



**GOVERNMENT OF SIERRA LEONE**

**PUBLIC SECTOR REFORM UNIT  
(PSRU)**

**MANAGEMENT AND FUNCTIONAL REVIEW OF  
THE SIERRA LEONE NATIONAL COMMISSION ON SMALL ARMS**



**DECEMBER, 2022**

## ACRONYMS AND ABBREVIATION

ASSL	-	Audit Service Sierra Leone
CRM	-	Centralized Records Management
CSOs	-	Civil Society Organizations
ECOWAS	-	Economic Community of West Africa States
ES	-	Executive Secretary
FGDs	-	Focus Group Discussions
HR	-	Human Resource
HRM	-	Human Resource Management
HRMO	-	Human Resource Management Office
ICT	-	Information, Communication and Technology
IT	-	Information Technology
ITI	-	International Tracing Instrument
KII	-	Key Informant Interview
MAG	-	Mines Advisory Group
M&E	-	Monitoring and Evaluation
MDAs	-	Ministries, Departments and Agencies
MFR	-	Management and Functional Review
MIA	-	Ministry of Internal Affairs
MoD	-	Ministry of Defence
MTNDF	-	Medium Term National Development Framework
NFC	-	National Focal Committee
NSC	-	National Security Council
OCWAR-T	-	Organized Crime West Africa Response to Trafficking
ONS	-	Office of the National Security
PoA	-	Programme of Action
PSC	-	Public Service Commission
PSRU	-	Public Sector Reform Unit
RMS	-	Records Management System
SALW	-	Small Arms and Light Weapons
SL	-	Sierra Leone
SLeNCSA	-	Sierra Leone National Commission on Small Arms
SLP	-	Sierra Leone Police
UN	-	United Nations

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## 1. EXECUTIVE SUMMARY

This report presents smart and durable recommendations, informed by the findings obtained through the investigation and interrogation of facts and challenges evident in Sierra Leone National Commission on Small Arms (SLeNCSA). As a result of functional and structural distortions, the Commission solicited the expertise of the Public Sector Reform Unit (PSRU) to conduct a Management and Functional Review (MFR), in its repositioning efforts to ensure that institutional effectiveness and efficiency are fostered. The purpose for this MFR was triggered by the Commission's desire to reposition itself, re-engineer its systems processes and procedures and realign its structure to make it more functionally oriented, and also to ensure that its activities are in line with the Medium-Term National Development Plan (MTNDP 2019-2023).

To address the several challenges initially identified, the Public Sector Reform Unit (PSRU) conducted the MFR process taking into account the systems, processes and procedures of the SLeNCSA. To conduct this review, a Technical Review team was constituted in collaboration with strategic partners with the Public Sector Reform Unit (PSRU) providing the technical leadership. Consistent with best practice, the review process started with an inception meeting with the Leadership of the Commission and staff across cadre, to effectively discuss the scope, methodology, focal person and timelines for the entire exercise. This was immediately followed by the implementation of the agreed methodology, which includes: 1. Administration of questionnaires 2. Focus Group Discussions (FGDs) 3. Key Informant Interviews (KIIs). The analysis of this review has involved a combination of desk-based research and field data collection from a wide range of stakeholders from government to ensure it is evidence-based.

The overriding objective of the MFR is to improve and strengthen the administrative and technical systems and processes in the management and administration of the Commission. The review process has catalogued several systemic issues, for which recommendations have been proffered to address some of these issues. These issues involve the capacity of the Commission; stagnation of staff (no upward mobility); inadequate office space for staff; lack of Armory space; hesitancy amongst people to hand in their weapons especially the locally manufactured guns and also to get their guns licensed in order to get them marked and easily tracked; distorted management structure, inequities and disparity in the salary structure of the Commission etc.

Therefore, consistent with the challenges identified, the Technical Review Team has proffered smart recommendations, which will, to a large extent, help to ameliorate the challenges and promote efficiency and effectiveness in service delivery. Key amongst the recommendations proffered include: 1. Adoption of a proposed organogram, 2. Harmonization of salaries amongst the different cadre 3. Change of office accommodation 4. Strategic repositioning of the Commission to

become a Member of the National Security Council (NSC), chaired by the President 5. Review of the various acts of the Commission and expanding its scope to cover the control, proliferation, transportation, shipment and transshipment of arms.

The Technical Review Team is of the firm conviction that, repositioning the Commission to enhance its functions and capabilities in tackling the proliferation of arms, a Management and Functional Review of this nature can therefore not be over-emphasized. Consequently, the recommendations proffered in this report will help to rejuvenate the Commission to enhance its strategic leadership on the control of arms and other related functions.

