



**GOVERNMENT OF SIERRA LEONE**

**PUBLIC SECTOR REFORM UNIT  
(PSRU)**

**FINAL REPORT**

**MANAGEMENT AND FUNCTIONAL REVIEW OF NATIONAL  
ASSETS AND GOVERNMENT'S PROPERTY COMMISSION  
(NAGPC)**

**AUGUST, 2020**

## **GLOSSARY OF ABBREVIATIONS AND ACRONYMS**

<b>CBO's</b>	-	Community Based Organisations
<b>CEDAW</b>	-	Convention on the Elimination of all forms of Discrimination against Women.
<b>CRC</b>	-	Convention on the Rights of Children
<b>CGCAO</b>	-	Chief Gender and Children's Affairs Officer
<b>DCGCAO</b>	-	Deputy Chief Gender and Children's Affairs Officer
<b>DFID</b>	-	UK Department for International Development
<b>FSU</b>	-	Family Support Unit
<b>GoSL</b>	-	Government of Sierra Leone
<b>PSRU</b>	-	Public Sector Reform Unit
<b>HQ</b>	-	Headquarters
<b>HRMO</b>	-	Human Resources Management Office
<b>MGCA</b>	-	Ministry of Gender and Children's Affairs
<b>IT</b>	-	Information and Technology
<b>MDA</b>	-	Ministries, Departments and Agencies
<b>MFR</b>	-	Management and Functional Reviews
<b>MoHS</b>	-	Ministry of Health and Sanitation
<b>MSWGCA</b>	-	Ministry of Social Welfare, Gender and Children's Affairs
<b>MTNDP</b>	-	Medium Term National Development Plan
<b>NCDHR</b>	-	National Commission for Democracy and Human Rights
<b>NGOs</b>	-	Non-Governmental Organisations

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## **1. EXECUTIVE SUMMARY**

The leadership of the National Assets and Government's Property Commission requested for Management and Functional Reviews (MFR) to address its major administrative challenges and structural deficiencies including severe shortage of qualified, well-trained and well-remunerated personnel. This report presents results of the review with recommendations proffered to particularly address the stated problems. Most importantly, the review proposes measures to improve on the existing situation and to also restore efficiency in delivery service to the people of Sierra Leone.

This review was undertaken by the Public Sector Reform Unit with complementary support of the Human Resource Management Office. The exercise was focused on modernizing the Asset and property register component of the Commission supported by effective records management system that can be linked to different sector utilizing Government assets and property in and out of Sierra Leone; which necessitate active partnership and collaborative engagement with the Ministry of Foreign Affairs and International Cooperation.

This justified the need for new strategies, new policies, modern ICT system and a purposeful human capacity drive to overhaul the entire operational and management culture of the Commission. It will also require a continued dedication to coordination and collaborative engagement with other Ministries, Departments and Agencies (MDAs), particularly with the Ministry of Works and Public Assets, where functional overlaps exist.

The review team noted that the present organization structure of the Commission needs reviewing to enable it discharge its mandate and functions effectively owing to the lack operational machinery for effective policy implementation. Where planning and policy implementation exists it is ad hoc, reactive and does not provide direction or support for management of the Commission.

An appropriate organizational structure has been recommended for adoption by the Commission. The qualities and characteristics of the recommended structure have been outlined and discussed with the top echelon of the Commission who has accepted its merits. Furthermore, the recommended structure complies with the Architecture of a modernized Assets and property management Commission. PSRU is hopeful that the recommended structure is based on the specialized and unique nature of the Commission and the mandate assigned to it.

### **1.1. Summary of Findings**

The findings of the Management and Functional Review is summarized here with recommendations. It worth noting that the ability to implement the mandate of the Commission is largely dependent on its capacity to conduct effective policy implementation and coordinate stakeholder's engagement, and foster compliance of all institutions of Government to the 1990 Act of Parliament, which established the Commission. At the same time, the capacity of the Commission to perform its assigned functions will also depend on the number of staff available and their possession of requisite skills. Looking at the tasks that the Commission is performing at the moment, the Commission has few competent staff with the technical capacity to manage public assets and

property besides the Commissioner and the Executive Secretary. So far, the findings and recommendations are thematically summarized below:

### **1.1.2. Operational Functions of the Commission**

The result revealed a number of challenges that affect the efficiency and productivity in the performance of the staff roles and responsibilities. It emerged from interviews conducted with staff at the headquarters and the regional offices in Bo and Kenema that few staff are undertaking operational function that could have been undertaken by many technical staff. Implicitly, the Commission is short-staffed with limited resources to perform technical functions. As a result, the few available staff, which are mostly volunteers struggle to perform the day-to-day roles and responsibilities in most case without any much support from the HQ. They lamented the limited time for pursuing high impact functions with limited resources and technical support from the HQ. Though, they are guided by an Act of Parliament to perform their respective function, the review also revealed inadequate capacity to exercise their respective roles and responsibilities.

**Recommendations:** The review team would like to **make a case** to fast track the appointment of Regionally-based Commissioners. This is in view of the reality that the Commission's ability to implement its mandate is also dependent on having the full complement of Regional Commissioners. The team is of the technical view that having the Regionally-based Commissioners with technical knowledge in various technical disciplines will complement the efforts of the technical staff and also help to increase the visibility and productivity of the Commission.

### **1.1.3. Administrative Functions of the Commission**

The realization of the mandate and goals of the Commission depends on the quality of its administrative processes and procedures. Within that context, the review took into consideration area of recruitment, Records Management and Accommodations.

### **1.1.4. Human Resource Management**

The human resource management function is largely undervalued in the Commission. Presently, HR functions are performed by the Senior Assistant Secretary. There is an urgent need to develop a more pro-active and competent HR functions properly staffed by trained HR personnel. The review team was also able to identify acute shortage of staff at both headquarters and regional levels. The review also revealed that the Commission relies on volunteers to fill vacant positions that could have been held by highly skill personnel. These volunteers stated the lack of stipend as their biggest challenge, especially when combined with the other challenges noted e.g. lack of mobility, airtime etc. It was suggested that adequate resourcing and capacity building opportunities will positively impact on service delivery of the Commission.

#### **Recommendations,**

We therefore recommend the following:

- Development of a functional organogram that incorporates all functions performed by the Commission as shown in annex 2.
- Collaborate with PSC and HRMO to develop job descriptions for all divisions and positions within the Commission.
- Collaborate with PSRU in the development of comprehensive Training Plan to ensure improvement in the technical capacity in the Commission.

### 1.1.5. Recruitment and Selection

The review revealed that the Commission has a very lean staff at the HQ and regional offices to effectively implement its mandate. The administering of regional offices by volunteers shows critical recruitment of staff for the effective and efficient service delivery of the Commission.

**Recommendation:** We **recommend** that the Commission contact HRMO and PSC to fast-track the recruitment of critical positions and ensure that the current volunteers (if they are qualified) are absorbed in the Commission.

#### 1.1.5.1. Job descriptions

It emerged during the review that staff and volunteers have not been receiving enough guidance, through proper administrative and technical training, or that they are simply doing what they *think* they should be doing. It is still important to identify ways to address the fact that most of the respondents indicated that they have only a partial understanding their job functions.

**Recommendations:** We **recommend** the development of job description for all staff in order to improve coherence between expected responsibilities and actual day to day activities. This will help to enhance clarity in job descriptions, with in-depth understanding of what they should be doing. We also **recommend** that the Commission provides proper guidance and supervision with effective reporting line.

#### 1.1.5.2. Training and development

Seventy-six percent of interview respondents indicated that they did not receive a formal induction training when they were recruited. Some staff described their induction as being paired with experienced workers in that position or what could be appropriately referred to as learning by observation.

**Recommendation:** We **recommend** that the Commission prepares a strategic planning on the development of human resources of the Commission. The document should have multiple stakeholders inputs to serve as a tool for future planning of the budgetary resources related to the staff training based on job descriptions and required qualification for each position.

### 1.1.5.3. Financial resources

According to the financial document review by the Team, the Commission received 0.5% of the national budget and 50% of total approved allocation from the Ministry of Finance. At central level, the Chairman and Executive Secretary are informed of the budget ceiling and develop plans within this funding envelope. The impact of this can be seen in the overall lack of resources within the Commission offices at the HQ and regional levels.

**Recommendations:** We therefore, **recommend** that the Commission engage with the Ministry of Finance for a timely disbursement of the finance to facilitate the work of the Commission. We also **recommend** that the Commission embark on fundraising activities to solicit complimentary support rather than absolute dependent on subvention from Government that are often not forthcoming.

### 1.1.5.4. Procurement and Disposal of Assets by MDAs

The Procurement Act does not discriminate against MDAs with respect to size or volume of activities. It is important that all MDAs inform the Commission about the procurement of Government assets and their disposal. Not only does it help to keep record of Government assets and property, it also helps the Commission to monitor the life cycle of assets and property and reduces the incidence of corrupt practices in converting public assets into private ownership.

