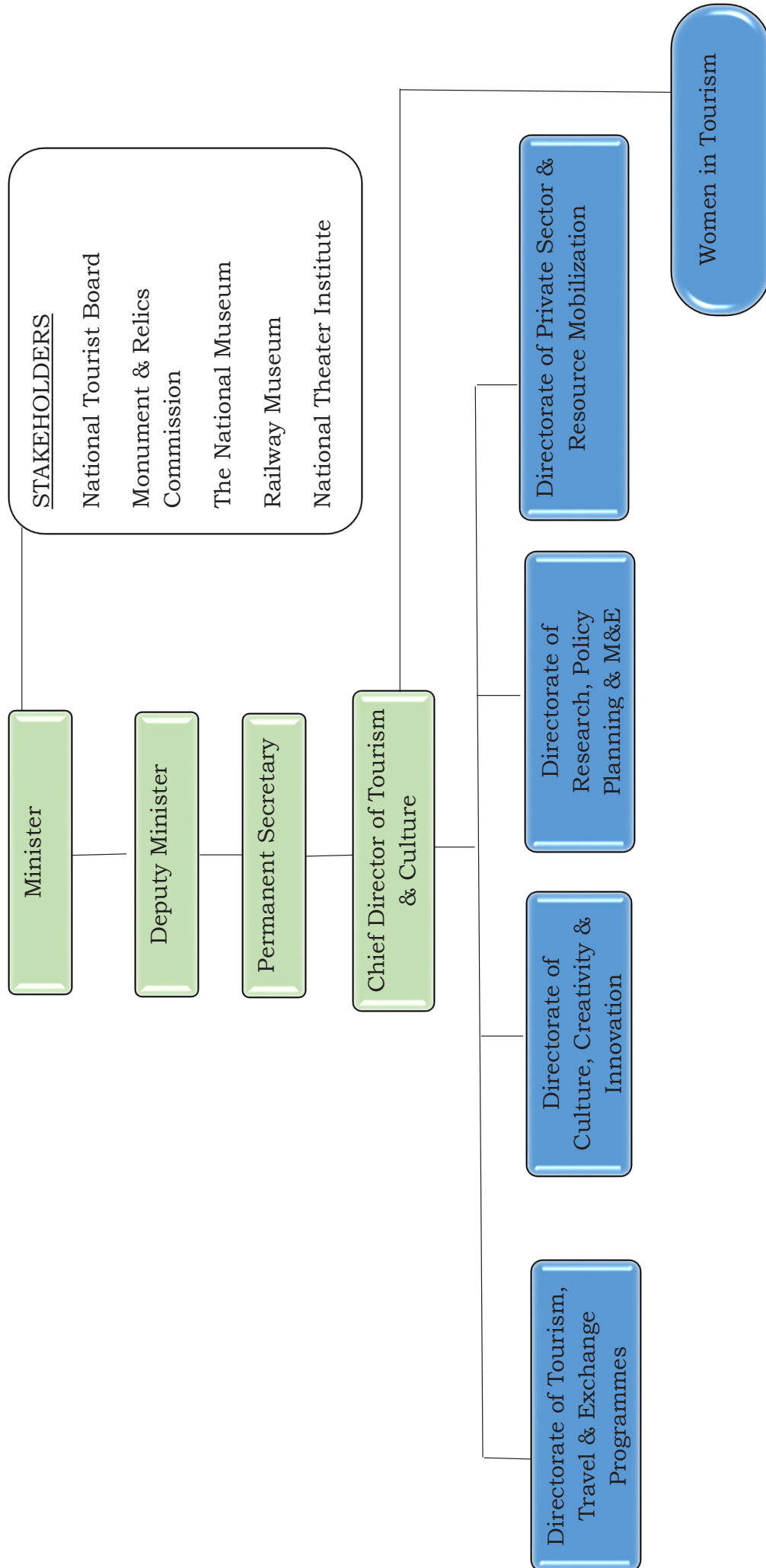
The Ministry currently has two professional directorates (Tourism and Culture) as well as sub-vented agencies, namely the National Tourist Board, Monuments and Relics Commission, the Railway Museum and the National Museum. The current structure of the Tourism directorate does not in any way reflect good management or service delivery.