## **1.1 SUMMARY OF FINDINGS AND RECOMMENDATIONS**

This section outlines the critical gaps and challenges the **Commission** is grappling with, for which recommendations have been proffered, which if **implemented will transform the Commission** into an **efficient and high-performing Commission** that effectively delivers on its mandate.

The review team has identified a range of systemic and structural gaps across the Commission's management, functional, operational, HR systems that are serving as deterrents to its output optimization as outlined in the MTNDP (2019-2023). To address some of these challenges mentioned, the review team has highlighted recommendations informed by several findings:

### **Coordination and Collaboration**

**Findings:** As critical as the functions of the Commission are, the Technical Review Team observed that the Commission is not a constituted member of the National Security Council. The Review Team believes that the interest and technical functions of the Commission cannot be adequately expressed through the National Security Coordinator. Reporting on arms and ammunition with a clear description of data presentation can only be effectively done by the Commission.

#### **Recommendation:**

The **Review Team therefore recommends** that the Commission should be part of the NSC meetings rather than the ONS representing the Commission.

The **Review Team recommends** that there is a need to strengthen the interface between the Commission and its constituent institutions through effective collaboration and coordination.

Therefore, **the Review team recommends** that the Commission should strengthen its collaboration and coordination mechanism with the **Ministry of Defence** and at the same time try

to build the capacity in house. However, the Review Team was informed of the Draft Bill on Commercial Explosives which is being reviewed by the Law Officers Department.

### **Statutory Framework**

#### **Findings:**

The Technical Review Team noted that The Sierra Leone Small-Arms National Commission on Small Arms (SLeNCSA) Act No. 6 of 2010 established the Commission and the Arms and Ammunition Act, 2012, replacing the 1955 Arms and Ammunition Act respectively are legally inadequate and weak to support the effective implementation of the mandate of the Commission. The limitation in scope of these Acts has weakened posed challenges in the performance of the Commission since its establishment.

#### **Recommendation:**

Given the fact that the SLeNCSA Act No. 6 of 2010 and the 2012 Arms and Ammunition Act are under review, the Technical Review Team strongly **recommends** that these Acts are harmonized and its provisions reflect international treaties and protocols relating to the control, prevention and management of arms proliferation. The **Review Team further recommends** the urgency of the review of the said Acts, to facilitate the repositioning efforts of the Commission.

### **Staffing and Recruitment**

#### **Findings:**

The team noted that the Commission is grossly understaffed. The undersubscription of the Commission's staff capacity is a major challenge that seriously undermines the efforts of the Commission to boost its service delivery capabilities. The Team further observed that the Commission is conspicuously absent in all major border crossing zones.

The analysis of the Commission's policies and procedures on recruitment and selection revealed that the Public Service Commission (PSC) is not part of the recruitment process of the Commission.

#### **Recommendation:**

Therefore, the **Review Team recommends** that the Commission adopts the proposed organogram and have staff filled in critical vacancies to solve the problem of understaffing at central, regional level and border crossing points.

The **Review Team recommends** that the Armorer(s) should be staff of the Commission rather than assigned staff. (Status quo to remain the same).

Therefore, **the Review Team recommends** that the Commission should collaborate with the PSC in the recruitment process in order to ensure staff protection and retention in the Commission.

### **Salary and Grading Structure**

#### **Findings:**

Critical amongst the observations in the review process is the level of disparities and inequities in salary structure of staff, especially those on the same grade level. The review revealed that staff of the same grade are placed on different pay structure (See current staff payroll), with huge differentials in salaries. This observation was noted by the review team as a recipe for dissatisfaction and demotivation among staff of the same grade and hence affect optimal output.

#### **Recommendation:**

In this critical observation as revealed by the payroll, the Technical Review Team therefore **recommends** that the Commission harmonizes the payroll structure in order to address the level of pay disparities and inequities amongst staff of equal grade and ranks to ensure maximum staff productivity and service delivery.

### **Training and Career Development**

#### **Findings:**

Staff training was noted by the Review Team to be inadequate and unstructured. This has been a serious challenge affecting service delivery and performance optimization amongst staff. The lack of a staff development plan was noted by the review team as one of the factors that is partly responsible for the inadequate training opportunities for staff of the Commission.

#### **Recommendation:**

The Team therefore **recommends** that the Commission develops annual staff development plan that will serve as the blueprint for all the staff capacity building efforts.

