



GOVERNMENT OF SIERRA LEONE

FINAL REPORT



INDEPENDENT MANAGEMENT AND FUNCTIONAL REVIEW OF THE ELECTORAL COMMISSION FOR SIERRA LEONE (ECSL)

Produced and Submitted by:

Public Sector Reform Unit (PSRU)

&

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Forward

“The Cross-Party Committee on Electoral Systems and Management Bodies Review Report will strengthen our efforts to build a more just, inclusive, and equitable democracy. I urge all parties to approach this task with sincerity, commitment, and urgency”, as stated by His Excellency, President Julius Maada Bio on the Occasion of the State Opening of the Second Session of the Sixth Parliament of the Second Republic of Sierra Leone, 6th August 2024.

As the institution entrusted with conducting and supervising this critical function, the Electoral Commission for Sierra Leone (ECSL) plays a pivotal role in ensuring free, fair, and credible elections. This independent management and functional review seeks to provide a comprehensive assessment of the ECSL’s operations, structures, and processes, aiming to identify strengths, address challenges, and recommend actionable improvements.

The integrity and effectiveness of a country’s electoral process are foundational to its democracy. In an era of evolving political landscapes, technological advancements, and heightened public scrutiny, electoral management bodies must continually adapt to meet the expectations of stakeholders, including voters, political parties, civil society, and international observers. This review is not only a diagnostic exercise but also an opportunity to reinforce the ECSL’s capacity to deliver transparent and inclusive elections that uphold the democratic principles of representation and accountability.

As President Bio Stated during his National Address on the Update on the Agreement for National Unity,” Since the signing of the Agreement for National Unity, my administration has ensured the establishment of the Tripartite Committee on Electoral Systems Review, operationalization of the Inter-Party Dialogue, and the invitation of institutions to form a team of Moral Guarantors. We are also developing a framework to review legal cases. My administration will continue working on outstanding issues”.

The findings and recommendations presented in this report are the result of an impartial and evidence-based analysis, drawn from interviews, document reviews, and comparative studies of best practices in electoral management. We hope that this review will catalyze meaningful reforms, fostering greater public trust in the electoral process and strengthening ECSL’s ability to fulfil its mandate with integrity and efficiency. We extend our gratitude to the ECSL leadership, staff, and stakeholders for their cooperation and openness throughout this process. Their commitment to improvement reflects a shared dedication to the advancement of democracy.

It is now our collective responsibility to ensure that the insights from this review are translated into tangible actions that enhance the credibility and

effectiveness of the electoral system. Together, let us build a stronger, more resilient electoral framework that safeguards the voice of every citizen and upholds the democratic ideals we hold dear. Because it is only when we do so, will we deliver for Sierra Leone.

Long live Sierra Leone!!

Dr. David Moinina Sengeh



Chief Minister, Sierra Leone and Chairman of the Tripartite Committee

PREFACE

This Functional Review was commissioned by the Chief Minister, Dr. David Moinina Sengeh, in his capacity as Chair of the Steering Committee for the Implementation of the Tripartite Recommendations. The report was developed by a core technical team led by Mr. Sulaiman Phoray-Musa, Director of the Public Sector Reform Unit, with technical support from the International Foundation for Electoral Systems (IFES). A full list of the core technical team members is provided in Annex 1.

The team extends its sincere gratitude to all government officials who contributed to this effort, in particular the Chairman, Commissioners, and staff of the Electoral Commission for Sierra Leone, whose cooperation was vital to the successful completion of the Independent Management and Functional Review (IMFR).

We express our deepest appreciation to His Excellency, President (Ret.) Brigadier Julius Maada Bio, for his demonstrated political will in supporting this important initiative. We are also especially grateful to the Chief Minister, Dr. David Moinina Sengeh, for his strategic leadership throughout the process. Further thanks are due to the Minister of Public Administration and Political Affairs, Hon. Amara Kallon, for his committed leadership in advancing the “Revamp of the Public Service Architecture.”

Finally, we acknowledge with thanks the financial support provided by the Ministry of Finance and the International Institute for Democracy and Electoral Assistance (International IDEA), which made this review possible.

Abbreviations/Acronyms

ECSL	Electoral Commission for Sierra Leone
PSRU	Public Sector Reform Unit
PPRC	Political Parties Regulation Commission
IFES	International Foundation for Electoral Systems
GoSL	Government of Sierra Leone
IMFR	Independent Management and Functional Review
SLPP	Sierra Leone People's Party
APC	All People's Congress
ICPNC	Independent Commission for Peace and National Cohesion
EMB	Elections Management Body
IPCB	Independent Police Complaint Board
IMC	Independent Media Commission
CSO	Civil Society Organisation
NSCCG	National Security Council Coordinating Group
MoF	Ministry of Finance
PPLC	Political Parties Liaison Committee
DEM	District Elections Manager
CEC	Chief Electoral Commissioner
MIA	Ministry of Internal Affairs
SLBC	Sierra Leone Broadcasting Corporation
MoJ	Ministry of Justice
ONS	Office of National Security
NEC	National Electoral Commission
DP	Development Partner
SLP	Sierra Leone Police
RSLAF	Republic of Sierra Leone Armed Forces

Executive Summary

This report presents the findings of an Independent Management and Functional Review (IMFR) of the Electoral Commission for Sierra Leone (ECSL). Commissioned by the Chief Minister in his role as Chair of the Steering Committee for the Implementation of the Tripartite Recommendations, the review was led by the Public Sector Reform Unit (PSRU) with technical assistance from the International Foundation for Electoral Systems (IFES). Financial support was provided by the Ministry of Finance, with additional contributions from the International Institute for Democracy and Electoral Assistance (International IDEA), particularly for field data collection.

Conducted as an entry-point assessment of ECSL, the review offers a retrospective analysis spanning from 2007 to 2023. Its objective is to identify capacity gaps, systemic inefficiencies, and operational challenges that affect the Commission's performance and service delivery, and to recommend measures to enhance institutional effectiveness.

The IMFR is a strategic reform initiative grounded in Recommendation 6 of the Tripartite Agreement between the Government of Sierra Leone, the All People's Congress (APC), and international partners. The review reflects a collective commitment to electoral integrity, institutional transparency, and democratic strengthening as key pillars for sustained political stability and public trust.

The overarching goal of the IMFR is to improve ECSL's management and operational systems—enhancing productivity, effectiveness, and overall efficiency in executing its constitutional mandate.

The review process commenced with an inception meeting on 6th September 2024, held at the ECSL Headquarters in Tower Hill and chaired by the Chief Electoral Commissioner. Senior ECSL management participated in the meeting, which helped gather a range of internal perspectives. The Executive Secretary was designated as the focal point between the Commission and the review team.

