

EXECUTIVE SUMMARY

1. Following an Output to Purpose Review of the UK sponsored Sierra Leone Security Sector Reform Programme (SILSEP) undertaken in July 2002, the Review Team identified that many of the systems developed during the early days of SILSEP for the Sierra Leone Ministry of Defence (MOD) were not fully understood or accepted by the organization's staff. It was agreed with senior management locally and the UK Commander IMATT that this would be an appropriate time to review the organization, structure and processes of the Ministry, particularly in the light of the UNAMSIL draw down from Sierra Leone in 2004 and the planned reduction in personnel of the RSLAF (Republic of Sierra Leone Armed Forces) by 2007. As part of the Department for International Development (DFID) continuing programme of support for the Government of Sierra Leone's (GOSL), DFID agreed to commission a study into this work. This report covers a review carried out by a joint team of Sierra Leonean and DFID consultants during October and November 2003 of the functions, structures and management arrangements at the Ministry of Defence.

2 The report acknowledges that much work has been undertaken at MOD in the past three years in creating the institutional and working environment in which military and civilians work together within a framework of democratic government. The restructuring and internal scrutiny processes currently being developed are designed to ensure the MOD is equipped to meet the challenges that lie ahead in providing necessary direction and support to the RSLAF. It was equally evident during this study that the Ministry still relies heavily on the expertise and support provided by IMATT personnel. The real test will come in the future when this support is no longer available in its present form and IMATT officers operate in an advisory rather than in line management roles.

3. Attention is drawn in the report to the wide disparities that exist between civilian and military staff in terms of grading and remuneration. In some instances, military staff are paid over 400% more than their civilian colleagues occupying posts at the same level. The report recommends that the Establishment Secretary's Office be asked to undertake an evaluation of the senior civilian posts in the structure to assess and determine the appropriate grading for the positions in question.

4. A major task for the DFID Review Team during this study was identifying, validating and recording the various functions arising from the restructuring and reorganization of MOD. This data has been included, for ease of reference, in a separate document to this report. Prior to the Review Team's arrival, the Ministry had been examining its future command structure and proposed to rationalize work activities in five one star commands at MOD. The Defence Policy and Operations Committee (DPOC), chaired by the Deputy Minister, had approved this arrangement shortly after the start of this study. We reviewed the mix and match of functions identified by MOD for the individual commands and have put forward for consideration two further options for grouping of functions that in our view would provide for a more even and effective

balance of activities and working arrangements. We have recommended that Option1 should be adopted.

5. Other key recommendations include:

- The need to develop an annual management plan setting out key MOD objectives, priorities, resource inputs, outputs envisaged as well as timescales and assigned responsibility for delivery of specific activities.
- Existing legislation in the Defence sector should be updated.
- Budgetary structures should be reviewed to show proposed expenditure within each directorate. In addition, requirement processes should be put in place to scrutinize, review and agree needs and priorities as well as procedures developed to monitor and manage activity or programme performance against budget.
- The internal audit process should be strengthened and the Office of the Auditor General should be asked to undertake an audit of MOD during 2004.
- The procurement process should be reviewed in order to simplify and reduce the existing and time-consuming procedures into a more manageable system. We have proposed processes and procedures for doing this in this report.
- The present MOD committee structure needs to be reviewed and guidelines laid down on the way committees should operate in future. The Principal Personnel and Administration Board and Equipment Approvals and Procurement Committee should be abolished. A new Procurement Committee should be established with different terms of reference and membership.

6. The report also highlights the need for MOD to develop a personnel policy to cover its own civilian staff. In this context, there is an initial need to establish the status of the 1,000 plus work service employees, recruited by the Military, but not recognized as part of the main stream Civil Service. It also recommends that those civilian staff, managed through the Armed Forces Personnel Centre, who have been appointed by the Public Service Commission, but have not previously participated in the verification process should now report to the Establishment Secretary's Office for verification action.

7. A full list of our recommendations is overleaf.

RECOMMENDATIONS

1. The Constitution of Sierra Leone should be amended to reflect the revised organizational arrangements emerging as a result of the MOD restructuring exercise and the creation of a single Joint Force Command (Para 8.4);
2. Existing primary legislation in the defence sector - The Royal Sierra Leone Military Forces Act 1961 (as amended) - should be reviewed, updated and consolidated (Para 8.5);
3. The grouping of MOD functions set out in Option 1 should be adopted (Para 8.15);
4. The revised directorate structure proposed should be introduced (Para 8.18);
5. The Establishment's Secretary's Office should be asked to approve the new organizational structure and to undertake an evaluation of the senior civilian posts in order to determine the appropriate grading for the positions in question (Para 8.23);
6. The Coordinator of the Public Sector Reform Unit should draw the attention of the consultants undertaking the Pay and Grading Reform Review to the pay anomalies and grading existing at the MOD (Para 8.24);
7. The concerns expressed by MOD staff to the Review Team about the frequent change of Permanent Secretary at the Ministry should be brought to the attention of the Civil Service Postings Committee (Para 8.26);
8. The Ministry should prepare an annual management plan setting out details of its key objectives, resource inputs, priorities, timescales and assigned responsibilities (Para 8.28);
9. Work plans should be prepared by each directorate (Para 8.29);
10. All professional, administrative and clerical staff should be provided with written job descriptions (Para 8.30);
11. The existing draft Scheme of Service should be reviewed, updated and resubmitted to the Establishment Secretary's Office for consideration and approval (Para 8.31);
12. Procedures should be developed to monitor and manage activity and programme performance against budgets (Para 8.33);
13. Programme managers should be provided with regular management reports comparing budget allocation against expenditure (Para 8.34);