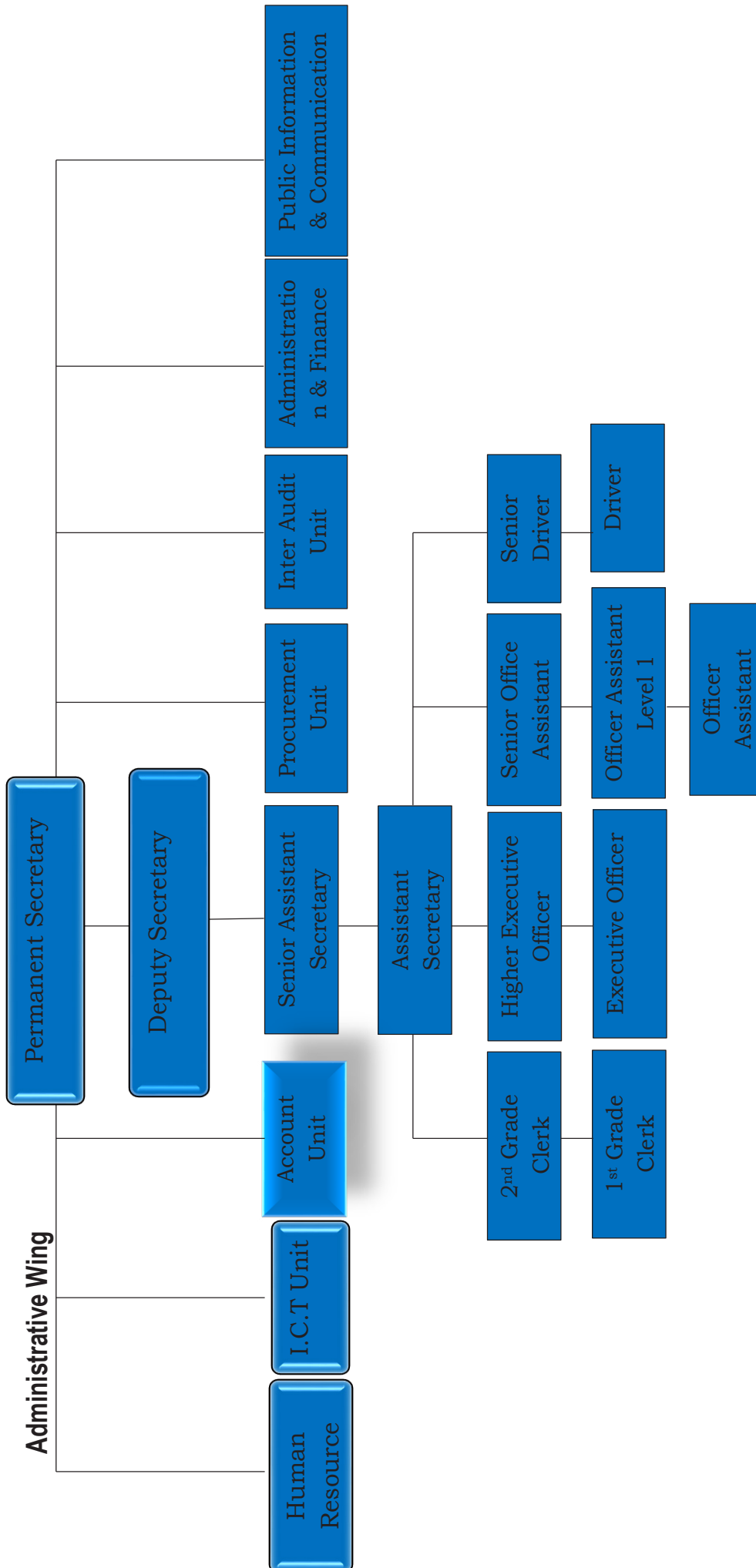
The Ministry and the National Tourist Board have very clear institutional responsibilities with the Ministry designing policies and NTB acting as an implementing agency. Nevertheless, the structure and functions of MTCA and NTB overlap in many areas. The MTCA has staff on its payroll that are engaged in similar activities as the Board such as Tour Guides and Beach Wardens. Other examples abound; both are engaged in tree planting and beautification of Beaches. Similar overlap is also apparent in strategy development.