A comprehensive literature review was undertaken, incorporating policy documents, academic publications, and contextual analyses. In addition, key stakeholder interviews were conducted to align institutional mandates and identify synergies for supporting ECSL’s operational functions.

A mixed-methods approach was adopted, integrating both qualitative and quantitative data collection. This included structured and semi-structured interviews, focus group discussions (FGDs), and the administration of questionnaires across various staff levels within ECSL. These methods were employed to provide an in-depth understanding of the Commission’s human resource and operational challenges.

This review provides a thorough assessment of ECSL’s management structure, institutional functionality, and operational capacity, particularly in the context of recent electoral cycles, including the 2023 general elections. These elections marked a pivotal moment, leading to the Unity Agreement at Bintumani and the eventual Tripartite Agreement.

By identifying structural gaps and recommending reforms to improve accountability and transparency, the IMFR seeks to lay the foundation for a stronger, more credible electoral system—one that supports free, fair, and trusted elections in Sierra Leone.

SECTION ONE

1.1 Introduction

The Public Sector Reform Unit (PSRU), under its mandate to provide leadership, coordination, and strategic oversight for reform initiatives across the public sector in Sierra Leone, conducted an Independent Management and Functional Review (IMFR) of the Electoral Commission for Sierra Leone (ECSL). This exercise is part of the government's broader efforts to improve governance, strengthen institutions, and foster democratic accountability, particularly within key democratic institutions such as ECSL.

The IMFR was initiated following the endorsement of the 2024 Cross-Party Tripartite Report and was formally commissioned by the Chief Minister, Dr. David Moinina Sengeh, who also serves as Chair of the Steering Committee for the Implementation of the Tripartite Recommendations. The review was technically led by PSRU with support from the International Foundation for Electoral Systems (IFES). Financial resources were provided by the Ministry of Finance, with complementary support from the International Institute for Democracy and Electoral Assistance (International IDEA), particularly for field-based data collection activities.

Purpose and Scope of the Review

The IMFR was conceived as a strategic entry point into ECSL, with the purpose of identifying institutional capacity gaps, operational inefficiencies, and structural issues within the Commission. It also sought to provide a comprehensive evaluation of ECSL's internal systems and processes, organizational design, and mandate alignment. This review spans a retrospective period from 2007 to 2023, with a strong focus on the 2023 general elections, which significantly shaped the national political landscape and led to the landmark Unity Agreement at Bintumani, followed by the Tripartite Agreement.

The overarching aim is to enhance ECSL's effectiveness, transparency, and credibility in managing electoral processes. In doing so, the review not only supports electoral reform but also contributes to broader goals of democratic consolidation and political stability in Sierra Leone.

Strategic Objectives

The IMFR is directly aligned with Recommendation 6 of the Tripartite Agreement between the Government of Sierra Leone, the All People's Congress (APC), and international development partners. It emphasizes the need to reform ECSL to better reflect international best practices and ensure that its functions are clearly defined and do not overlap with other Electoral Management Bodies (EMBs).

The review was designed to achieve the following key objectives:

- Assess the organizational structure and management practices of ECSL, including its governance framework, leadership arrangements, resource distribution, and decision-making processes.
- Evaluate operational processes, such as voter registration, election logistics, communication systems, and dispute resolution mechanisms, to determine effectiveness and areas requiring improvement.
- Examine the extent to which ECSL's functions and responsibilities align with its legal mandate, and whether duplication or gaps exist in relation to other institutions.
- Identify key areas for capacity building, institutional strengthening, and stakeholder engagement, including internal reforms and inter-agency collaboration.
- Provide evidence-based, actionable recommendations that can improve ECSL's performance, strengthen stakeholder trust, and promote more credible electoral outcomes.

Operational and Structural Challenges

- ECSL has faced a number of challenges that have impacted its ability to deliver on its mandate. These include:
- Operational inefficiencies, including outdated systems and resource limitations that affect the delivery of core functions.
- Logistical constraints, particularly in the administration of national elections, voter registration, and electoral dispute resolution.
- Institutional credibility issues, which have led to concerns around transparency and public trust in the Commission's independence and neutrality.

The 2023 general elections served as a key reference point for the review, highlighting both longstanding issues and new developments that require urgent reform. The elections, while successfully conducted, revealed significant strains on ECSL’s capacity and underscored the importance of building a stronger institutional foundation to support the integrity of future electoral processes.

Stakeholder Mapping and Institutional Coordination

A critical component of the IMFR involved a stakeholder mapping exercise, which identified other institutions that play a complementary role in electoral management and governance. These include:

- ✓ The Office of the Attorney General and Minister of Justice (MoJ)
- ✓ The Political Parties Regulation Commission (PPRC)
- ✓ The Ministry of Internal Affairs (MIA)
- ✓ The Office of National Security (ONS)
- ✓ The Independent Media Commission (IMC)
- ✓ The Independent Police Complaints Board (IPCB)
- ✓ The Sierra Leone Broadcasting Corporation (SLBC)

The review assessed the roles and responsibilities of these institutions in relation to ECSL, with the aim of improving coordination, avoiding duplication, and fostering synergy across the electoral ecosystem.

Expected Outcomes and Impact

The findings and recommendations of the IMFR will inform a broader agenda for institutional reform within ECSL. Specifically, the review is expected to:

- ❖ Serve as a foundation for restructuring ECSL in line with international standards.
- ❖ Strengthen the Commission’s ability to conduct transparent, inclusive, and credible elections.
- ❖ Build public confidence in the electoral process.
- ❖ Support the Government’s commitment to democratic reform and long-term peace and stability.

By addressing systemic weaknesses and aligning ECSL’s operations with its constitutional mandate, the IMFR represents a vital step toward

strengthening Sierra Leone's democratic infrastructure. The review also reflects a collective national effort—backed by political leadership, civil society, and international partners—to improve governance through inclusive, accountable, and transparent institutions.

1.2 The Aim and Objectives of the IMFR

The overarching aim of the IMFR is to strengthen the Management and Operational systems of the Electoral Commission for Sierra Leone, enhancing its productivity and ensuring effectiveness and efficiency in carrying out its mandate. However, the aim of the IMFR has been divided into two broad categories, which are articulated below:

1.3 General objectives of the Independent Management and Functional Review

- Review the Mandate, responsibilities as well as management functions of ECSL;
- Examine ECSL's Coordination, Collaboration and Communications efforts with Key Stakeholders and Citizens;
- Examine the organizational structure and staff mix of ECSL to determine their degree of efficiency and effectiveness in delivering its mandate;
- Assess ECSL's Technical and Administrative procedures, processes and facilities to determine efficiency and effectiveness in delivering on its Mandate;
- Identify capacity gaps and challenges within the management and operational functions of ECSL that is impeding its effectiveness and efficiency;
- Proffer recommendations and suggestions to help ECSL successfully deliver on its mandate.