**Recommendations:** We therefore, **recommend** that the Commission work with NPPA to be able to track and report on all assets and qualifying lifecycle events from acquisition through disposal. This should include capturing detailed contract and acquisition data and updates on the status of asset and inventory throughout its lifecycle through to consumption and disposal. In line with this recommendation, we also **recommend** that the Commission sign a Memorandum of Understanding with the NPPA.

### 1.1.5.5. Records Management System

The review observed that the Commission have no Records Management Officer and a Unit to address the records management systems. There is a need to address the issue of a centralized database of all property and assets in an out of Sierra Leone, which must be collected in a comprehensive manner, and all available information on a wide range of issues related to assets and property registration documented.

**Recommendations:** We therefore, **recommend** that the Commission re-organize the Asset register and records keeping systems with assistance from the Directorate of science and innovation, Office of the President and the introduction of a central information software called the “Master Register”.

We also **recommend** that assets and property inventory officers (Records Management Officers) are recruited and given adequate training and manuals on procedures, policies, and practices for effective records management developed. In line with this recommendation, we also recommend that the training programme integrate paper and electronic information system that is reliable and verifiable on assets inventory and monitoring.

### 1.1.5.6. Accommodation

The review team was surprised to observe that the present office space occupied by the Commission is just part of a small portion of the Ministry of Works and Public Assets. Even without critical staff component which the Commission is craving for, there is already an acute problem with accommodation. This does not help to ensure productivity as employees are expected to work in a conducive environment in order to be effective in doing their job.

**Recommendations:** We therefore **recommend** that the Commission consider alternative measures in place for the provision of additional accommodation. We also **recommend** that immediate steps be taken to identify and relocate to bigger and more convenient office building as a way of rebranding and effecting institutional reform. We further **recommend** that the Commission look into the accommodation of regional offices as they are equally constraint by limited office accommodations.

### 1.1.5.7. Logistics and Equipment

The review revealed the lack of computers and stationary for report writing and documentation of assets, as well as communication facilities such as internet (for regional staff/volunteers) and top-up cards. Adequately resourcing offices of the Commission at the central and regional level will positively impact on service delivery through improved assets and property documentation and enhance both internal and external communications.

**Recommendations:** In light of the gaps and challenges, we **recommend** that the Commission provides the necessary equipment to the staff at the regions to be able to carry out their duties. In line with this recommendation, the Commission should provide adequate quarterly budgetary allocation to acquire computers and stationary for report writing and documentation of assets, as well as communication facilities such as internet (for regional staff/volunteers) and top-up cards. We also **recommend** that funds be made available to purchase Moto Bikes and pool vehicles to improve on the productivity of the Commission at the District and Regional levels.

### 1.1.6. COMMUNICATION AND INFORMATION SHARING

There is a need to improve on the image of the Commission, through public education. It emerged from some of the interviews conducted with regional offices that they often face challenges to communicate with the HQ particularly in the absence of internet connectivity. They also face a number of other challenges owing to the lack of effective internal communication system and procedure both at the Headquarter and the regional Offices, which continue to affect their efficiency and productivity. The Commission has no competent Information, Education and Communication Officer with the requisite expertise to help heighten the image and visibility of the Commission.

**Recommendations:** The Review Team therefore **recommend** that the Commission develop a comprehensive Communication Strategy that will express the policy guidelines for communications and related outreach activities; including what the Commission wishes to share with other MDAs and the general public. This strategy should be reviewed and updated as and when necessary to contest with emerging issues. The review team is of the view that effective internal communication will

enhance institutional productivity. We further **recommend** that the Commission embark on effective public education and information sharing campaign across the country to inform citizens of their rights and responsibility with respect to Government's assets and property.

### **1.1.7. Overlaps and Duplication of Functions**

The Team observed that Commitment to coordination exists, but duplication of key functions by other MDAs continue to negatively impact the work of the Commission. The review team also noted that the functions of assets management are performed by Local Council under the Local Government Act and subsequent devolution schedules fall under the responsibility of the Councils. The relationships between the Commission, MPWA, MoF and other stakeholders' institutions are not clearly defined. As such, responsibilities of the Commission to the collaborating institution, and vice versa should be clearly defined.

**Recommendations:** To address these challenges, we strongly **recommend** that the mandate of the Commission be reviewed to be able to address the functional overlap between the Commission and other institutions of Government. To implement this recommendation, we further **recommend** continuous stakeholders' engagement at policy level.

#### **1.1.7.1. Stakeholders Engagement And Coordination**

Interviews with the leadership of the Commission revealed that the Commission frequently collaborates with the Police, Attorney-General Office, Office of the Administrator and Registrar-General, Ministry of Lands, Housing and Environment, Ministry of Public Works and Assets. The review team also noted that the expected closest partners of the commission is the Ministry of Works and Public Assets and the Monument and Relic Commission. The review also revealed serious shortcoming with respect to coordination and corporation between the Commission and the Ministry of works and Public Assets with expected cooperation and active collaborative engagement between the Commission and the Ministry.

**Recommendations:** We therefore **recommend** that the Commission holds quarterly or bi-annual stakeholders' engagement with the Ministry of Public Works and Assets, Ministry of Transport and Aviation, Ministry of Lands, Housing and Environment, Ministry of Finance and Office of the Attorney-General and Ministry of Justice, as well as National Public Procurement Authority (NPPA). Such stakeholders' engagement will help to clarify many issues including functional overlap and duplication of duties; increase the visibility of the Commission and also contribute in the development of policies and strategies for Assets and property management in Sierra Leone. There is a need for the Commission to re-establish close links with assets management stakeholders as stated above.

## **2. INTRODUCTION**

### **Public Sector Reform Unit (PSRU)**

The Public Sector Reform Unit (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.

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 all MDAs, which can be viewed at [www.psrugov.sl](http://www.psrugov.sl).

The Public Sector Reform Unit (PSRU) commenced the MFR on the 23rd of September, 2019. From inception, the review team set the necessary plan in place to address the challenges discussed during the consultative meeting with the leadership and staff of the National Assets and Government's Property Commission. Most significant of all was the need to develop a modern structure and accompany by qualified staff component; review the legal and regulatory instrument (1990 Parliamentary Act); examine human resource development and career planning; as well as the development of effective data management systems, called the "Master Register" for all Government's assets and property in and outside Sierra Leone.

Some of the recommendations and alternative options can be implemented immediately, while others, particularly those with financial implications, may be addressed over time. Although this report is in response to the request of the Commission's for the conduct of an MFR, the Public Sector Reform Unit takes full responsibility for the views and recommendations proffered herein.

## **3. SITUATIONAL ANALYSIS**

### **Issues and Concerns**

This comprehensive situational analysis has revealed a number of problems and issues, and also identified areas for improvement. It has particularly provided a clear understanding of the gaps and challenges necessitating an urgent MFR for the Commission. It has particularly revealed the need to restructure the Commission and enhance its operational function to be able to address its current and foreseeable challenges.

This MFR has taken place amidst series of challenges facing the misuse of Government's assets with particular reference to an increasing public attention drawn to what is apparently being perceived as a rising level of conversion of Government's assets and property into private ownership and outer misused of Government Vehicles without strong laid down rules and procedures for proper control and care. This is evident in the apparent absence of a "Master Register" within the

Commission that should keep record of all assets and property own by Government. As a result, MDAs to which assets and property are assigned mostly disregards ethical guidelines as well as effective Government's assets and property handling procedures. This has resulted to the loss of millions of dollars on recurrent expenses relating to maintenance and refurbishment of Government's assets and property.

The Government of Sierra Leone has a large number of abandoned buildings across the country. Most of these buildings are in dilapidated state and some have been encroached upon by squatters and other hooligans. Many Government buildings are also at the moment in the hands of private individuals without any available information to affirm that these are properties of the Government of Sierra Leone.

The National Assets and Government's Property Commission forms a key component of the development strides of the country. The Commission presented its 2018 Annual report to H.E. the President as part of its statutory mandate amidst the numerous challenges it continues to face in executing its mandate. According to the Act establishing the Commission, no disposal of any national assets or Government property shall take place without prior consultation with the Commission. This is process that is largely ignored by most public institutions.

To date, the Commission lacks the requisite staff compliment and resources to effectively perform its statutory functions. As a Commission with a huge mandate, the Review Team is of the view that capacitating the Government Assets and Property Commission to be able to properly account for and manage all assets and property belonging to Government will ease the burden on Government. The team noted that the Commission has no national assets and property management policy. Even though the Commission is being guided by the Act, yet much impactful outcomes have not been achieved or sustained. One of the key accomplishments of the Commission is that it is currently developing through the Office of the Science and Innovation software on a Master Register on assets and property. The review team observed that based on the statutory mandate, the Commission should be in the position to monitor the life cycle of Government from purchase to disposal. The Commission has challenges in terms of collaboration with MDAs on this operation. This has therefore, led to undocumented and unscrupulous disposals of Government's property. The development of National Assets Policy will guide MDAs on the use of Government's assets and property, which will enhance an effective tracking system of all assets and property acquired by Government.