4.1.1 Current Organogram

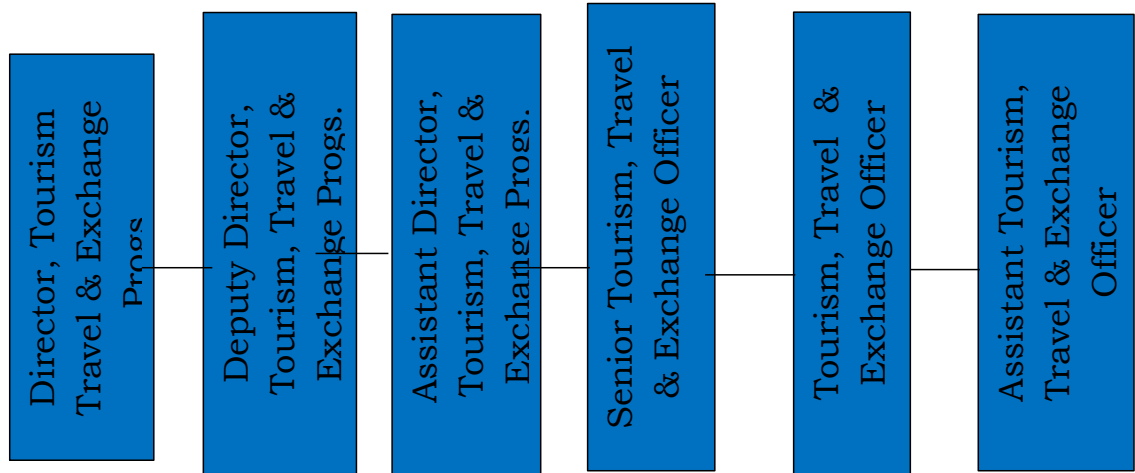


4.1.1.1. Proposed Organogram

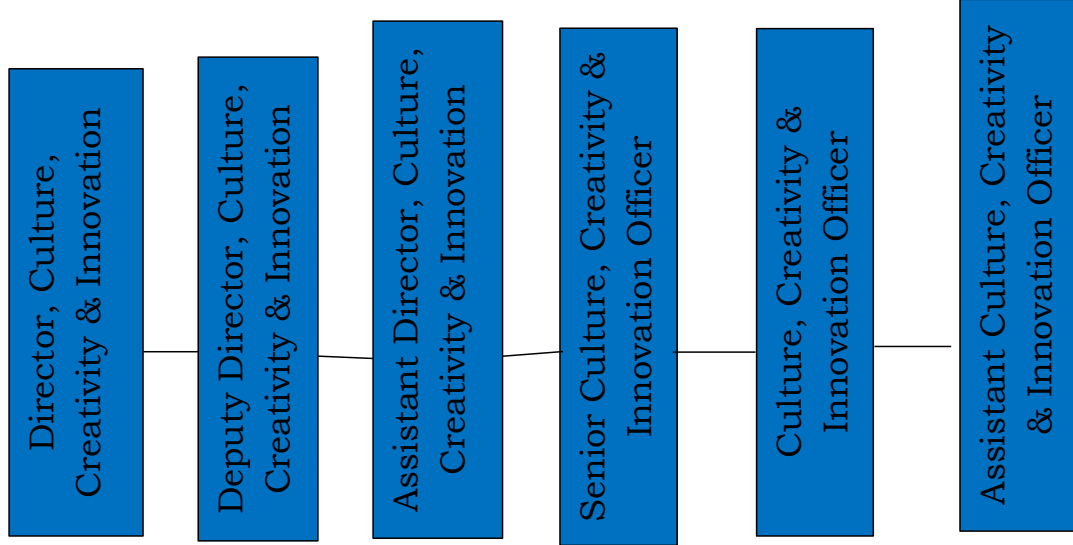




Directorate of Tourism, Travel & Exchange Progs.