1.4 Specific objectives of the Independent Management and Functional Review

- To deliver justifiable, peaceful, free, fair and credible elections;
- To strengthen institutional operations and financial sustainability through improved governance, leadership, human and financial resources management;
- To attain public trust and achieve excellence and increased participation of all stakeholders in management of elections and referenda;

- To innovate and introduce digitalisation for achievement of cost effectiveness, efficiency, transparency and security of electoral processes and services.

1.5 Methodology and Approaches

The methodology employed qualitative and quantitative approaches throughout the IMFR exercise. These methods have been appropriately used to collect data and elicit meaningful and in-depth understanding of human resource management and operational challenges of the ECSL. In this regard the team collected data using structured, and semi-structured interviews and Focus Group Discussions (FGDs). Questionnaires were also administered to staff across all cadres.

The Review commenced with an inception meeting on **6th September, 2024** in the Conference room of ECSL at Tower Hill. The meeting was chaired by the Chief Electoral Commissioner (CEC) and was attended by Senior Management of ECSL. The meeting solicited a wide range of views from all staff of ECSL, and the Executive Secretary (ES), was identified as the focal person, to serve as an intermediary between ECSL and the review team.

An in-depth literature review was also conducted with situational and contextual analysis based on reports, policy documents, electronic and scholarly materials. Also, the leadership of the identified stakeholders were interviewed to harmonize mandates and functions in order to successfully complement the operational functions of ECSL.

1.6 Sources of Desk Reviewed

The documents listed below were reviewed:

- Annual and Multi-Tier Elections Report 2023;
- The Current Organizational Structure of the Electoral Commission for Sierra Leone (ECSL);
- Strategic Plan 2020-2024;
- Current Staff List of ECSL;
- Office Inventory List;
- The Constitution of Sierra Leone, 1991 (Act No. 6 of 1991, including amendments);
- The National Electoral Commission Act, 2002 (Act No. 1 of 2002);
- The Electoral Laws Act, 2002, (Act No. 2 of 2002, including amendments);

- The Political Parties Act, 2002 (Act No.3 of 2002, including amendments);
- The Local Government Act, 2004 (Act No.1 of 2004);
- The Chieftaincy Act, 2009, (Act No.10 of 2009);
- The 2007 Election Petition Rules and a number of other laws affecting public elections;
- Regulations adopted by the ECSL;
- Short History of Electoral Commission of Sierra Leone Elections – 1961-2010” by Mohamed N. Conteh;
- Sierra Leone Development Encyclopedia 2023;
- A review of the organisational and service delivery structure of Sierra Leone’s National Electoral Commission, December 2012” by IFES Ltd in collaboration with the NEC;
- Electoral Commission for Sierra Leone (ECSL), 2023 Post-Election Report;
- Any other published and unpublished Official Government documents.

CHAPTER TWO

HISTORICAL BACKGROUND – ECSL

2.1 Colonial and post-colonial period – 1951-1991

Sierra Leone has held several elections since 1951 when the first elections were held under the tutelage of the British – Colonial System. Similarly, the second elections were held in 1957. After Independence, Sierra Leone held its first elections in May 1962 and thereafter in 1967 (the year in which the country experienced its first Military intervention). In April 1971, the country gained a Republican Status through a Referendum. Furthermore, the third and fourth post-independence elections were held in 1973 and 1977 respectively. Between 1978 and early part of 1991, the country operated a one-party state until September 1991 when a new Constitution was enacted; a multi-party state. During the one-party era, elections were held in 1982 and 1986. Then, there was a post-war election held in 1996.

Thus, it is evident that Sierra Leone has always had a body responsible for the conduct of elections, though there were no set patterns in the mandate and composition of such body as it kept changing depending on the elections to be held. Notwithstanding, the technical and support staff at the elections office were still retained even during Military regimes in which Sierra Leone democracy was intermittently disrupted and elections were suspended. This was to ensure that the relevant skills and experience, coupled with the institutional memory are available for future elections.

The Election Office at the time was within the Ministry of Interior/Internal Affairs, headed by an Elections Officer, assisted by a sizeable number of staff (civil servants) to run elections. During this era, there were two (2) categories of staff; administrative and professional staff¹. The Administrative staff comprised of the Secretary to the Commission; the Deputy Secretary; Assistant Secretary; the Staff Superintendent; and the general support staff, while the professional arm was mostly elections officials; Principal Elections Officer (PEO); Senior Elections Officers (SEOs); Elections Officers (EOs); Assistant Elections Officers (AEOs); Publicity Officer (PO); Utility Officer and Supervisors.

The day-to-day functions of the Commission were handled by the administrative staff, which included minutes-taking during Commission's meetings, while the actual implementation of election tasks, including voter education programmes, registration of voters, recruitment and training of

¹ Short History of Electoral Commission of Sierra Leone Elections – 1961-2010” by Mohamed N. Conteh

election workers, advice to the Electoral Commission on all elections activities, were the responsibilities of the professional wing.

The Elections Officers and Assistants were responsible to the executive (i.e. the Ministry of Interior). The structure of the office was similar to what operates in Ministries wherein administrative staff were transferable. The office was also poorly equipped in terms of requisite skills, logistics, and infrastructure and was dependent on the executive arm of government. Because of the placement of the Elections office within the Ministry of Internal Affairs, the senior administrative staff, between 1961 to August 2005, were accorded an enviable degree of seniority and importance over their counterparts in the professional wing whose role was mere supervisory (or advisory). This was also noted by the International Foundation for Election Systems (IFES) in their December, 1991 Pre-election Assessment report on Sierra Leone.

2.2 Transformation as the National Electoral Commission (NEC) in 2000

The reconstituted National Electoral Commission of March, 2000, brought an improvement in the role played by the professional arm to include, among others, preparation of the Commission's strategic plan, operational plans for electoral process and participate in the preparation of the elections budget. Furthermore, the institution since 2005, has gradually transformed into a credible, independent and professional institution that can conduct credible elections².

As earlier mentioned, there were no separate Elections Management Body (EMB) to conduct elections between 1951 on to pre-Independence, but rather a sub elections office in the Ministry of Interior that conducted elections. However, from the 1961 Constitution on to the 1991 Constitution, the Electoral Commission (EC) was provided for in every post-independence Constitution, including the 1978 One-Party Constitution. Section 37 of the 1961 Independence Constitution provided for the establishment of: *... 'an Electoral Commission, constituted of a Chief Electoral Commissioner, as Chairman, and not less than two nor more than four other members, appointed by the Governor General on the advice of the Prime Minister'.*

During the transformation to having an organized EMB to conduct elections, the National Electoral Commission was established through an Act of Parliament in 2002, with the mandate to prepare and conduct all public

² Sierra Leone Development Encyclopedia 2023

elections and referenda³. The 2002 NEC Act gave the Commission the right to recruit its own staff, through a competitive, transparent and merit-based process, instead of having the usual Civil Servants whose loyalty was to the government of the day rather than the country. Thus, in 2005, the Commission commenced its recruitment process with technical assistance from international partners to have its own staff and later returned all civil servants to the Establishment Secretary, which is now, the Human Resource Management Office.