Sadly, there are only four (4) senior staff working in the Commission. Even the Board of the Commission, since the appointment of the current Chairman has not been fully constituted. The review Team was appalled to have discovered that the current staff strength cannot implement half the mandate of the Commission. Though the Commission has made conscious efforts to establish its presence by opening regional offices in Kenema and Bo, volunteers are running these offices due to the lack of staff. This is the level of neglect the Commission has suffered over the years.

It is from this backdrop that the current structure of the Commission was examined to justify the need for new restructuring for effective functions and service delivery; optimize available human resources, and efficiently monitor and control all assets and property by the Commission; and at the same time effectively monitor their disposal.

## 4. METHODOLOGY

In undertaking the review of the National Assets and Government's Property Commission (NAGPC), the team took into consideration of a number of issues. Foremost among these included the leadership commitment, political will, and urgency of the Government to strengthen the mandate and the service delivery systems of the Commission.

The process consulting approach was adopted to ensure (i) buy-in and (ii) active participation of all senior officers and even volunteers in the Commission. This approach involved an initial roundtable briefing with senior officers of the Commission including the Chairman. The scope of work and the methodology of the review were discussed during this meeting, and copies of two (2) different Questionnaires were made available to the Executive Secretary of the Commission. **Samples of the Questionnaires are attached as Annex 2**

Additionally, series of meetings were held at both central and regional levels and individual interviews conducted to ascertain the role and the internal and external relationships of the Commission, which will help to inform recommendations. A list of those present during our initial meeting is attached as Annex 3.

The Team reviewed documents and reports provided by the Commission relating to current structure, including the staff list and organogram. The literature review extended to strategic national reports, including annual report on assets presented to the President. The team also reviewed good practices in organizational structure and functions. Though the MFR process is a collaborative exercise, the primary driver has been the Public Sector Reform Unit. All attempts have been made to represent the views expressed during the interviews and from the questionnaires as accurately as possible.

On submission of the draft report, it is the responsibility of the leadership of the Commission to ensure that all staff review the report and submit clarifications and comments to the PSRU in a timely manner. Upon receipt of these comments, the PSRU will hold general and bilateral meetings with officials of the Commission and once a general consensus was reached, the final report will be issued and approved.

### 4.1. Limitation of the Study

This MFR is specifically focused on Management and Function of the Commission, therefore limiting its scope to deepening understanding on how assets and property managements are collaboratively handled by other MDAs. Though the Commission is mandated to maintain a Master Register of all assets and property, this MFR is only limited to reviewing:

- The Mandate, role, responsibilities and functions of the Commission.
- Organizational structure and staffing of the Commission to determine whether or not they reflect the current functions and responsibilities of the Commission, for effective and efficient service delivery.
- The Commission's Administrative procedures, processes, facilities and reporting and collaborative relationships to determine efficiency and effectiveness in delivering on its

Mandate and Mission and its ability to collaborate with other institutions in managing and protecting assets and property of Government.

## **5. BACKGROUND OF THE NATIONAL ASSETS AND GOVERNMENT'S PROPERTY COMMISSION**

In the 1961, immediately after independence, several challenges were faced with respect to the effective management and documentation of Government assets and property. Critical among these challenges emerged the need to develop a comprehensive account for all Government's assets and property. This assets control and management mechanism was highly considered necessary after the colonial Government had constructed a lot of Government quarters across the country, without considering proper documentation and the capital-intensive nature of such projects.

The Government in 1970 made frantic effort to establish a centralized system for the proper management and control of its assets and property, by merging an asset Commission and the Ministry of Works, Land and Country Planning. It was challenging for the Commission to function, considering its mandate which is different from that of the Ministry. More critical to that then was the absence of a National Policy for the control and management of Government assets and property. Following the hosting of the Organization of African Union summit in 1980s, Government's infrastructure increased significantly. The absence of central system and policy control and management of these assets and property led to rampant abuse and misuse of Government's assets and property. To a very large extent, fraudulent conversion of Government vehicles, lands and even office furniture and equipment become prevalent.

Moreover, the recurrent expenditure on misused of vehicles and other assets and property became a burden on Government. The incurring of huge recurrent capital expenses to maintenance and refurbish assets, coupled with the inflated maintenance bills charged on recurrent expenses created the need for the establishment of a National Assets and Government Property Act no. 6 of 1990, to control, take account of, monitor and serve as the focal Commission for the supervision of all National Assets and Government Property.

The Commission has undergone structural changes over the years, resulting in changes in nomenclature from the National Assets Commission to the now National Assets and Government's Property Commission. While the changes occurred, the operational structure had little or no change on the operational dynamics of the Commission. With all the evident challenges threatening the effectiveness and survival of the Commission, very little has been done to adequately empower the Commission to manage and protect National Assets and Property from ruin and misuse

The Ministry of Public Works and Assets and other key MDAs, which are supposed to provide policy guide and collaborative engagements in implementing the control and management of Government assets and property by the Commission continue to hive-off most of the functions designed to be performed by the Commission.

Information provided by the Commission indicates that the Commission has a skeletal staff at the Headquarters that practically renders the Commission inefficient to implement its mandate.

## **5.1. Mandate/Functions**

“To establish and maintain a National Assets and Government’s Property and to make provision for the control and identification of all National Assets and Government’s Property; to provide for the maintenance and improvement of such property and monitoring of their use of disposal; and for connected purposes”.

## **6. STATUTORY FRAMEWORK**

The 1990 Act of Parliament provides the statutory framework and mandate for the National Assets and Government’s Property Commission. Some provisions of these laws are obsolete and need review particularly in view of new manifestations of converting Government’s property into private assets, under-valuing Government’s assets for private ownership etc., to make them relevant to the current trend of the country.

As stipulated in the 1990 Act of Parliament, the National Assets and Government’s property Commission was established to perform the following functions:

- Establish and maintain a National Register of all national assets and Government property to be known as the Master Register which shall contain a list of all national assets;
- Serve as custodian of all Master Register;
- Report on the allocation and use of various assets;
- Review and revise the Master Register of National Assets as and when necessary in collaboration with the relevant Ministries, Department and or Agencies;
- Monitor and report on the state of various national assets and Government property to the President together with appropriate recommendations;
- Maintain knowledge and record of the acquisition and holdings of any national assets or Government’s property by all MDAs;
- Consult with the relevant MDAs before the disposal of any national assets or Government’s property;
- Make an annual report on the state of the national assets and Government’s property in the Master Register, which report shall be laid before Parliament.

## **7. STAKEHOLDERS’ PROFILING AND RELATIONSHIP**

### **7.1. Stakeholders’ Profiling**

The mandate of the Commission makes provision for wider stakeholder collaboration with MDAs, especially the ones directly controlling Government assets and property. Stakeholders’ collaboration is key to optimizing proper and effective management, control and monitoring of Government assets and property.

Quite recently, the Commission has been getting the cooperation of the Sierra Leone Roads Safety Authority (SLRSA) and the Ministry of Lands and the Environment in terms of update on Government vehicles and lands across the country. The Commission continues to be challenged in retrieving Government buildings and other physical properties largely because the Police have not been cooperative towards this direction.

The composition of the National Assets and Government Property Commission has provided for the Inspector General of Police or his representative as a member. But the fact is that the Commission has not been able to get the cooperation of the Police in carrying out its constitutional mandate. It is also provided for, by law that the Commission shall make an annual report on the state of the national assets and Government property in the Master Register, which report shall be presented to the President. The review also revealed that the Commission is constrained in terms of getting the requisite support from Ministries, Departments and Agencies, who are the custodians and daily users of Government property and assets.

## **8. ORGANISATIONAL STRUCTURE OF THE COMMISSION**

The Review Team noted that while the functions spelt out in the Act of the Commission may not be adequate, the Commission has been unable to effectively perform the current functions outlined in the Act. One of the reasons is the lack of a functional structure that incorporates its mandate. **We propose a modified structure for the Commission, as shown in Annex 1.**

The current Divisions and units in the Commission are not inclusive of all their mandated responsibilities. The result has been duplicity and overlaps, all leading to a waste of resources. For example, the while the Ministry of Works and Public Assets claim to be responsible for the management all Government's assets and property, the Act of the Commission also gives it the mandate to perform similar function.

So far, the current structure of the Commission is organized on a single unit basis, with a Board Chairman and an Executive Secretary that serves as the Administrative and professional Head both of whom are appointed by the President, based on the provision of the Act establishing the Commission. The Executive Secretary is the Principal Adviser to the Chairman and he is responsible for the day to day administrative functions of the Commission.