14. The Director of Audit should prepare an annual plan setting out a proposed work programme and priorities for the approval of the Deputy Minister (Para 8.36);
15. A report should be issued in respect of every system audited giving a professional opinion on its adequacy and operation together with any relevant recommendations for action to be taken (Para 8.37);
16. Priority should be given to providing further professional training for audit staff (Para 8.38);
17. The Office of the Auditor General should undertake an audit of the MOD during 2004 (Para 8.39);
18. In the interests of transparency and improved control, all procurement activities at MOD should be centralized in the Directorate of Procurement (Para 8.41);
19. The Ministry should investigate the possibility of arranging "Call Off" contracts in appropriate circumstances so as to provide greater flexibility and speed of response in meeting their procurement requirements (Para 8.42);
20. The existing informal working group, known as the Procurement Working Group, should be replaced by a more formal body known as the Procurement Committee (Para 8.43);
21. A tracking system should be introduced to assist staff involved in the procurement process in monitoring procurement action and in identifying the reasons for any delay in processing orders (Para 8.44);
22. Any review of existing MOD committee structures and arrangements should also examine current practices and procedures with the aim of laying down clear guidelines in terms of the way they should operate in future (Para 8.47);
23. The Principal Personnel and Administration Board and Equipment Approvals and Procurement Committee should be abolished. (Para 8.48);
24. The Defence Estates Committee should be managed at directorate level in future rather than attracting the status of a Higher Management Defence Committee (Para 8.49)
25. Any review of the Higher Management Defence Committee structure should examine the case for DPOC subsuming the present role and committee responsibilities of the Defence Management Board (Para 8.50);
26. The Ministry should set up a working group to review and determine the position and status of those civilian staff, mainly work service employees, who work for the RSLAF but are not regarded as main stream civil servants (Para 8.51);

27. The Ministry, in conjunction with the Establishment Secretary's Office should develop a policy to cover MOD civilian staff (Para 8.53);
28. An appraisal reporting system should be introduced at the earliest opportunity (Para 8.55);
29. The Assistant Secretary post in the Directorate of Staff and Administration should be assigned specific responsibility for civilian personnel matters at MOD (Para 8.56);
30. The Permanent Secretary, in conjunction with the Chief of Defence Staff, should agree and lay down administrative standards of procedures to be observed by MOD staff (Para 8.57);
31. The Ministry should be included in any Records Management work programme initiated by the Public Service Reform Unit (Para 8.59);
32. Clerks in the Central Registry should undertake a file census at fortnightly intervals to minimize the risk of files being mislaid (Para 8.59);
33. The Ministry should consult the Establishment Secretary's Office about the possibility of paying a special allowance to those clerks acting in a secretarial capacity in line with the practice operating in other ministries (Para 8.61);
34. The Military Attache posts in the offices of the Deputy Minister and the Chief of Defence Staff should be upgraded to the rank of Lt Colonel (Para 8.62);
35. A study should be commissioned into MOD information technology requirements with the aim of developing an IT Strategy for the Ministry (Para 8.66);
36. Secure communication facilities should be provided at Tower Hill so that an adequate monitoring capability of all communications in the RSLAF is available to the senior command personnel based at MOD (Para 8.68);
37. No security vetting programme for staff is in place at MOD and the GOSL's attention should be drawn to this omission (Para 8.69)
38. The Ministry, in conjunction with the Ministry of Finance and the Establishment Secretary's Office, should ensure that the authorized manpower figures approved and published in the 2004 budget estimates reflect the actual allocation agreed by post, job designation and grade (Para 8.70);

- 39 Those civilian staff, managed through the Armed Forces Personnel Centre and holding permanent and pensionable posts in the Civil Service, should report to the Establishment Secretary's Office for verification action (Para 8.71);
- 40 The Ministry should undertake a monthly reconciliation exercise between the number of staff recorded on the approved staff list and the payroll (Para 8.72);
- 41 The Ministry should be encouraged to introduce quantitative techniques and methods of accurately assessing workloads, such as job inspection, as part of its manpower planning and control processes (Para 8.73);
- 42 A physical count should be carried out in December 2003 of all civilian staff working for MOD/RSLAF (Para 8.74);
- 43 The number of cleaners and gardeners at Tower Hill should be reduced from 29 and 8 to 15 and 6 respectively and the Ministry should discuss with the Establishment Secretary's Office the feasibility of consolidating these posts into the MOD permanent establishment (Para 8.75);
44. Management control of clerical and ancillary staff at MOD should be exercised by the Staff Superintendent in line with the practice operating at other Ministries (Para 8.76);
45. The Ministry should develop and introduce a training policy to cover MOD civilian staff and once this is done a training needs assessment should be undertaken, if necessary with outside assistance, to clarify the training needs of MOD civilian staff (Para 8.79);
46. An inventory should be undertaken of existing equipment available to cleaning and gardening staff to identify any shortfall in requirements and, if the necessary funding is available, to purchase any materials and equipment needed (Para 8.81);
- 47 As funding becomes available, MOD should purchase two motorcycles for the use of staff at Tower Hill to enable them to carry out their duties more efficiently (Para 8.82);
- 48 Links between the Military and Civil Society organizations should be re-activated in order to improve mutual understanding and develop confidence building with the civilian population (Para 8.84).