From research conducted, NEC successfully conducted Presidential, Parliamentary and Local Council elections since 2002 with funding from the Government and international partners. A further three (3) national elections have been conducted; in 2007, 2012 and 2018.

In addition to the National Headquarter office in Freetown and the Western Area, the Commission had 14 Electoral District Offices headed by a District Electoral Officer (DEO) and assisted by an Assistant District Electoral Officer (ADEO). These Staff were responsible for the implementation of the Commission's operational plan at district level. There were four Regional Offices, with a Regional Chief Field Coordination Officer as head.

2.3 Recent Transformation as Electoral Commission for Sierra Leone (ECSL) in 2022

On 14th March 2022, the name, National Electoral Commission, was changed to Electoral Commission for Sierra Leone (ECSL) to align with Section 32 (1) of the Sierra Leone 1991 constitution that established the institution as 'a Commission'. The name-change also saw a repeal of the NEC Act of 2002 which took effect in 2012 with the passage of the Public Elections Act of 2012.

In Sierra Leone, there are two institutions that are responsible for managing the essential elements for the conduct of elections and referenda; that is the Electoral Commission for Sierra Leone (ECSL), and the Political Party Regulation Commission (PPRC). However, the ECSL is the sole authority with the constitutional mandate (under section 33 of the 1991 Constitution, Act No. 6 of 1991) to prepare and conduct all public elections and referenda i.e. presidential, Parliamentary and Local Government elections, referendum and, with the passage of the Chieftaincy Act, 2009, Paramount Chieftaincy elections are also conducted.

On the other hand, the Political Parties Regulation Commission (PPRC) was established in December, 2005 by the Political Parties Act of 2002, in

³ ECSL Act 2002

accordance with Sections 34 and 35 of the 1991 Constitution of Sierra Leone to register and supervise the conduct of Political Parties, and monitor their –accountability to their membership and to the electorate of Sierra Leone“. It also has the responsibility, among others, to receive the statements of the sources of income, the audited accounts, assets and liabilities of each registered political Party, for action. The PPRC has restructured itself and recruited its own staff, who are not part of the country’s unified civil service.

Even with the change of name from National Electoral Commission to Electoral Commission for Sierra Leone, the Vision and Mission Statement remain unchanged.



2.3.1. **Vision Statement**

The vision of the Electoral Commission for Sierra Leone (ECSL) is that of an independent, credible and well-resourced institution which promotes democracy and good governance by continually administering credible elections that international standards and best practices.



2.3.2. **Mission Statement**

The Mission is to conduct all public elections and referenda, register all eligible voters, demarcate constituency boundaries and make regulations for the efficient execution of its functions in promoting sustainable Democracy and Good Governance.

2.4 **Structure and Staffing of the ECSL**

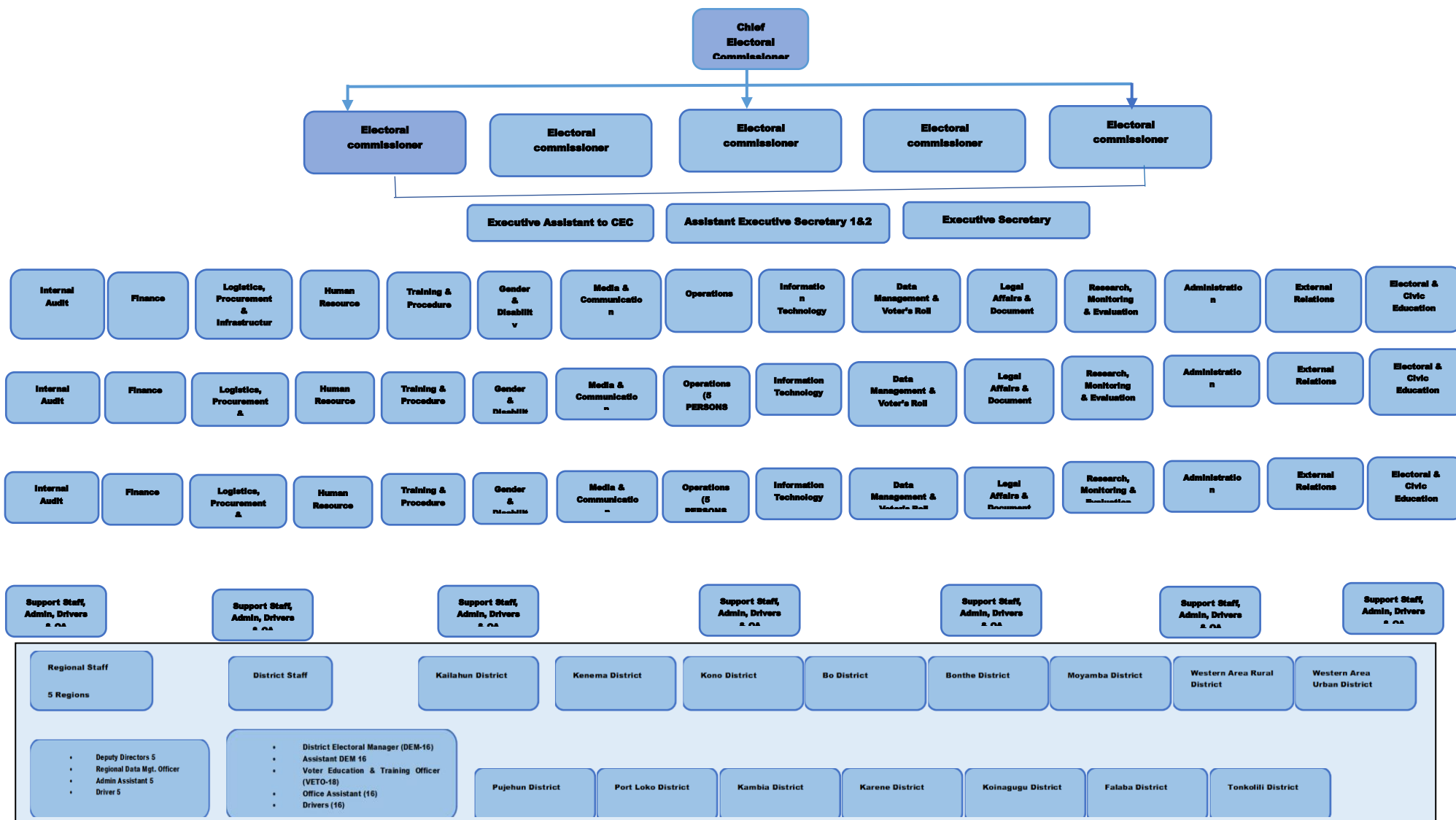
Since the beginning with the 1961 Constitution up to the current 1991 Constitution, the Electoral Commission was provided for in every post-independence Constitution, including the 1978 One-Party Constitution. For instance, section 37 of the then 1961 Independence Constitution provided for the establishment of:

...an Electoral Commission, the membership of which were the Chief Electoral Commissioner, as Chairman, and not less than two nor more than four other members, who were appointed by the Governor General on the advice of the Prime Minister

Between 1961 and August 2005, NEC, being part of the central administration of the Executive and Civil service structure, was a decentralized body, with Electoral Commissioner residing in their respective regional headquarter town and overseeing provincial/regional electoral

operations as well as participated in meetings at the National Headquarter to make policy. Following the reconstruction process in September 2005, NEC became a central (quasi-judicial) executive body meeting regularly to make policy for implementation on a day-to-day basis and overseeing the broad direction of the EMBs. The Commission has administrative and regulatory powers. With the passage of the Public Elections Act, 2012 (in May 2012) into law, the Commission became a cooperate body. Below is the current organizational structure of the ECSL.

Figure 1: Current Organic Structure



2.5. Members of the Commission

The ECSL, just like NEC, is headed by a Chief Electoral Commissioner, who doubles as Chairman of the Commission as well as the National Returning Officer. However, the constitution of the Board was increased to six (6); the Chair and five (5) members known as Electoral Commissioners with oversight responsibilities for respective regions in Sierra Leone. The Commissioners now sit at the national headquarter and monitor activities in the provinces, except during elections year when they will spend most of their time in the Provinces.

According to the 1991 Constitution, the Commission should have four (4) members and a chair. The four (4) Commissioners were manning the 4 administrative regions; 3 in the Provinces and 1 in the Western Area. However, few years back, the Northern Region was divided into two (2) Regions; since then, 5 Commissioners are usually appointed for the 5 Regions – South, East, West, North and North-West. However, it should be noted, that there is no mention of regional representation in the 1991 Constitution as a condition for the number of Commissioners being appointed⁴.

Electoral Commissioners are appointed by the President in consultation with leaders of all registered political parties, subject to the nominees being interviewed by the Parliamentary Appointments Committee and approved by Parliament. Academic qualification is not part of the eligibility criteria of becoming an Electoral Commissioner; but only persons of proven integrity, not more than 65 years old, and are qualified to be Members of Parliament (MPs). The qualifications for MP's are contained in Section 75 of the 1991 Constitution. However, a Minister of government, Deputy Minister, a Public Officer or a person above 65, are disqualified from being members of the Electoral Commission. Due to the sensitivities of the work of the Commission, Commissioners are appointed for a period of 5 (five) years.

Upon approval and oath of office, Electoral Commissioners are assigned to each of the regions, with responsibility for policy formulation and the supervision of the operations of the District Election Offices within respective region. The Commissioners are required to take an oath before assuming office and can be removed from office, only on grounds of inability to discharge their functions or for gross misconduct. The removal procedure is provided in section 5 of the Public Elections Act 2012 and section 32(8 & 9) of the 1991 Constitution. The terms and conditions of service of Commissioners are prescribed by Parliament, in accordance with the then State Salaries, Pension, Gratuities and other benefits Act, 2003 (Act No. 4 of 2003). The members of the Commission are supported by

⁴ Short History of Electoral Commission of Sierra Leone Elections – 1961-2010” by Mohamed N. Conteh

the Secretariat and District Offices. While the Secretariat is headed by the Executive Secretary (ES), supported by 2 Assistant ES.

At the start of its restructuring, the Commission in September 2005, commenced with 3 departments and 7 units, each headed by a Senior Elections Officer called a 'Unit Chief'; the Operations department having 5 units (Field Coordination and Reporting unit; Information Technology and Voter's roll unit; Citizens Outreach /External Relations unit; Procedures, Training and Capacity Building Unit; Logistics/Procurement Unit); and a Legal Affairs within, while Finance & Administrative department had two units (Administration and personnel Unit, Finance unit). Audit department stayed alone.

Furthermore, the Commission in January 2010, expanded to include seven (7) departments (Finance and Administration; Human Resource and External Relations; Training, Voter Education and Capacity Building (procedures development was later added to this Unit); Information and Technology; Legal Affairs, Procedures, Research and Documentation; Operations Department; and Audit.

Over the years, the Directorates within the Commission increased as number of staff and functions expanded; currently, there are 15 directorates headed by directors and supported by Deputy Directors, Senior Elections Officer, Elections Officers (EOs), Assistant EOs and administrative staff. At the Secretariat, the Executive Secretary is the head, assisted by two (2) Assistant Executive Secretaries (1 & 2).

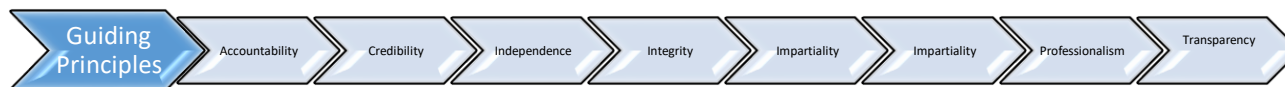
An extensive review of the EMB by the International Foundation for Election Systems (IFES) and the production of a comprehensive report which contained cost recommendations for restructuring and organisational streamlining of the Commission. The overarching aim was to enhance the skills and capacity of the Commissioners and staff⁵.

2.6 Guiding Principles

Since the era of NEC-SL on to ECSL, the Commission has based its operations on seven (7) Guiding Principles, referred to as 'Core Values'; none of which is expected to be compromised by anyone. This Independent Management and Functional Review is conducted on the basis of the seven (7) guiding principles and to determine whether the Commission has been observing those, and where they were not, so that structures, systems and processes will be established to support

⁵ A review of the organisational and service delivery structure of Sierra Leone's National Electoral Commission, December 2012"; by IFES Ltd in collaboration with the NEC

the implementation of these principles. These Guiding Principles are:



Accountability – The Commission shall take full responsibilities for its activities and will always be answerable to the people of Sierra Leone and its partners;

Credibility - The Commission shall endeavour to win the confidence and trust of all Sierra Leoneans and the international community through the qualities of its services;

Independence – The Commission shall ensure that it operates fully on its own best judgement, without taking directives from or being controlled by any person or authority;

Integrity – The Commission shall carry out its activities in an honest and truthful manner, and will take all reasonable measures to prevent wilful wrongdoing by its officials;

Impartiality – The Commission shall always be non-partisan and fair in all its activities;

Professionalism – The Commission shall endeavour to have a well-trained, professionally competent, motivated and confident staff, dedicated to the delivery of trustworthy elections;

Transparency – The Commission shall be open at all times in dealing with all stakeholders in the electoral process.