### **Promotions/Staff incentives**

#### **Findings:**

The review noted that whilst promotions/staff incentives are critical to the Commission's output, potential maximization and effective service delivery to the citizens of this country, there are no mechanisms for rewarding high-performing staff and holding low performers accountable. The non-existence of promotions continues to affect output optimization of staff.

#### **Recommendation:**

The review of the Commission has addressed this major challenge by proposing an organogram, which will ultimately create opportunity for career pathways and progression. Additionally, the Review Team **recommends** that the Commission improves on its staff performance management and evaluation processes and considers investing in staff rewards mechanism, as a way of creating a highly motivated and high-performing team.

### **Structural and Operational System and Processes**

#### **Findings:**

The review revealed the need to align the Commission's current organizational structure and address critical gaps in its administration, operational and HR components especially as they relate to the recruitment of staff to strengthen the regional offices and more especially the border-crossing points across the country.

#### **Recommendation:**

Therefore, the **Review Team recommends** that the Commission has the full complement of staff at the regional offices and border-crossing points that will ensure the implementation of the mandate of the Commission in those areas.

### **Proposed Structure of the Commission**

#### **Finding:**

It was observed by the Review Team that the Commission has a clogged management structure that does not provide space for a clear separation of functions between the political cadre and the administrative and technical cadre. It was observed that the Commissioner provides dual roles as Head of administration and as the political representative of the Office of the President.

## **Recommendation:**

The absence of a clear separation of functions in the management structure of the Commission creates a recipe for loss of institutional memory and additional burden of the Commissioner, whose primary focus should be on providing policy and technical direction to the overall implementation of the mandate of the Commission. In view thereof, the Review Team **recommends** that the Commission recruits an Executive Secretary (ES) that will serve as Head of Administration with direct reporting line to the Commissioner. The ES will also be responsible to provide technical and administrative roles to the different directorates as proposed in the organogram. The Review Team also **recommends** that each Directorate is headed by a Director and assisted by a Deputy Director.

## **Budgetary and Financial Processes of the Commission**

### **Finding:**

The Technical Review Team observed that government allocations to the Commission is grossly inadequate to support the effective implementation of the Commission's mandate and meet its daily operations and by extension continue to struggle with security challenges.

### **Recommendation:**

Therefore, the **Review Team recommends** that Government should provide adequate funding for the Commission that enables it to implement its activities effectively. Also the Commission should not relent on its resource mobilization effort.

## **Internal and External Communications**

### **Findings:**

There is a communication strategy that sets out the roadmap for robust public education and citizen's engagement on proliferation of Small Arms and Light Weapons in Sierra Leone.

### **Recommendations:**

The Review Team **recommends** the finalization of the draft communication strategy that will serve as a blue print for internal and external communications. Additionally, the Review Team **recommends** that the Commission, as part of its informal engagement, strengthens the use of social media platform to stimulate interest on the activities of the Commission.

### **Records Management System (RMS)**

#### **Findings:**

The review revealed that the Commission does not have a **Records Management Officer** on post.

The assessment further revealed that, amidst measured progress, the Commission's RMS is poorly managed making storage/retrieval a challenge.

#### **Recommendation:**

Considering the critical importance of this function to the Commission's productivity optimization, the **team recommends that** the Commission prioritizes the recruitment of a qualified and experienced **Records Management Officer** to lead all processes to strengthen the Commission's RMS.

The **Review Team recommends** that the Commission develops an electronic Records Management system that will address the challenges of internal and external data storage/access and retrieval.

### **Information Technology (IT)**

#### **Finding:**

The review revealed that the IT infrastructure meets the standards of the Commission, but that the unit is poorly staffed. The website of the Commission is up and running even though the officer in charge is not on post.

#### **Recommendation:**

Therefore, the **Review Team recommends** that the Commission should reinforce the unit in terms of staff strength.

### **Logistics and Equipment**

#### **Finding:**

There is inadequate logistics and office equipment for the effective functioning of the Commission. If the Commission is properly equipped it could play a critical role in resolving many of the ongoing illegal arm's issues.

### **Recommendation:**

Therefore, the Review Team **recommends** that all regional offices should be well equipped with the adequate logistics to enhance their operations.

The team also **recommends** that the Commission provides office stationeries and other essential equipment for all regional offices.

The team further **recommends** that the Commission expands its mandate to cover all the regions and border crossing points, with a view to curbing the flow of arms.

### **Accommodation**

#### **Findings:**

It came out clearly during the review exercise that:

1. The Commission lacks adequate office space to deliver efficiently on its mandate.
2. The working environment is not conducive for optimal productivity.

#### **Recommendation:**

Therefore, the Review Team **recommends** for the relocation of the Commission with adequate office space.