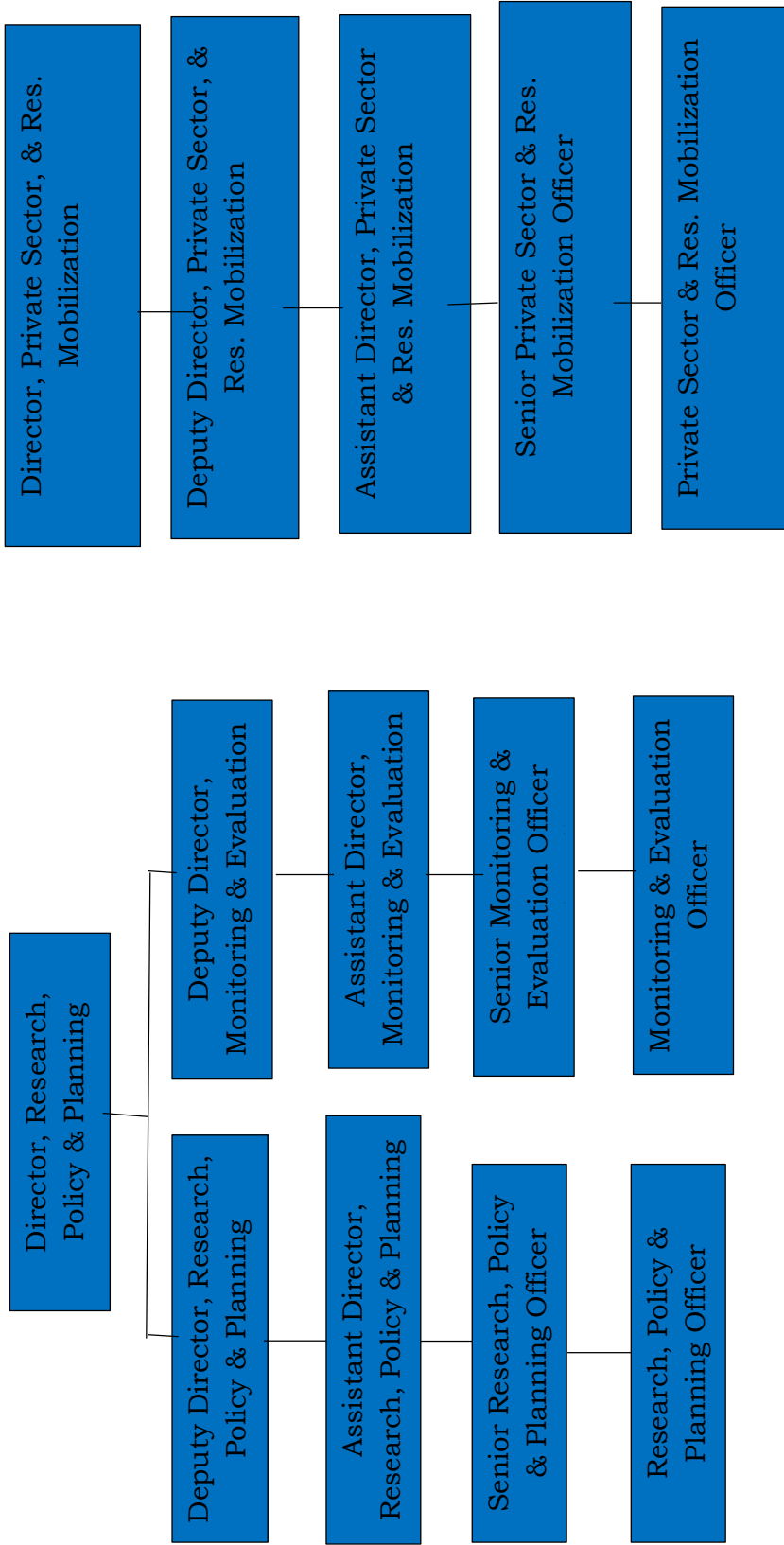


Directorate of Culture, Creativity & Innovation

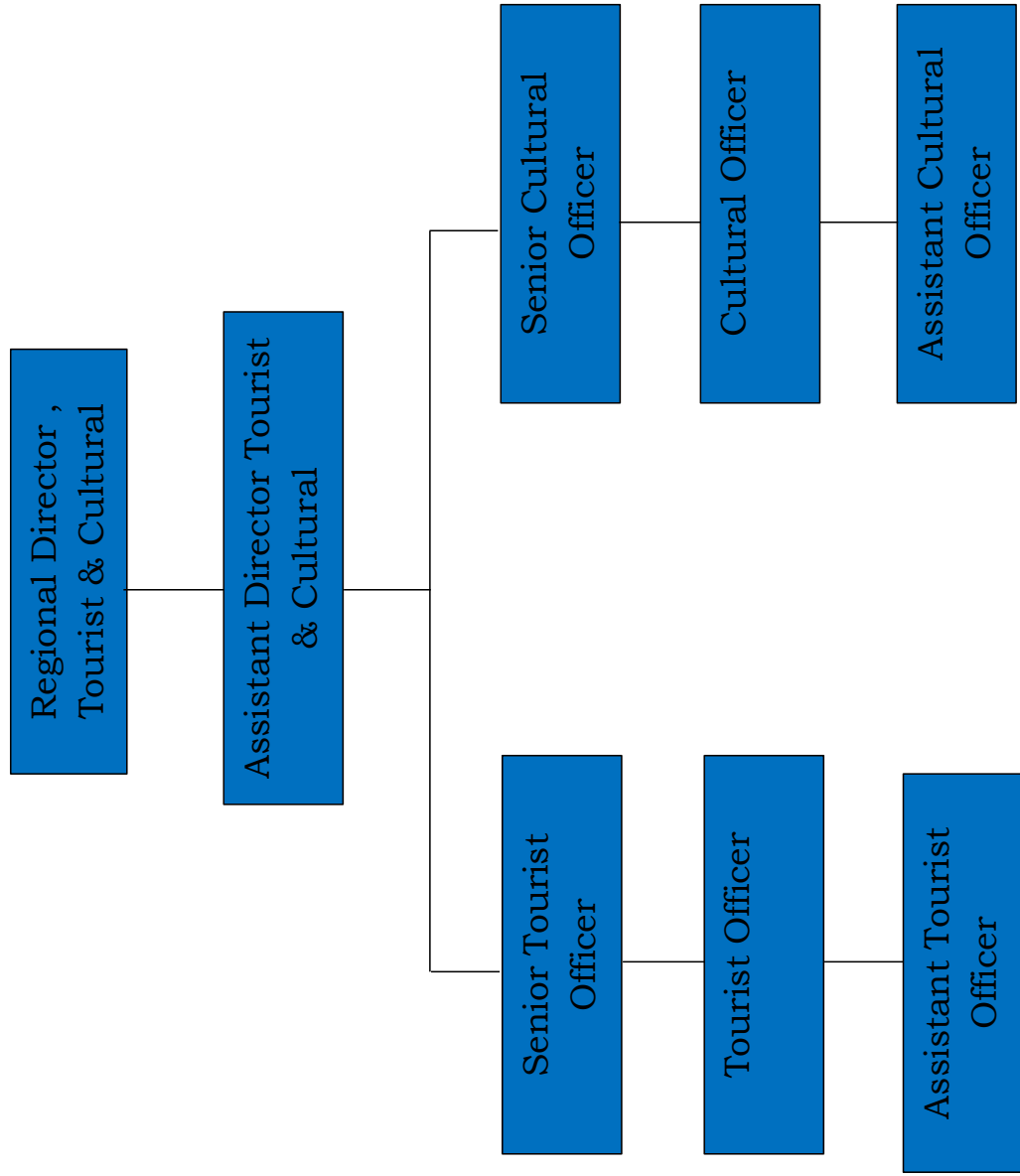


Dir. Research, Policy Planning & M&E

Dir. of Private Sector & Res. Mobilization



Ministry of Tourism & Cultural Affairs – Regional Structure



Functions for the Proposed New Directorates

Directorate of Tourism, Travel & Exchange Programmes

The Ministry as a central hub for the promotion and development of tourism, it's required to set appropriate policy formulation to improve and sustain development and promotion of tourism. It helps to expose staff to a different and new experience and create awareness on tourism and cultural development in Sierra Leone. In this respect, the mandate of the Ministry is not limited to promotion and development of tourism and cultural initiatives but also covers the implementation of such dynamic policies. This directorate also work closely with the National Tourist Board in terms of implementing tourism related activities.

Directorate of Culture, Creativity & Innovation

This directorate is charged with the responsibility to formulate, develop and implement strategic cultural policies, plans and programmes. This directorate also undertakes direct supervision of the following agencies: Monument and Relics Commission (MRC), Sierra Leone Museum, Sierra Leone Railway Museum, Sierra Leone International Theatre Institute (SLITI) and the National Dance Troupe.

Furthermore, it also have to undertake various activities that promotes the image of the ministry and the country as a whole. Some of these activities include the reviewing and upgrading the National Cultural Policy; the formulation of an Entertainment Policy; the enactment and popularization of the reviewed Monument and Relics Act.