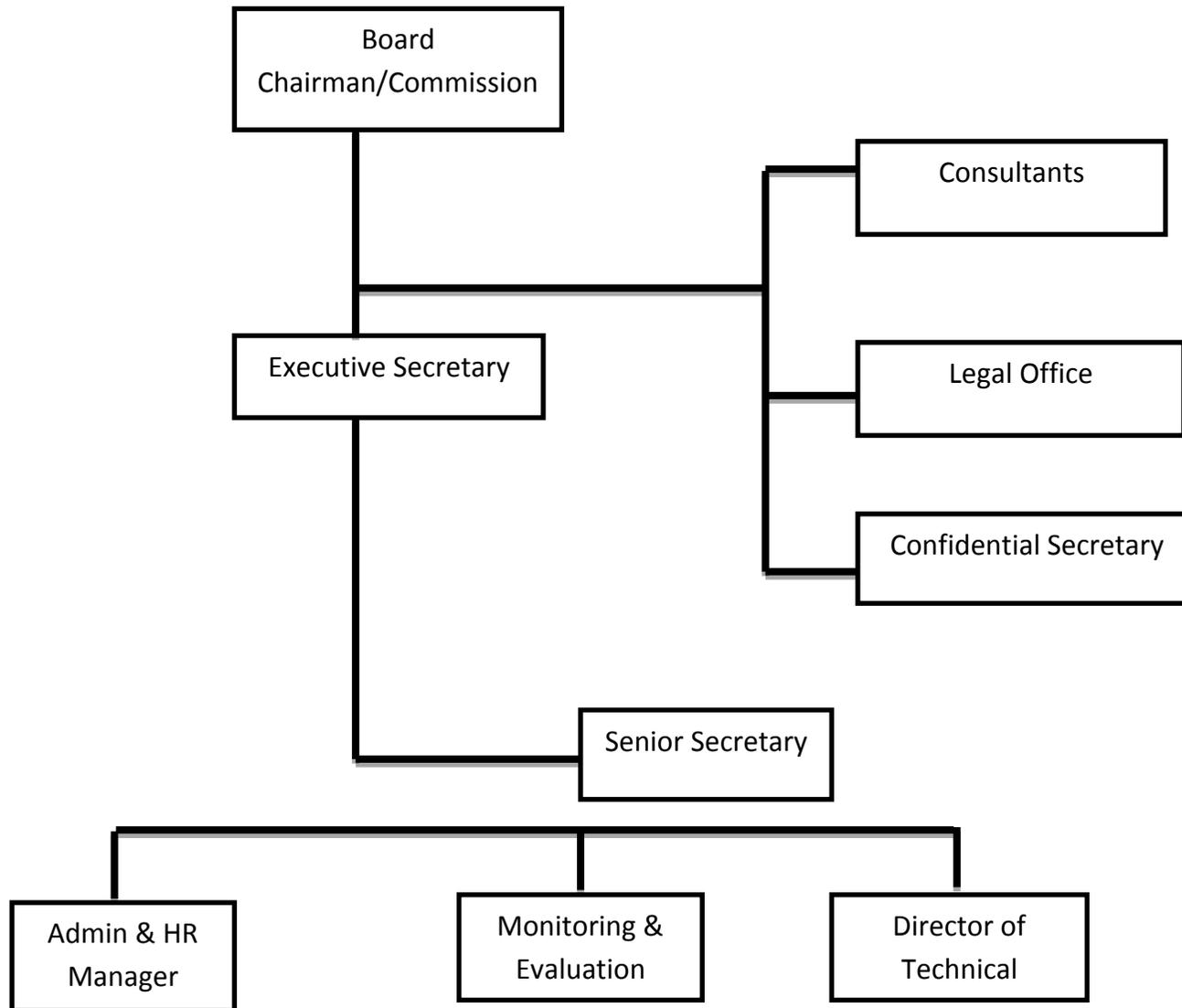
The review Team observed that the current structure of the Commission makes it practically impossible for it to deliver on its mandate. Although an Organisational chart exists, it is a misrepresentation of a vibrant Commission that is expected to deliver such a broad mandate.

The current structure is not reflective of its large mandate. The need for an effective organizational structure with clear role definitions and reporting lines is imperative. We have proposed a revised structure for improved service delivery. Once the structure is approved, the Commission must endeavor to fill various positions within these units with qualified technical and administrative staff.

## **8.1. Regional Offices**

There are two recently established regional offices, located in Bo and Kenema. The Review Team observed that the regional offices are administered by volunteers. This indicates the level of staff shortage in the Commission, which is largely responsible for the under-performance of the Commission over the years. As useful as these volunteers may be to the operations of the Commission at regional level, they do not have the requisite authority to effectively carry out the mandate of the Commission. This according to the Review Team is a major challenge that must be addressed in the immediate term.

## THE CURRENT STRUCTURE OF THE COMMISSION



## 8.2. PROPOSED ORGANIZATIONAL STRUCTURE

We reviewed both the current structure submitted to the Review Team by the Commission and have developed a proposed organizational structure that matches the mandate of the Commission. The proposed structure for the Commission based on its mandate, will be based on a directorate system with an Executive Secretary that will serve both as Administrative and Professional Head of the Commission, reporting to the Chairman/Board of Commissioners. The structure proposed by the PSRU includes the following directorates and units;

- **Director of Assets and Property Management**

- Regional Assets and Property Coordinator
- Assets and Property Inventory Manager
- Assets and Property Monitoring and Evaluation Officer
- Public Information, Education, and Communication Officer (IEC)

- **Directorate of Policy Planning and Compliance**

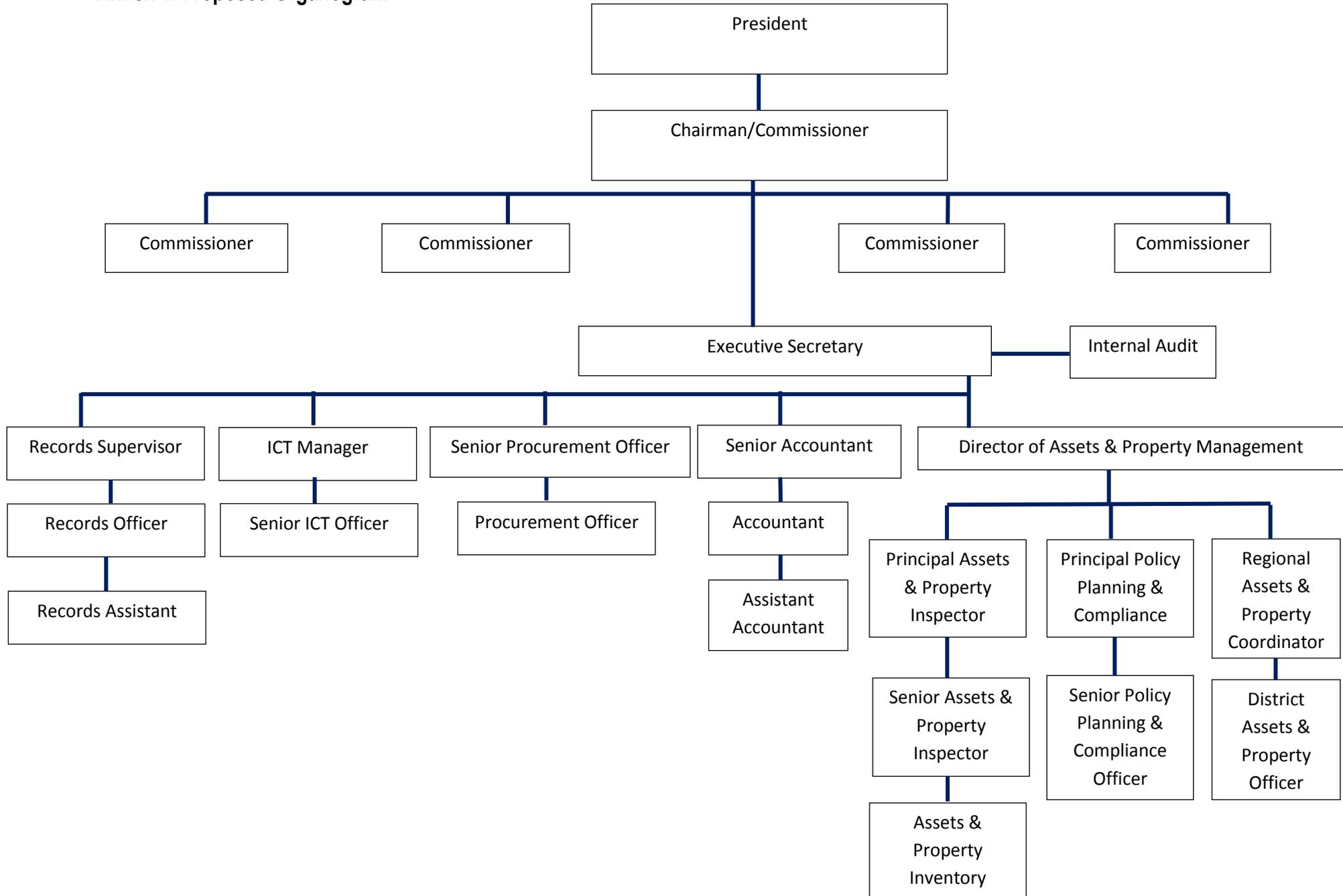
- Research, Monitoring and Evaluation Manager/Officer
- Government Asset and Property Compliance Manager/Officer
- Govt. Assets and Property Investigator

- **Directorate of Technical Operations**

- Assets and Property Maintenance Officer
- Survey Officer
- Mechanical Engineer

Job descriptions will have to be developed for each of the directorates and their respective units. We believe that the new (proposed) structure will bring professionalism into the National Assets and Government's Property Commission and facilitate efficient division of labour and specialization. It must also be emphasized that merely putting in place a functional structure is not the answer to chaos and poor performance. It should rather be informed by good assets policy, management and technical systems.