2.6.1 Functions of Elections Management Bodies (EMBs)

The following is a summary of the key tasks or activities essential for the conduct of an election⁶:-

Determining whether a candidate or elector is eligible to vote or contest (as per the existing legislation);

- The demarcation of electoral constituencies or wards;
- The registration of voters and the compilation of voters register;
- The registration of Political Parties;
- The nomination of candidates;
- Electoral education;
- Recruitment and training of election personnel;

⁶ Public Elections Act 2022

- Accreditation of national and international election observers;
- Conduct of poll;
- Counting and tabulation of votes;
- Declaration of the results and winners;
- Electoral dispute resolution;
- Any other post-election activities e.g. retrieval of election materials, post-election assessment, election report writing.

All the above-mentioned activities may not necessarily be done at all times during elections. The Political Parties Regulation Commission, inter-alia, is responsible to register and supervise the conduct of Political Parties; while the Electoral Commission performs all the other key activities (excluding the registration of Political Parties), connected with the conduct of elections (including the demarcation of electoral constituency and ward boundaries).

The functions or responsibilities of the Electoral Commission are clearly stated in Chapter 4 section 33 of the 1991 Constitution of Sierra Leone. Under this section:

.... ⁷The Electoral Commission shall be responsible for the conduct and supervision of the registration of voters for, and of, all public elections and referenda; and for that purpose shall have power to make regulations by statutory instrument for the registration of voters, the conduct of presidential, parliamentary or Local Government elections and referenda, and other matters connected therewith, including regulations for voting by proxy.

In practice nearly all aspects of electoral matters are vested in the Electoral Commission of Sierra Leone. The only exceptions are those functions connected with the registration and regulation of the conduct of political parties, performed by the PPRC.

2.6.2 List of Legal Instruments of Elections Management

The commission's operations have several laws that governed its operations. These include:-

- The Sierra Leone 1991 Constitutions that established it;
- The Public Elections Act, 2012 became Law in May 2012, thus becoming the electoral legal framework of the electoral process. This law also repealed the NEC 2002 and the Electoral Laws Act, 2002;
- Public Elections Act, 2012 which was amended in 2022;
- The Electoral Laws Amendment Act 2007;
- Political Parties Act, 2022;
- Local Government Act, 2022;

⁷ "SL Constitution 1991"

- Electoral Laws Act, 2022.

Other elections related legislation include The Chieftaincy Act 2009, the Independent Media Commission Act 2020, the Sierra Leone Citizenship Act 1973 as amended 2006, Elections Petition Rules 2007, GEWE Act 2022, Judiciary Rules, PR Local Government Regulations, PR Parliamentary Regulations etc. There are other regulations adopted by the Commission as well as other international legal instrument adopted by the ECSL.

2.6.3 Regulations adopted by the National Electoral Commission (NEC) also form part of the electoral Legal Framework

- Constitutional Instrument No. 2 of 2008
- The Wards (Boundaries) Regulations, 2008;
- Constitutional Instrument No.6 of 2008;
- The Electoral Commission (Local Government Elections) Regulations, 2008;
- Constitutional Instrument No.9 of 2008;
- The Local Government Elections (Nomination of Candidates) Regulations, 2008.

2.6.4 International legal instruments

Sierra Leone has signed/ratified elections related international legal instruments (both regional and international) on human and political rights. The most prominent amongst them include:

- International Covenant on Civil and Political Rights (ICCPR) 1966;
- International Convention on the Elimination of Racial Discrimination (ICER), 1965;
- Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), 1979;
- The Convention of the Political Rights of Women (CPRW), 1952.

2.6.5 Regional legal instruments include

- The African Charter on Human and Peoples 'Rights (ACHPR), 1981;
- The African Union Charter on the Principles Governing Democratic Elections in Africa (AU-CPGDEA), 2002;
- The Declaration of Political Principles of the Economic Community of West Africa States (ECOWAS), 1991;
- The ECOWAS Protocol on Democracy and Good Governance, 2001;
- The New Partnership for Africa 's Development (NEPAD), 2002; and
- The Convention on the Rights of Persons with Disabilities, 2007.

SECTION 3

SITUATION ANALYSIS

3.1 Critical Issues and Concerns

This chapter presents an overview of the key achievements, gaps, bottlenecks, Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis, and lessons learnt from the conduct of previous elections in Sierra Leone. The analysis was based on data drawn from previous institutional assessments, activity reports, case studies based on staff and stakeholders' recollections. The discussion of findings adopted the outline of the various thematic areas in section five to facilitate understanding as well as the recommendations and structure proposed.

The Electoral Commission of Sierra Leone (ECSL) is a statutory body established to safeguard the integrity of the country's electoral processes, with the overriding mandate to conduct presidential, parliamentary, and local council elections⁸. Therefore, the ECSL serves as the integral platform to upholding democratic principles and fostering public trust in governance. The need for this Independent Management and Functional Review stems from the critical role ECSL plays in ensuring political stability and the growing complexity of electoral processes. The ECSL operates in a complex and dynamic environment characterized by increasing demands for credible elections and public trust in democratic institutions. Over the years, the Commission has made significant strides such as institutionalizing electoral processes, the successful conduct of elections and the integration of technology into voter registration and result management. Despite the ECSL's significant contributions, the institution faces several challenges that hinder its effectiveness. These include limited financial resources, weak collaboration, weak electoral management, absence of election specific tasks and planning constraints in reaching hard to reach areas, dependence on donor funding, outdated technology, and inadequate staffing capacity. Moreover, public trust in the ECSL has been impacted by allegations of bias, irregularities in electoral processes, electoral disputes, and inadequate communication with stakeholders.

Inadequate staff capacity is a significant challenge for the Electoral Commission of Sierra Leone (ECSL), undermining its ability to effectively plan, manage, and execute electoral processes. Staffing incapacity manifests in several ways, including insufficient numbers of qualified personnel, skill gaps, and limited capacity to handle the complexities of modern elections management. The ECSL often operates with a technical workforce that is limited to meet the demands of its extensive mandate, particularly during elections period when the workload

⁸ Public Elections Act, 2022

increases exponentially. Many staff members lack the specialized skills required for critical tasks such as internal coordination, voter registration, data management, results transmission, and electoral dispute resolution. There is a frequent staff turnover which reduces institutional memory and disrupts continuity in operations. There are also insufficient resources and programmes to build the technical and managerial capacity of existing staff. During election periods, the ECSL depends heavily on ad hoc staff, such as polling officers, who often do not have sufficient or guidance provided by district offices and have limited training and experience which increases the risk of errors and inefficiencies in the electoral process.