Directorate of Research, Policy Planning & M&E

This directorate is charged with the responsibility to monitor and promote a results-based monitoring and evaluation system of various activities within the ministry. It provides related functions across the Public/Civil service for improved strategy development, data collection and analysis and project evaluation and reporting.

Directorate of Private Sector & Resource Mobilization

This directorate is responsible to mobilise both internal and external generated funds. This is intended to complement funds received by the ministry and recurrent expenditure from the Government of Sierra Leone. It undertake activities to secure new and additional financial, human and material resources to deliver on their mandate. It also work closely with the private sector in order to promote tourism and cultural related programmes.

SECTION 5

Analyses of Findings & Recommendations

INTERNAL STRUCTURE, MANAGEMENT AND OPERATIONAL FUNCTION

Findings

Legal and Policy Framework

The review studied a number of statutory instruments and conventions that has to do with development of tourism and cultural sector. It was also noted that while most of these policies and legal instrument are obsolete and outdated, significant number of international conventions on tourism and culture are yet to be domesticated. These lapses are largely responsible for the current state affairs of the Ministry and the sector as a whole in contributing to the socio-economic development of the country.

Recommendation

The Review Team recommend that the Ministry pioneer the review of statutory instruments, and also facilitate the domestication of international convention to ensure compliance.

Duplication and Overlap of Functions

Findings