# Annex 1. Proposed Organogram



## 9. STAFF PROFILE

The Commission has total staff strength of thirteen (13), nine (9) of which are junior and four (4) senior staff, making it one of the smallest employers with a small number of senior officers in the public sector. Though major strides have been made to open regional offices in Kenema and Bo, the small number of substantive staff at the central office makes provision for volunteers to be manning regional offices. The administration Division is headed by the Executive Secretary, and is responsible for ensuring effective human resource development and management.

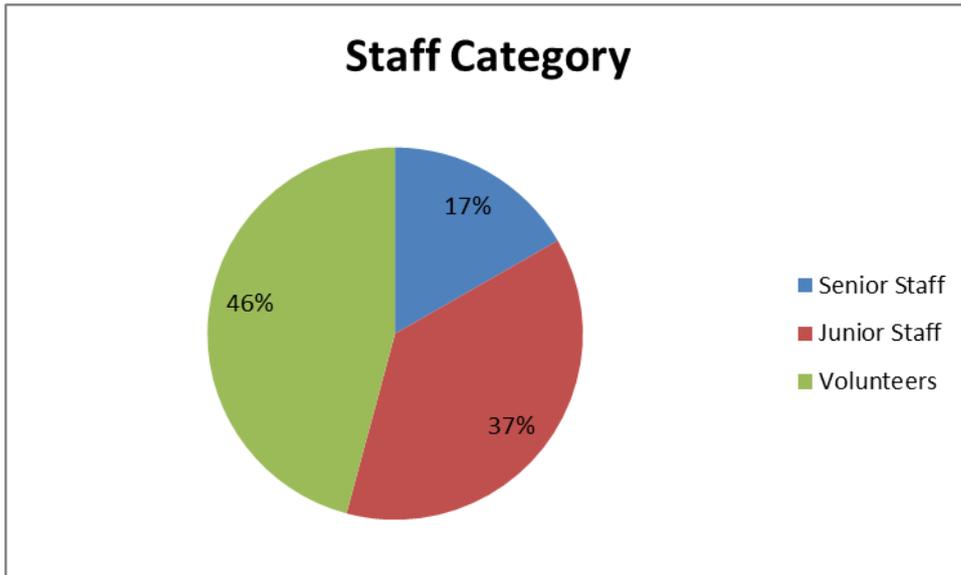
Human resource management has been challenging not only because of the small number of staff but also because of the lack of a proper human resource structure. Among the document submitted, the review Team observed that the Commission was neither able to provide an organogram reflective of all units, nor a fully developed and current Scheme of Service or Job Descriptions.

It is envisaged that this review exercise will be immediately followed by a comprehensive Human Resource assessment led by the HRMO that will take into consideration the functions performed by the proposed technical units, the scope as well as the qualifications of staff. While we are by no means recommending the absorption of volunteers into the Commission, we believe regional offices should be manned by technically qualified and experienced staff

**Table 1: Staff Profile of the Commission**

	<b>NO OF PERSONNEL FROM MANPOWER LIST</b>	
Commissioner (s)	1	Senior Staff
Executive Secretary	1	Senior Staff
Senior Assistant Secretary	1	Senior Staff
Senior Accountant	1	Senior Staff
Technical Staff	2	Junior Staff
3 <sup>rd</sup> Grade Clerk	2	Junior Staff
2 <sup>nd</sup> Grade Clerk	1	Junior Staff
Driver	2	Junior Staff
Cleaner	1	Junior Staff
Messenger	1	Junior Staff
Volunteers	11	Kenema & Bo

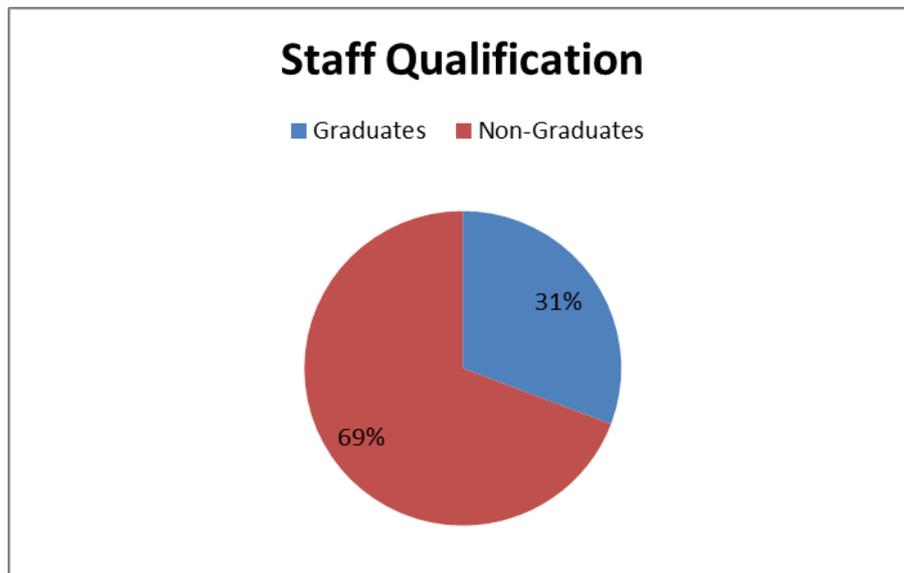
Another major challenge the Commission faces is the lack of technical staff. Out of the thirteen (13) people currently in the Commission only four (4) people fall within the Senior ranks of Grades 7 and above, and nine in the junior ranks of Grades 1-6 as indicated in figure 1. Even within this “Junior level”, the overwhelming majority are within Grades 1 and 3.



**Figure 1:** shows staff category, according to staff analysis list of the Commission

## 10. Staff Qualification

Qualification levels indicate a major gap between institutional needs and human resources available. From the review conducted, it is revealed that only four (4) people obtained graduate degrees and appropriately qualified to perform their duties. Since the functions of the Commission are primarily technical, the lack of qualified senior and senior level staff has increasingly affected its planning and service delivery capacity.

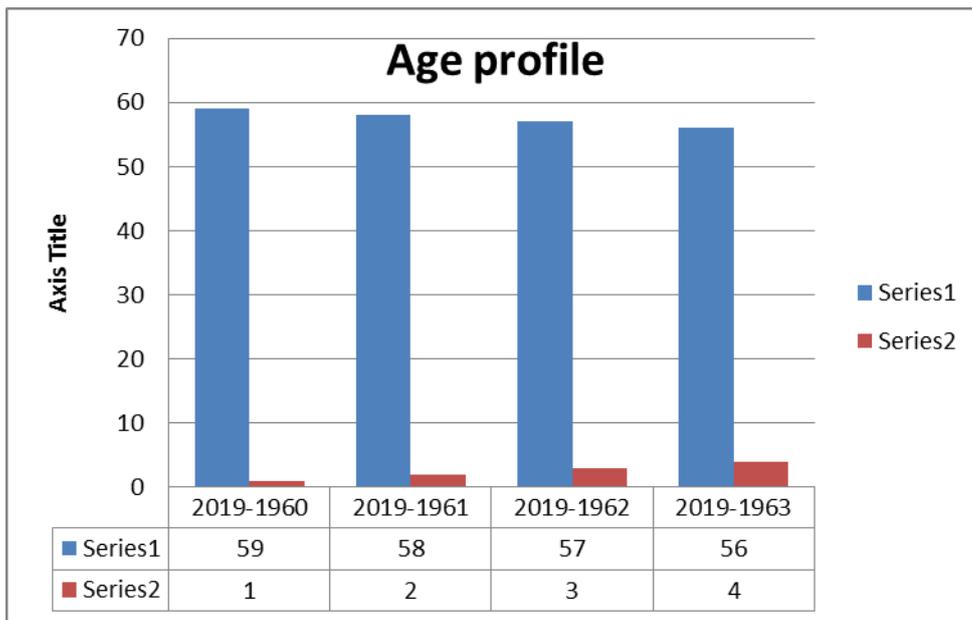


**Figure 2:** shows staff level of education, according to list from the Commission

Further compounding this is the limited training support being provided to the limited qualified and available staff. This is indeed unfortunate as indicated by the percentage of university graduates working in the Commission and mandate of the Commission, which is critically and technically important.