Furthermore, ECSL's financial sustainability is a recurring issue. The Commission faces inconsistent and delayed funding, which affect proper planning and implementation of electoral activities on a timely basis. Budgetary limitations also hinder investment in modern technologies and infrastructure needed to ensure optimal productivity in the electoral processes. While the review noted that the 2023 elections were fully funded by the government of Sierra Leone, it was however observed that previous elections before preceding 2023 were largely funded by development partners⁹. While donor support is essential, it is often tied to conditions and limited to specific activities, reducing the ECSL's ability to plan for long-term needs. The ECSL has no independent revenue streams, making it entirely reliant on external funding sources. The periodic nature of elections and the fluctuation in funding during non-election years for critical activities like voter education and system upgrades affect the elections preparedness of ECSL.

Additionally, weak collaboration with key stakeholders including political parties, Civil Society Organizations (CSOs), and Development Partners has created critical gaps in monitoring, planning, communication, and inclusiveness of electoral processes. A lack of trust between stakeholders and Elections Management Bodies (EMBs) further exacerbates tension during elections. However, weak collaboration with these critical actors has hindered the Commission's ability to effectively manage electoral processes and build trust among the electorate. Political parties often feel excluded from key decision-making processes, such as the formulation of electoral policies, voter registration procedures, polling procedures, results management systems and conflict resolution mechanisms. CSOs, which play a critical role in voter education, advocacy, and election monitoring, often report inadequate involvement in the planning and implementation of electoral activities. Development partners provide technical expertise, financial resources, and logistical support, which sometime are not

⁹ Electoral Commission for Sierra Leone (ECSL), 2023 Post-Election Report

fully absorbed by the Commission preventing expert engagement in electoral planning processes. However, inadequate coordination and alignment of priorities weaken the impact of their contributions.

Moreover, while the legal framework governing ECSL provides a solid foundation, it is not fully responsive to emerging trends in electoral management, such as biometric voter registration, tallying of votes at constituency to national level, and online campaign monitoring. These critical gaps necessitate reforms to ensure the Commission remains adaptable and aligned with international best practices. Also, the ECSL's internal processes are hampered by duplication of functions, weak coordination and performance monitoring systems, and outdated administrative procedures. These inefficiencies lead to delays, increased costs, and mistrust in electoral processes.

Moreover, the absence of election-specific tasks often creates a slowdown in day-to-day operations. Many departments at headquarters, such as logistics and field operations, have fewer deliverables, leading to underutilization of staff. On the other hand, regional offices experience reduced interaction with the public, leading to a decline in visibility and perceived relevance. Opportunities for voter education and civic engagement are often missed. As a result of the above, public trust in regional and district offices can erode when they appear dormant or disconnected from local needs. This inactivity may also weaken relationships with local stakeholders, including CSOs and traditional authorities.

Again, the ECSL relies heavily on donor funding to finance its activities, including voter registration, logistics, and capacity building. While this support has been vital in sustaining electoral processes, it creates significant weaknesses. Donor dependence limits the ECSL's ability to plan and execute long-term strategies due to uncertainties in funding cycles. It also exposes the Commission to external influences that may not always align with national priorities. This financial instability can delay crucial activities, such as voter registration and voter education campaigns, undermining the quality and timeliness of elections. Furthermore, over-reliance on external funding diminishes local ownership and accountability, weakening the ECSL's autonomy in decision-making.

The ECSL's reliance on outdated technological systems poses severe challenges to the electoral process. Manual systems for voter registration and data management are prone to errors, inefficiencies, and delays. Additionally, the lack of modern infrastructure for results transmission increases the risk of inaccuracies, tampering, and disputes over election outcomes. Inadequate technology and the capacity to manage limits the ECSL's ability to address critical issues such as double registration and the verification of voter rolls, reducing

public confidence in the electoral process. The absence of a robust technological framework also hampers transparency; as timely dissemination of election results is often delayed.

Sierra Leone's geographical landscape presents significant logistical challenges for the ECSL. Many communities in remote and hard-to-reach areas lack proper road networks and infrastructure, making the delivery of election materials and personnel difficult, especially during the raining seasons. These logistical hurdles often lead to delays in setting up polling stations and disruptions in voter access, particularly in the rural areas. Furthermore, inadequate planning, transportation and communication systems hinder effective monitoring of the electoral process, creating opportunities for malpractice. The inability to ensure equal access to electoral services across the country perpetuates disparities and disenfranchises marginalized communities.

The review noted that public trust in the ECSL is another critical factor in ensuring credible elections. However, perceptions of bias, allegations of electoral fraud, and irregularities in past elections (since 2007 to 2023) have reduced confidence in the Commission. The lack of transparency in some processes, such as voter registration, vote tallying and dispute resolution, further exacerbates these concerns. Reduced trust discourages voter participation and fuels skepticism about election outcomes, potentially leading to political unrest. Rebuilding public confidence requires the ECSL to demonstrate impartiality, improve communication with stakeholders, and adopt robust mechanisms for accountability and dispute management.

The ECSL has also faced difficulties in managing electoral disputes, maintaining an accurate voter register, and ensuring inclusivity, particularly for marginalized groups such as women, youth, and persons with disabilities. However, the review revealed that the institution has made efforts to address these challenges by developing strategic plans and policies, engaging with stakeholders, and leveraging international best practices. The external environment, characterized by political tensions, security risks, and socio-economic challenges, adds to the complexity of ECSL's operations.