The review noted that the Ministry by the provision of its mandate and function is charged with the responsibility to provide policy oversight and coordination of the institutions mandated to implement policies related to tourism and culture. However, the review noted duplicating roles between the Ministry of Tourism and Cultural Affairs and the National Tourist Board in terms in terms of activities related to tourism and hospitality sector. These roles and functions are notable in the recruitment and management of Tour Guide, Beautification of Tourism Sites and Monitoring and supervision of the tourism and hospitality industry.

Recommendations

- The review recommends that the Ministry strengthen its oversight functions over its constituent agencies and clearly define roles and responsibilities within the tourism and cultural sector.
- In other to ensure the harmonization and proper management of Tour Guides, the review recommends that the Ministry serves as anchorage for the selection, recruitment, training and posting of Tour Guides with a well define training policy.
- To foster coordination between the Ministry and its constituent agencies across the sector, the review recommends the establishment of an inter-agency committee that create a platform for partnership building and effective coordination and collaboration. This recommendation is proffered from the backdrop that the survival of tourism in Sierra Leone is contingent on a lot of diverse factors and the involvement of multiple stakeholders from other sectors.

Human Resources Management

Findings

- It emerged from desk review and interview conducted that the Ministry does not have the required staff strength to implement its mandate while also acknowledging that staff capacity to implement the functions of the Ministry is weak.