## 11. STAFF AGE PROFILING OF THE COMMISSION

The age profile of staff ranges from 27-61 years. From list given four (4) out of the thirteen (13) staff are aged 55 years and older, evidence of the need for strategic HR planning to replace these workers and transfer knowledge to those incoming. The Manpower Budgeting for Fiscal Year 2019 indicates that four (4) members of staff are due retirement between 2019 and 2024. According to estimates by the PSRU team, a total of four (4) of the already lean staff will retire by the end of 2024. The Manpower Budgeting provides ample information for developing a succession plan for the Commission, but this process has not begun. The chart below provides analysis of the staff age profiling.



**Figure 3.** Shows age profile for staff less than five years to retirement

## 12. SUMMARY OF FINDINGS, ANALYSIS AND RECOMMENDATIONS

The findings of the Management and Functional Review is summarized here with recommendations. It is worth noting that the ability to implement the mandate of the Commission is largely dependent on its capacity to conduct effective policy implementation and coordinate stakeholder's engagement and foster compliance of all institutions of Government to the 1990 Act of Parliament. At the same time, the capacity of the Commission to perform its assigned functions will also depend on the number of staff available and their possession of requisite skills. Looking at the tasks that the Commission is performing at the moment, the Commission has few competent staff with the technical capacity to manage public assets and property besides the Commissioner and the Executive Secretary. The findings have been deeply analysed and recommendations carefully indicated.

### 12.1. Operational Functions of the Commission

The organizational structure of the Commission is essentially irrelevant as far as the management and operational functions are concern. The actual division of labour between very

few staff mostly volunteers in the regional offices does not correspond to their job descriptions or titles. Although in some cases the few staff are assigned to a specific task, they often carry out additional functions based on necessity or individual capacities. Likewise, the few staff in the regional headquarter deal nearly exclusively with monitoring and documentation of assets and Government property. So far, some of these pointers are thematically summarized below:

- **Staff Workload:** The result revealed a number of challenges that affect the efficiency and productivity in the performance of the staff roles and responsibilities. It emerged from interviews conducted with staff at the headquarter and the regional offices in Bo and Kenema that few staff are undertaking operational function that could have been undertaken by many technical staff. Implicitly, they are short-staffed with limited resources to perform the operational function of the Commission. As a result, the few staff (volunteers) struggle to perform the day-to-day roles and responsibilities in most case without any resource from the HQ. They lamented the squeeze on time for pursuing high impact functions with limited resources and technical support from the HQ. Though, they are guided by the Act of Parliament to perform their respective function, the review also revealed inadequate capacity to perform their respective roles and responsibilities.
- **Mobility (Vehicles and Moto Bikes):** the lack of mobility has resulted to inability to reach the other districts in the Regions to perform their respective roles and responsibilities on a regular basis. The regional teams in Bo and Kenema pointed out that their mobility constraints prevent them from conducting assets inspection and monitoring exercises and they are often limited to handling cases of people who come to the office to address critical issues and concerns. The reality is that, transportation is necessary to reach communities and other districts, monitor assets and attend meetings. This includes not only the motorbikes or other vehicles, but also financial resources for fuel, maintenance and per diems. These findings were affirmed by the interviews with staff at central and regional offices. The need for transportation was identified not only as a needed resource but also the most acute challenge to the operational functions of the Commission.

## Recommendations

- The review team would like to **make a case** to fast track the appointment of Regionally-based Commissioners. This is in view of the reality that the Commission's ability to implement its mandate is also dependent on having the full complement of Regional Commissioners. The team is of the technical view that having the Regionally-based Commissioners with technical knowledge in various technical disciplines will complement the efforts of the technical staff and also help to increase the visibility and productivity of the Commission.
- The institutional productivity of the Commission is also largely dependent on its capacity to undertake asset's registration and monitoring, as well as evaluation of all Government's assets and property. These functions form the core of the Commission's work. In line with this technical view, we **recommend** for the creation of several technical positions and the recruitment of people with the competence to fill-in those

positions. One of such position will include **Policy Planning and Compliance**. The post holder would be responsible for assets policy design, analysis, compliance and coordination with other stakeholders. The review team is of the conviction that the creation of this position would enable the Commission to develop its own policy capacity that would also be holistic and better foster policy implementation in close partnership with other stakeholders.

- We also **recommend** for the creation of **Research, Monitoring and Evaluation Manager/Officer**, as well as **Government Asset and Property Compliance Manager/Officer**. We are of the technical conviction that the key to improving the operational function of the Commission is in structural changes in its functions that would allow re-prioritisation of the Commission's human resources towards monitoring, evaluation and registration of Government's Assets and Property in Sierra Leone, as well as MDAs' compliance. This area forms significant part of the review recommendations.
- We equally **making a case** for the position of **Public Information, Education, and Communication Officer (IEC)** to increase the image and visibility of the Commission. The post holder with technical expertise will then help to develop communication strategy, and also with the requisite competence to continuously update stakeholders of operational function of the Commission, educate the public about the statutory mandate and function of the Commission as a means of fostering compliance, as well as informing about progress by the Commission.

### **13. ADMINISTRATIVE FUNCTIONS OF THE COMMISSION**

The realization of the mandate and goals of the Commission depends on the quality of its administrative processes and procedures that are put in place. Within that context, the review took into consideration of area of recruitment and Records Management, and Accommodations.

#### **13.1. Human Resource Management**

Effective management and development of the human resource functions remain one of the major challenges faced by the Commission. It lacks a comprehensive structural organogram and critical technical position to ensure productivity of the Commission. The above implies that the Commission has made no effort to focus on strategic human resource management. The ability of Commission to have a dedicated and well equipped HR component to define competence profiles and requisite training needs is also relatively weak. In addressing these challenges, the Commission will require the support of PSC and HRMO for recruitment to fill-in critical positions, and PSRU to develop a functional and qualified staff structure.

The following were noted:

- The human resource management function is largely undervalued in the Commission. Presently, HR functions are performed by the Senior Assistant Secretary. There is an urgent need to develop a more pro-active and competent HR functions Unit, properly

staffed by trained HR personnel.

- The review team was also able to identify acute shortage of staff at both headquarter and regional levels. The review also revealed that the Commission relies on volunteers to fill vacant positions that could have been held by highly skill personnel. These volunteers stated the lack of stipend as their biggest challenge, especially when combined with the other challenges noted e.g. lack of mobility, airtime etc. It was suggested that adequate resourcing and capacity building opportunities will positively impact on service delivery of the Commission.
- The review revealed that all staff in the regional offices are involved in Assets inspection, monitoring and registration. Data collection is performed by the following staff in the Commission: ICT Technician; third Grade Clerks;); and volunteers at central and regional level. Implicitly, majority of the staff and volunteers of the Commission have little or no work experience in assets data collection, inspection and monitoring.
- The review team noted that the Commission has no procurement unit.

## **Recommendations**

To address the above staged gaps and challenges, we recommend the following:

- Development of a functional organogram that incorporates all functions performed by the Commission as shown in annex 2.
- Collaborate with PSC and HRMO to develop job descriptions for all divisions and positions within the Commission.
- Collaborate with PSRU & HRMO to develop a comprehensive scheme of service for the Commission.
- Develop personnel management plan that addresses the excess junior level staff and deployment/recruitment of technical staff to the Commission.
- Conduct immediate referral of unqualified and overage staff to the HRMO for action.
- Collaborate with PSRU to conduct job/performance audit for volunteers for possible absorption and recruitment where necessary.
- Collaborate with PSRU in the development of comprehensive Training Plan to ensure improvement in the technical capacity in the Commission.
- Request from HRMO a Procurement Officer to be part of the new recommended structure of the Commission.
- Continue to implement the procurement rules as prescribed in the procurement act and that the potential Procurement Committee and Procurement Unit should continue to carry out their functions accordingly.

