



GOVERNMENT OF SIERRA LEONE

FINAL REPORT

***MANAGEMENT AND FUNCTIONAL REVIEW OF
THE OFFICE OF THE ADMINISTRATOR AND
REGISTRAR-GENERAL***

JULY 2020

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ACRONYMS

GoSL	Government of Sierra Leone
HR	Human Resource
ICT	Information, Communication Technology
IFMIS	Integrated Financial Management Information System
JLSC	Judicial and Legal Service Commission
LOD	Law Officers Department
MDAs	Ministries, Department and Agencies
OARG	Office of Administrator and Registrar General

EXECUTIVE SUMMARY

The review of the Office of the Administrator and Registrar General (OARG) was conducted between October 2019 and March 2020 as part of the reform agenda of the Department.

The purpose of the review was to redesign the organizational structure of the Department. The review also document existing staff inventory and skills to determine the fit between existing and future staff requirements of the Department, amongst others.

A team of functional review analysts from the Public Sector Reform Unit (PSRU) and the Human Resource Management Office (HRMO) conducted staff meeting and individual interviews to determine the issues of the Department. Data were gathered by means of questionnaire that consisted of open-ended and closed-ended questions. Various legal instruments and planning documents such as the General Registration Ordinance, the Registration of Instruments Ordinance, the Department's 2020 Manpower plan, inter alia, were also analyzed.

Consequent to the review, thirteen (13) issues were identified and fourteen (14) recommendations have been proposed each addressing key aspect of the Department including its vision statement, organizational structure, staff inventory and capacity, training and career development, job descriptions, accommodation, tools and equipment, communication systems and specific administrative processes (records management, asset management, procurement and human resource).

The report is organized in the following way: Section one gives an overview of the exercise, purpose, scope and limitations as well as the review process. In section two, OARG's mandate, mission and vision are analyzed to ensure they do not overlap. In section three, the current organizational structure is reviewed to identify weaknesses and redesign a new structure for the Department. Also, the review examined the capacity and competencies of staff to determine the future staffing requirements of the Department. In

section four, some administrative systems and processes are examined to ensure consistency and effectiveness in implementation. All the issues identified in previous sections are summarized in section five for conveniences of readers. Recommendations were also proffered for each of the issues identified. In section six, an implementation framework is provided to guide the Department. Relevant annexes are attached to the report.

Key issues that were identified during the review include:

- Not well developed organizational structure – current structure does not create room for career path which has resulted in the stagnation of officers;
- Shortage of the required and requisite human resource – the human resource capacity is low and there is also a shortage of core skills which are essential for effective and efficient performance of functions;
- No clear distinction in job descriptions – middle level and junior staff performing the same functions as per job description;
- Poor archival records management system –management of the archival records is done through manual storage and retrieval system;
- Not well developed asset register – current asset register lack vital components such as maintenance and replacement schedules;
- Disparity in salaries between State Counsels in the Department and those in the Law Officers Department. This has not only resulted in loss of earnings for these personnel but also affected their morale and service delivery;
- No blueprint for communicating to the public. In order words, there is no communication strategy in place to serve as plan for action;

Some of the key recommendations proposed to address the issues highlighted above include the following:

- To restructure the current organogram of the Department with a view to creating divisions and career path for staff (**See figure 2 and 3 for the proposed organizational structure**);
- To reconfigure the staffing pattern of the Department to ensure effective and efficient utilization of human resource as provided in **Table Two**;
- To recruit middle level staff based on the requisite qualification and skills;
- To promote the existing middle level staff who have been stagnated and has the required qualification and experience to senior positions on the basis of the revised/new schemes of service;
- To conduct a training needs analysis to identify the training requirements of the existing staff, and develop a comprehensive training programme to address the capacity gap;
- To develop schemes of service for cadres and review the existing job descriptions of positions within the Department to ensure clarity in roles and responsibilities;
- To introduce a digitized or automated records management system.

SECTION FIVE

5.1. SUMMARY OF ISSUES AND RECOMMENDATIONS

All the issues identified and recommendations proposed in various sections of the report are summarized hereunder for conveniences of the readers:

Vision Statement

Issue: The vision statement obtained from the Department’s website is vague. It is not clearly expressed in concise sentence. It reads thus: *“To earn a reputation for exceptional services in the preservation, access, integrity and the shortest time frame in our services delivery through the creation of business-friendly environment and provision of a driven position work force”*.

Recommendation # 1: It was therefore recommended by the OARG for it to be rewritten as: *“To earn a reputation for exceptional services in the preservation, access, integrity and services delivery”*

Recommendation # 2: The Department should ensure that the mission, mandate and vision of the Department are internalized among staff and utilized in performing daily tasks.

Organizational Structure

Issue # 1: The current organizational structure does not create room for career advancement for staff. This has led to the stagnation of staff for long without promotion.

Issue # 2: With the current organization structure, only the Administrator and Registrar General is responsible for the performance of units and the institution as a whole.

Recommendation # 1: In view of the current circumstance, it is recommended that the organizational structure be rearranged and reshaped as provided in figure 2 and 3 in

section three. The main features of the new organizational structure as proposed by the Review Team include:

- Creation of seven divisions and eight (8) units to enhance accountability and transparency. **It is strongly recommended that these divisions, with the exception of the Administrative Division, be headed by legal personnel posted from the Law Officers Department.**
- Career advancement for staff, which has eliminated the issue of stagnation.