- The review also noted that the dissatisfaction among staff is high due to the lack of opportunities for capacity building, promotion and poor conditions of service. Several Officers complained that they have never been promoted, a situation which according to them have seriously affected their morale and productivity. In the Eastern Regional Office situation in Kenema District, one of Tourist Officer have spent eleven years in the same position without promotion.

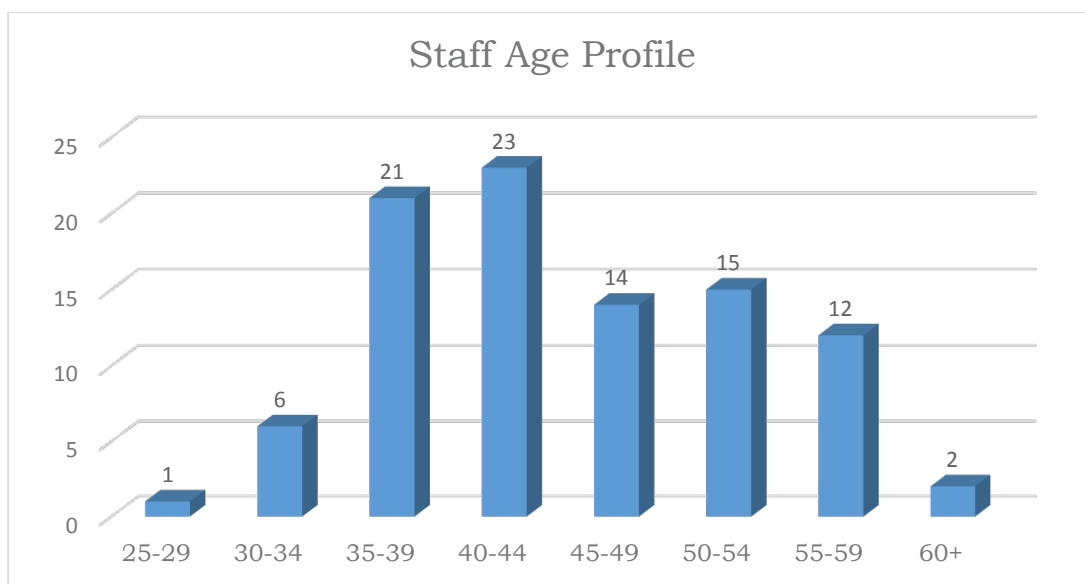
Recommendations:

- The review recommends that the Ministry adopt the proposed organizational structure to fill critical vacancies.
- The review recommends that the Ministry through its HR Unit pay critical attention to the issues of promotion and succession plan for officers occupying the various cadres.

Staffing Composition

The staff list submitted to the review team have a staff strength of 94 which includes Permanent Secretary, Directors, and Professional staff. See below age profile as shown in figure 2 with different categories;

Figure 2



Source: HRP 2 Staff List/Nominal Roll for 2023

Summary Analysis:

- Two (2) staff are within the age 60+, representing that 2.1% of the workforce that are due for retirement
- Twelve (12) staff is within the age bracket 55-59, representing that 12.8% of the workforce that is very close to retirement.
- Fifteen (15) staff indicating 15.9% of the workforce are within the age bracket of 50-54
- Fourteen (14) staff are within the age bracket of 45-49 representing 14.9% of the workforce
- Twenty-three (23) staff are within the age bracket 40-44 representing 24.5% of the workforce.
- Twenty-One (21) staff are within the age brackets 35-39 representing 22.3% of

the workforce.

- Six (6) staff are within the age bracket 30-34 representing 6.4% of the workforce
- One (1) staff is within the age bracket 25-29 representing 1.1% of the workforce

Data indicate that 2 (2.1%) of the total 94, are within the 60+ age bracket, implying they are due for retirement.

The analysis indicates that the Ministry, like many in the MDAs, lacks both succession and the opportunity for skills transfer.

The Review Team therefore recommends that the Ministry solicits the expertise of HRMO to develop a robust and fit-for purpose succession plan that will make the transition seamless, mitigate work disruptions/slowdowns and ensure proper skills transfer.