### **13.2. Recruitment and Selection**

With regards to recruitment, the Commission takes part in the annual Manpower Hearings organized by HRMO, where every MDA is requested to present its Manpower needs for the coming year. Likewise, recruitment of the regular staff is done centrally through the Public

Service Commission (PSC) and staff posted to the respective MDAs based on the request during the Manpower hearings. Though the team did not record any misgivings about this arrangement as recommendation was proffered to undertake this Management and Functional Review. The following were also noted:

- The review revealed that the Commission has a very lean staff at the HQ and regional offices to effectively implement its mandate. The administering of regional offices by volunteers shows critical recruitment of staff for the effective and efficient service delivery of the Commission.
- The moratorium on recruitment placed by the last administration affected the work of the Commission. The legacy of this is a reliance on volunteers to fill vacant positions at regional levels. There is already a recommendation for the absorption of volunteers into positions for which they are qualified.

#### **Recommendations:**

- We **recommend** that the Commission contact HRMO and PSC to fast-track the recruitment of critical positions and ensure that the current volunteers are absorbed into the Commission.

### **13.3. Job descriptions**

Cross section of participants of the Focus Group Discussion undertaken, stated that they have not seen their job descriptions. Most of the staff and volunteers of the Commission indicated that most part of the job they perform on a day to basis are functions described in the Act of the Commission. Despite the need for greater clarity in job descriptions, they indicated that they have an in-depth understanding of their roles and responsibilities. However, after in-depth discussion, it emerged that they need proper job description and training to be able to perform their roles ascribed to them. Furthermore, it emerged that some of duties they perform are technically oriented to heighten the institutional productivity, which require personnel with more technical expertise.

This indicates that staff and volunteers have not been receiving enough guidance, possibly through proper administrative and technical training, or that they are simply doing what they *think* they should be doing. It is still important to identify ways to address the fact that 80% of respondents indicated that they have only a partial understanding their job entails.

#### **Recommendations**

- We **recommend** the development of job description for all staff in order to improve coherence between expected responsibilities and actual day to day activities. This will help to enhance clarity in job descriptions, with in-depth understanding of what they should be doing.
- We also **recommend** that the Commission provide proper guidance and supervision with effective reporting line.

### 13.4. Training and development

Seventy-six percent of interview respondents indicated that they did not receive a formal induction training when they were recruited.

#### Recommendations:

- We **recommend** that the Commission prepare a training and career development strategy on human resources of the Commission. The strategy should serve as a tool for future planning of the budgetary resources related to the staff training based on job descriptions and required qualification for each position.
- Given the finding that 66% of respondents did not have previous assets management inspection and monitoring training, we recommend that both new recruits and existing staff receive trainings on mediation and assets inspection and monitoring.
- We also **recommend** that training is conduct on Government assets management and compliance

### 13.5. Financial resources

According to the financial document review by the Team, the Commission received 0.5% of the national budget and 50% of total approved allocation from the Ministry of Finance. At central level, the Chairman and Executive Secretary are informed of the budget ceiling and develop plans within this funding envelope. The impact of this can be seen in the overall lack of resources within the Commission offices at the HQ and regional levels. The lack of resources manifests in four important ways:

1. Inability to reach other key stakeholders at central and surrounding districts at regional levels
2. Staff numbers and remuneration
3. Lack of funds for service delivery
4. Inadequate office space and equipment.

#### Recommendations

- The review **recommend** that the Commission engage with the Ministry of Finance for a timely disbursement of the finance and budget.
- We **recommend** that the Commission embark on resource mobilization activities to solicit complimentary support rather than absolute dependent on subvention from Government that are often not forthcoming.

### 13.6. Procurement and Disposal of Assets by MDAs:

The Procurement Act does not discriminate against MDAs with respect to size or volume of activities. It is important that all MDAs inform the Commission about the procurement of Government assets and their disposal. Not only does it help to keep record of Government

assets and property, it also helps the Commission to monitor the life cycle of assets and property and reduces the incidence of corrupt practices in converting public assets into private ownership.

### **Recommendations:**

- In view of the above, we **recommend** that the Commission work with NPPA to be able to track and report on all assets and qualifying lifecycle events from acquisition through disposition. This should include capturing detailed contract and acquisition data and updates on the status of asset and inventory throughout its lifecycle. In line with this recommendation, we also **recommend** that the Commission sign a Memorandum of Understanding with the NPPA.
- We **recommend** that the commission collaborate with other partners to make inventories of all Government property throughout the year by developing an automated physical inventory using integrated software by leveraging technology. To effectively implement this recommendation, require partnership and collaborative engagement with other institutions of Government including the Ministry of Information and Communication and the Directorate of Science and Innovation at the Office of the President.
- We **recommend** that a strict mechanism be put for concurrence to be sought through the Commission in the registration/operationalization of all Government assets and property. To facilitate this process, we **recommend** that the Commission hold consultative meetings with other MDAs and stakeholders to discuss this process. This approach should be factored into the National Assets Policy.
- We also **recommend** that the Commission participate in the development of the registry of Government assets to help develop a maintenance/refurbishment schedule for all MDAs.

### **13.6. Records Management System**

The review team observed that the Commission has no records management unit. Meanwhile, records and information management are critical to an institution of Government such as Government Assets and Property Commission with the Statutory mandate to register, inspect and monitor all Government assets and property in the country. This is critical for a Commission that deals with critical assets and property information, with a customized records management software that will keep track of assets and property on real time basis. So far, the review team observed the following:

- The review observed that the Commission has no Records Management Officer and a Unit to address the records management systems. There is a need to address this issue with a centralized database of all property and assets in an out of Sierra Leone, which must be collected in a comprehensive manner, and all available information on a wide range of issues related to assets and property registration documented.

- There is a need to establish effective administrative procedure for the management of the database, and to also work with institutions of Government responsible for collecting and processing the data in a timely manner. The database is an important tool to increase the effectiveness of asset monitoring and evaluation process.
- The management of records of the Commission is poorly done through a manual system, involving manual filing, storage and retrieval.
- The movement of the records/files is also tracked through a manual system. The flipside is that records are not properly filed.

### **Recommendations:**

To address these challenges, the review team recommends the following;

- We **recommend** that the Commission re-organize the Asset register and records keeping systems with assistance from the Directorate of science and innovation, Office of the President and the introduction of a central information software called the “**Master Register**”.
- We **recommend** that assets and property inventory officers (Records Management Officers) are recruited and given adequate training and have copies of manuals on procedures, policies, and practices for effective records management. In line with this recommendation, we also recommend that the training programme integrate paper and electronic personnel information and provides reliable and verifiable information on assets inventory and monitoring.
- We further **recommend** for the introduction of an electronic database suitable for the management of the Commission’s records.

### **13.7. Accommodation**

The review team was shocked to observe that the present office space occupied by the Commission is just part of a small portion of the Ministry of Works and Public Assets. Even without critical staff recruitment which the Commission is craving for, there is already an acute problem with accommodation. This does not help to ensure productivity as employees are expected to work in a conducive environment in order to be effective in doing their job.

### **Recommendations**

- We **recommend** that the Commission consider alternative measures in place for the provision of additional accommodation.
- We also **recommend** that immediate steps be taken to identify and relocate to bigger and more convenient office building as a way of rebranding and effecting institutional reform.
- We further **recommend** that the Commission look into the accommodation of regional offices as they are equally constraint by limited office accommodation.

### 13.8. Logistics and Equipment

During the provincial visit by the review team, it was indicated by the staff (volunteers) that most of their time is spent at the regional headquarter town. According to the team, it was practically impossible to visit surrounding districts within the regions owing to the conspicuous lack of logistics and equipment. This finding was echoed throughout the interviews with many respondents commenting that, due to mobility constraints.

The team noted the following:

- The review revealed the lack of computers and stationary for report writing and documentation of assets, as well as communication facilities such as internet (for regional staff/volunteers) and top-up cards. Adequately resourcing offices of the Commission at the central and regional level will positively impact on service delivery through improved assets and property documentation and enhance both internal and external communications.
- The lack of office equipment and tools pose a major challenge for staff and volunteers in the Commission. During our visits to the various offices nationwide and especially the regional offices, we observed a noticeable absence of operational computers, printers, scanners, and copiers. These are all essential tools for the work performed by these offices, and their absence has hampered productivity. Volunteers have to use their own resources to access equipment at nearby Internet cafes, and it has led to inefficiencies in performance.
- In cases where the offices do have some equipment, they are not used because of the absence of electricity. The regional office in Bo and Kenema have been provided with neither electricity nor a generator. Financial support to regional offices is totally absent, because of the constraints faced by the Commission in accessing allocations from the Ministry of Finance.
- Additionally, as data collection forms part of the key functions of the National Assets and Government's Property Commission and officers have had to resort to handwritten ledgers to input assets and property data. This method of record keeping is slow, time consuming, labour intensive, and very unsafe. It also does very little or no good to enhancing transparency and accountability.