Staff Inventory

Issue: The total workforce of the Department is not adequate to support the implementation of its mandated functions. It is observed that the bulk of the employees are in the junior and minor grades.

Recommendation # 1: To recruit middle level staff to enhance the human resource capacity of the Department. The recruitment should be based on the requisite qualification and skills.

Recommendation # 2: To rearrange the staffing pattern of the Department as provided in **Table One** above. This will ensure that all levels of staff are adequately represented in the Department.

Recommendation # 3: It is also recommended that the current middle level staff who have been stagnated for long without promotion and have the requisite qualification and experience be considered for promotion to senior positions based on the revised organogram and schemes of service.

Staff Capacity, Training and Career Development

Issue #1: One of the issues identified by the Review Team is the issue of staff capacity, particularly on core competencies. The skills-set of majority of the middle level staff do not relate to the Department's core functions.

Issue # 2: Despite the lack of capacity, no adequate plan and resources are available to identify and address training and capacity building needs of OARG staff.

Recommendation: In light of this inadequate capacity, an organized training programme is critical in addressing this issue. The first practical step to addressing this issue is to conduct a training needs analysis to identify the capacity gap of existing staff. This requires more detailed analysis of work content than was possible during the review. The next step is the development and implementation of a training programme which should be possible with GoSL and donor support.

Job Description and Schemes of Service

Issue: The Review Team observed that the current job descriptions and schemes of service do not make enough distinctions between the various levels of job positions. For instance, it is expected that middle level staff will get more operational responsibilities, while junior staff will be given more supporting tasks. As per the job description reviewed, middle level and junior staff perform the same tasks.

Recommendation: It is strongly recommended that clear job descriptions and schemes of service be developed for all job positions and cadres within the Department. The first practical step is to conduct job analysis of all positions to determine their content. We also recommend that the Department seek assistance from HRMO to develop job descriptions and schemes of service for the new positions and cadres respectively.

Records Management

Issue: Management of archival records is currently done through manual storage and retrieval system. The movement of these records/files is also traced manually. Moreover, the storage of these records is a challenge due to inadequate space.

Recommendation: It is strongly recommended that all records secured in the Department are digitized. The components of the system should include imaging, versioning, metadata, security, indexing and retrieval capability, amongst others.

Asset Management

Issue: Though manual and electronic list of asset exist, the components of the list are inadequate. One of the inadequacies of the list is that it does not assist in making decisions on maintenance and replacement in a cost effective manner.

Recommendation: In view of the above, it is necessary that the current Asset Register be reviewed with a view to including other important components such as major servicing schedules and maintenance.

Procurement

Issue: There is no procurement personnel assign to the Department to carry out related tasks. This situation has an impact on the effective and efficient implementation of procurement activities and financial accountability as required by law.

Recommendation: It is absolutely necessary that procurement personnel be assigned to carry out related functions in accordance with the National Public Procurement Act of 2004 and other relevant regulations.

Human Resource

Issue: One of the most prominent issues related particularly to human resource is the issue of disparity in salaries between State Counsels in the Department and those in the Law Officers Department (LOD). It was observed that State Counsels in the OARG were receiving salaries incommensurate to the earnings of those in the Law Officers Department, though they were all recruited by the Judicial and Legal Service Commission (JLSC) and placed on the same grade. This situation has caused demotivation and morale issues for the State Counsels attached to the Department.

Recommendation: In light of the current circumstance, we recommend that the Administrator and Registrar General forward an official correspondence to the Executive Secretary of the Judicial and Legal Service Commission explaining in detail the role of the State Counsels in the OARG, and a request for these State Counsels to be included in

the current pay regime of the Judiciary. The correspondence should be accompanied with detailed job description for each of the personnel for ease of reference.

Accommodation, Tools and Equipment

Issue: Some of the areas where significant improvement is required are the areas of office accommodation, tools and equipment. It was observed that most of the offices in the Department were not spacious and lack essential tools and equipment such as computers, printers, shelves, cabinets, swivel chairs, tables, photocopiers and other essential office equipment. It was also observed that the bulk of employees in the OARG use their personal computers/laptops to perform assigned official tasks.

Recommendation: Since it is difficult to secure a spacious office at the moment, it is important that the current office spaces are renovated and provided with decent office furniture. Additionally, it is important that essential office equipment such as computers, printers and photocopiers are provided to aid service delivery. This can have an impact on the morale of staff in the OARG.

Communication Systems

Issue: The various components of communication –Internal and external – at the OARG has shortfalls. In relation to internal communication, the composition of the management meeting is inadequate. It only involves senior officials and heads of units. Also, divisional meetings are held seldom.

In the case of external communication, the only tool available is the Department's website. There are no newsletters or institutional advert to help raise awareness on the activities of the Department.

Recommendation: The followings are recommended:

- Regular update of the Department's website;
- Expand the composition of the management meeting to include all middle level staff of the Department;

- Engage in media activities such as institutional advert, radio/TV discussions etc;
- Produce newsletters to update the public about the activities of the Department and other important information.