Training and Capacity Building at Sectoral Level Findings

Interviews and desk reviews conducted indicates that the institutional capacity of the Ministry is weak to carry out its mandate and core functions. Thus, this justified the need to embark on institutional capacity building to further develop the specific knowledge and skills needed by the Ministry, to foster tourism and cultural development in Sierra Leone.

Recommendations

- The team recommend the need to conduct institutional capacity needs assessment to identify the specific functions and skill needs of the Ministry and the sector as a whole, and also to design appropriate training package to respond to the capacity needs identified.
- The review recommends that the Ministry engage with the private sector to develop curriculum to strengthen tourism and cultural education in Sierra Leone

Private-Public Sector Dialogue and Partnership to Enhance Tourism at Sectoral Level

Findings

The review notes that tourism and culture are essentially a private sector driven venture that thrives on well planned and efficiently functioning public-private partnership. Therefore, a key element of successful public and private sector partnership in the tourism and cultural sector is equally contingent on continuing high quality analytical work involving the private sector. However, the review has observed that there have not been a consistent public-private sector dialogue and engagement to improve the country's tourism and cultural environment.

Recommendations

The Review Team **recommend** that the Ministry in partnership with its key stakeholders to facilitate effective public-private sector dialogue, as one of the keys to improve the tourism and cultural environment.

Monitoring, Oversight and Supervisory Function Findings

Over the years, the critical mandate of the Ministry that has to do with oversight functions, policy formulation, monitoring and supervision has been weakened. This is attributed to the poorly coordinated tourism and cultural environment. The review also noted the fragmentation and duplication of roles and responsibilities between the ministry and its constituent agencies. Additionally, the lack of comprehensive sector policy which is expected to have been developed by the Ministry is yet to be actualized and thus, undermines its capacity to provide effective monitoring, oversight of the tourism and cultural environment.

Recommendations:

- The review recommends that the Ministry facilitate the development of a comprehensive tourism and cultural policy that promote effective coordination, monitoring and supervision of programmes and activities within the sector.

Logistics and Equipment:

Findings

The review noted the lack of logistics and equipment of the Ministry to perform its oversight, monitoring and supervisory functions. Critical among the challenges faced by the Ministry is a lack of mobility to conduct effective monitoring and supervision of cultural heritage sites, and to also perform other technical oversight and supervisory functions including coordinating with other agencies of the tourism and cultural sector.

Recommendations:

- The review recommends that the Ministry device a resource mobilization strategy to acquire the necessary equipment needed to support its functions.

Accommodation

Findings

The review observed the appalling state of condition of provincial Offices in Makeni, Bo and Kenema. This situation if not address will further compound the already high staff attrition and undermines productivity.

Recommendation:

The review observe the laudable effort to improve the office condition at the headquarters. Hence the review recommends that the Ministry consider replicating the same for the provincial offices as a way of rebranding the image and improve the visibility of the Ministry.

COMMUNICATIONS

Internal/External Communication

Findings

In an effort to rebrand Sierra Leone, the Ministry of Tourism and Cultural Affairs engages with various stakeholders in a view of projecting the good image of the Country both national and international. From desk reviews conducted so far, the review noted the absence of a Communication Strategy that sets out the internal and external pattern of communication with stakeholders.

Recommendations:

In view of the above;

- The review therefore recommend that the Ministry develop a well-defined Communication Strategy to improve on the internal and external pattern of communication with stakeholders within the tourism and cultural sector.

**MFR 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 the 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 your 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 an effective Records Management system contributes 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 functions 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 the Ministry of Finance? Yes/no

41.If no, explain the budget formulation process including any challenges your unit/dept has 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 UNDERSTAND YOUR MANAGEMENT AND OPERATIONAL FUNCTIONS

Thank you very much for your cooperation

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.

SECTION A: FUNCTIONS

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 UNDERSTAND YOUR MANAGEMENT AND OPERATIONAL FUNCTIONS

Thank you very much for your cooperation



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