#### Recommendations

- In light of the gaps and challenges, we **recommend** that the Commission provides the necessary equipment to the staff at the regions to be able to carry out their duties. In line with this recommendation, the Commission should provide adequate quarterly budgetary allocation to acquire computers and stationary for report writing and documentation of assets, as well as communication facilities such as internet (for regional staff/volunteers) and top-up cards.
- We also **recommend** that on the availability of funds to purchase Moto Bikes and pool

vehicles to improve on the productivity of the Commission at the District and Regional levels.

#### **14. COMMUNICATION AND INFORMATION SHARING**

There is a need to improve on the image of the Commission, through public sensitization and education. It emerged from some of the interviews conducted with regional offices that they often face challenges to communicate with the HQ particularly in the absence of internet connectivity. They also face number of challenges owing to the lack of effective internal communication system and procedure both at the Headquarter and the regional Offices, which continue to affect their efficiency and productivity. The Commission has no competent Information, Education and Communication Officer with the requisite expertise to help heighten the image and visibility of the Commission.

##### **Recommendations:**

- The Review Team therefore **recommend** that the Commission develop a comprehensive Communication Strategy that will express the policy guidelines for communications and related outreach activities; including what the Commission wishes to share with other MDAs and the general public. This strategy should be reviewed and updated as and when necessary to contest with emerging issues.
- We **recommend** that the Commission enhance its internal communication directive to contribute to employees feeling and motivation to be able to carry out their tasks in an efficient manner. The review team is of the view that effective internal communication will enhance institutional productivity.
- We **recommend** that the Commission embark on effective public education and information sharing campaign across the country to inform citizens of their rights and responsibility with respect to Government's assets and property.

#### **15. OVERLAPS AND DUPLICATION OF FUNCTIONS**

The review revealed many statutory overlaps between the Commission and other institutions of Government. Statutory overlaps occur when the legal instrument or gazetted mandate of one entity overlaps with another. In critically looking at the Act establishing the Commission, we discovered during this exercise that, like many other MDAs, there are many functional overlaps with a number of other MDAs, resulting, in lack of role clarity and conflicting mandates between the Commission and other MDAs like the Ministry of Public Works and Assets, Ministry Lands, House and Environment, Ministry of Finance, Ministry of Transport and Aviation etc. These overlaps need to be clarified.

We discovered also that there are other structural reforms required related at reviewing the statutory instrument to reflect these changes, rendering some of such Instruments or the provisions thereof, obsolete, and fail to provide the appropriate operating frameworks. The

effect of this is that, over the years, officials working in the Commission have been adapting to change by altering regulations, resulting in severe disconnect between Acts and a totally absent policy on assets and property management.

So far, the review team also observed the following:

- The Team observed that Commitment to coordination exists, but duplication of key functions by other MDAs continue to negatively impact the work of the Commission.
- The review team also noted that the functions of assets management are performed by Local Council under the Local Government Act and subsequent devolution schedules fall under the responsibility of the Councils. The relationships between the Commission, MPWA, MoF and other stakeholders' institutions are not clearly defined. As such, responsibilities of the Commission to the collaborating institution, and vice versa should be clearly defined.

### **Recommendations**

- We strongly **recommend** that the mandate of the Commission be reviewed to be able to address the functional overlap between the Commission and other institutions of Government. To implement this recommendation, we further **recommend** continuous stakeholders' engagement at policy level.
- We strongly **recommend** the development of a National Assets Policy and compile a comprehensive National Assets Register using an integrated computer software. The policy will help to state in very clear terms the Commission's roles, responsibilities and relationships with other collaborative partners.
- We further **recommend** that the Government endorse the Commission's position to be the main facilitator in the auctioning of all Government's assets and property with the Ministry of Finance thereby setting the terms of transaction.
- We **recommend** a review of the legal framework of the Commission with the aim of making it the lead assets and property manager with prosecutorial authority for the Government of Sierra Leone.
- We further **recommend** for the establishment of Public Asset Committee chaired by the Chairman of the Commission to have a harmonized National Asset Policy, which will be reviewed after every five years period.

### **15.1. Stakeholders Engagement and Coordination**

Interviews with the leadership of the Commission revealed that the Commission frequently collaborates with the Police, Attorney-General Office, Office of the Administrator and Registrar-General, Ministry of Lands, Housing and Environment, Ministry of Public Works and Assets.

The review team was able to document the following:

- The ideal closest partners of the commission is expected to be the Ministry of Works

and Public Assets. The review also revealed serious shortcoming with respect to coordination and corporation between the Commission and the Ministry of works and Public Assets with expected cooperation and active collaborative engagement between the Commission and the Ministry.

- Even though the cooperation with other line ministries has been perceived by the Commission as satisfactory, the review could find only very limited contact and coordination with other stakeholders.

### **Recommendations**

- **We recommend** that the Commission hold quarterly or bi-annual stakeholders' engagement with the Ministry of Public Works and Assets, Ministry of Transport and Aviation, Ministry of Lands, Housing and Environment, Ministry of Finance and Office of the Attorney-General and Ministry of Justice, as well as National Public Procurement Authority (NPPA). Such stakeholders' engagement will help to clarify many issues including functional overlap and duplication of duties; increase the visibility of the Commission and also contribute in the development of policies and strategies for Assets and property management in Sierra Leone. There is a need for the Commission to re-establish close links with assets management stakeholders as stated above.
- **We recommend** that the Commission collaborate with line ministries to develop a national data-base of Government Vehicles and Real Estate. This is to establish mechanism for the responsible use of Government vehicles and transparent leasing of state lands, allocation and acquisition of real estate.
- The review team is of the view that these engagements will help to strengthen collaboration with MDAs, foster transparency and accountability in the handling of Government's assets and properties. The misuse, abuse and the seeming impunity with which Government's properties and assets are being abused will have been addressed.

## **16. CONCLUSION**

The review team has been able to accomplish the task of reviewing the administrative challenges and structural deficiencies including severe shortage of qualified, well-trained and well-remunerated personnel. The report is embedded with recommendations proffered to particularly address its administrative capacity issues, its operational functions, structural issues, procedures and personnel of the Commission.

Some of the recommendations and alternative options can be implemented immediately, while others, particularly those with financial implications, may be addressed over time. The capacity of the Commission to perform its assigned functions as mandated depends on the number of staff available and their possession of requisite skills. Looking at the tasks are that expected of the Commission, the review revealed acute shortage of staff. This also necessitates the creation of critical positions as a matter of priority. It should also be mentioned that the Commission is seriously in need of staff and positions focused on policy making functions.

Staffing of the Commission is only one part of the Commission's capacity challenge. What counts as well are the skills set of the staff to perform their respective functions. While the actual number of staff appears to be insufficient, different skills and a clearer division of labour are acutely needed. The current set of skills required to implement the Commission's mandate is not adequate even to the current set of functions. Particularly, the skills related to policy-implementation, as well as monitoring and evaluation are absent. The capacity limitations also apply to the ability to manage and organize work of the Commission.

## **ANNEX 1 – LIST OF PEOPLE CONSULTED**

1. Abu Hindolo Morseray - Chairman
2. Zainu Deen Z.Sanusi - Senior Assistant Secretary, NAGPC
3. Sulai A.S. Foday - Regional Coordinator, East
4. Saidu Bockarie - Senior Assistant Secretary
5. Josephus Nallo - Inventory & Technical Officer
6. Samu Baion - Senior Accountant
7. James B. Monrovia - Assets Inspector and Identification Officer
8. Aminata Sanjah - Secretary

**ANNEX 2 - 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?

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

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

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**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.

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

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

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**Staff Training, Promotion and Career Development**

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

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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,

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

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

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19. How do you appraise the performance of staff?

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

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

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**Records Management**

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

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

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

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

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**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?

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28. Please provide a justification for additional IT facilities?

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

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

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

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

a. Internally

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b. With other MDAs

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c. With your key clients/ primary beneficiaries

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d. With the general public?

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

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

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

e. Internally

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f. With other MDAs

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g. With your key clients/ primary beneficiaries

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h. With the general public

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**SECTION G: FINANCE, BUDGETING AND PROCUREMENT**

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

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

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

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

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

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

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

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**SECTION H: ACCOMMODATION AND OFFICE SPACE**

43. How spacious is the Office?

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44. How many officers to an office?

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

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**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**

**ANNEX 3- 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.

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

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

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**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.

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What can be done to improve areas of collaboration with other departments/divisions/agencies /units:

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**SECTION C: ORGANISATION/ OPERATIONAL STRUCTURE**

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

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

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**SECTION D: STAFF PROMOTION AND CAREER DEVELOPMENT**

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

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

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9. How were your capacity development needs identified?

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

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How many years have you spent in your current position?

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

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

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**SECTION E: RECORDS MANAGEMENT**

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

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

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

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

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**SECTION F: ICT**

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

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18. How effective is your internet connectivity?

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**SECTION H: ACCOMMODATION AND OFFICE SPACE**

19. How spacious is your Office?

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20. How many of you to an office?

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

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**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**