Finally, effective communication with stakeholders is essential for the transparency and credibility of any electoral process. In Sierra Leone, the Electoral Commission (EC) has faced challenges in maintaining robust and consistent communication with key stakeholders, including political parties, Civil Society Organizations (CSOs), the media, and the general public. However, the review noted that the Commission has not fully leveraged traditional and digital media platforms to disseminate timely and accurate information. There is also

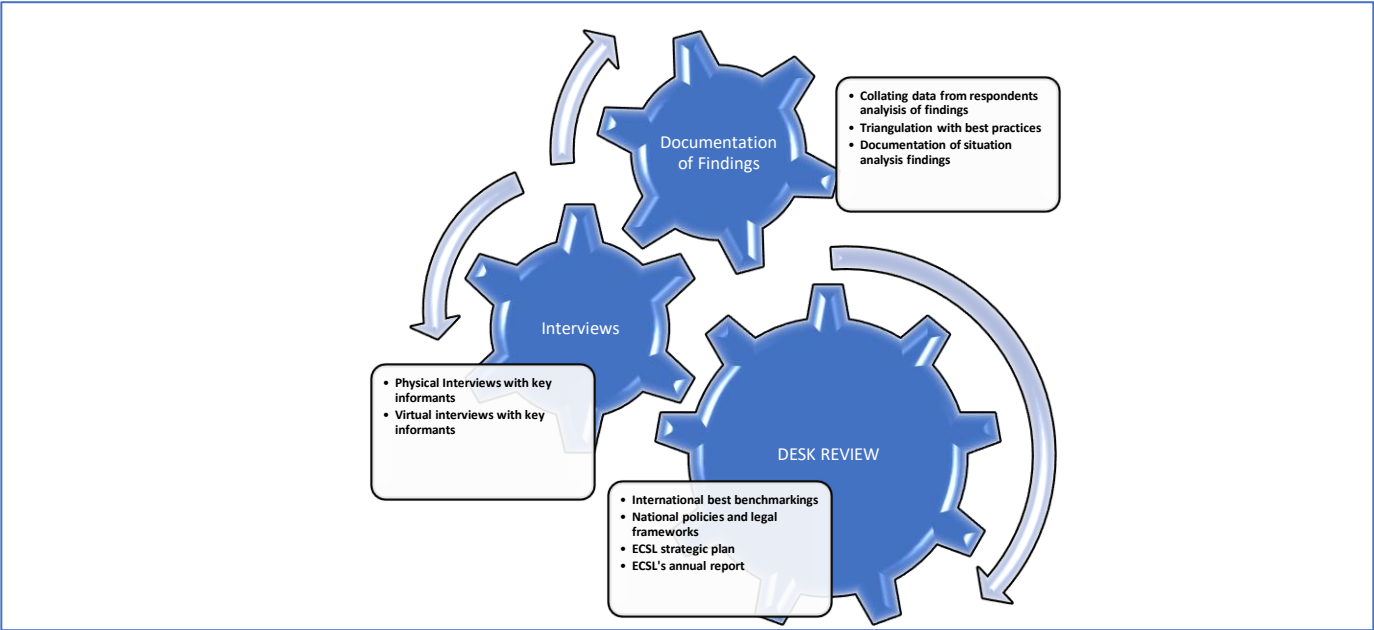
lack of regular updates and structured feedback mechanisms within the Commission which creates confusion among stakeholders about the status of electoral activities.

Despite these challenges, ECSL has opportunities to strengthen its role through by leveraging partnerships with development partners to access technical and financial support; utilizing technology to improve voter registration, election monitoring and results transmission; Enhancing capacity building through targeted training programs and international exchanges enhancing staff capacity and preparedness for future elections; Strengthening public trust by fostering greater transparency and inclusivity in electoral processes. Also to mitigate the impacts and leverage the non- election period, the ECSL should adopt a proactive approach at both the headquarters and regional levels; by implementing year-round voter education campaigns to build public awareness and participation in electoral processes as well Audit and maintain electoral equipment and facilities to ensure readiness for upcoming elections.

3.2 Methodology used to undertake a situational analysis

This situational analysis was undertaken through a three-step process that involved desk review of pertinent legal documents and reports, interviewing key informants either through physical or virtual meetings, and documentation of findings. **Figure 2** presents a visual process that was followed to undertake the situation analysis for this Independent Management and Functional Review.

Figure 2: Visual process of the situational analysis



Source: Author's Analysis

3.3 SWOT ANALYSIS

3.3.1 Strengths

- **Constitutional Mandate:** Legally established with clear authority to manage electoral processes.
- **Institutional Experience:** Years of experience in conducting elections and managing electoral systems.
- **International Support:** Strong partnerships with donor agencies and international organizations for technical and financial assistance
- **Commitment to Reform:** Ongoing initiatives to modernize operations and build institutional capacity.
- **Technological Limitation:** ECSL has not fully leverage on recent technology to optimize its operations.

3.3.2 Weaknesses

- **Resource Constraints:** Uncertain/Insufficient funding for operations, leading to reliance on external donors.
- **Technological Limitations:** Outdated systems for voter registration, data management, and results transmission.
- **Public Perception Issues:** Allegations of bias and irregularities affecting trust and credibility.
- **Staffing Challenges:** Limited technical expertise and capacity gaps within the ECSL.
- **Limited policies and guidelines** to support staff growth and career progression

3.3.3 Opportunities

- **Technological Advancements:** Adoption of digital platforms for voter registration and election management.
- **Capacity Building:** Opportunities to train staff and improve operational efficiency.
- **Stakeholder Engagement:** Strengthening collaboration with Civil Society Organizations, Political Parties, Political Parties Regulation Commission, and the media
- **State Agencies:** strengthens relationship to other MDAs and state agencies
- **Legal Reforms:** Potential for legislative changes to enhance the Commission's independence and operations.

3.3.4 Threats

- **Political Interference:** Risk of undue influence from political actors undermining neutrality.

- Security Risks: Political unrest and violence during elections threatening the safety of staff and voters.
- Cyber Security:
- Misinformation and disinformation:
- Economic Challenges: Broader socio-economic instability affecting the availability of resources.
- Climate and Geographic Factors: Difficulties in reaching remote areas due to poor infrastructure and environmental challenges.
- Disease Outbreak:

SECTION FOUR STAKEHOLDERS MAPPING AND ANALYSIS

4.1 Introduction

The Electoral Commission of Sierra Leone (ECSL) operates within a complex ecosystem of stakeholders whose roles, impacts, and contributions are critical to the success of electoral processes. The effectiveness of ECSL's functions depends on its ability to collaborate with and manage relationships among these stakeholders.

4.2 Political Parties Regulations Commission (PPRC)

The Political Parties Registration Commission (PPRC) was established as a critical institution to support Sierra Leone's democratic processes. Its creation was driven by the need to ensure fair regulation, transparency, and accountability among political parties in the country. The PPRC operates under the authority of the 1991 Constitution of Sierra Leone and the Political Parties Act of 2022, which provide the legal framework for its mandate and functions.

The PPRC was officially instituted in 2002 in response to the challenges posed by Sierra Leone's post-conflict transition to multiparty democracy. During this period, the country faced significant issues, including political instability, weak institutional frameworks, and the need to rebuild trust in governance. The PPRC was therefore tasked with creating an enabling environment for political competition while maintaining peace and stability.

Section 12 of the Political Parties Act 2022, states the functions of the Commission's as thus:

- **Registration of Political Parties:** Ensuring that all political parties meet the legal requirements for registration.
- **Regulation of Party Activities:** Monitoring and supervising political parties to ensure compliance with the law.
- **Mediation and Conflict Resolution:** Addressing disputes within and between political parties to promote a peaceful political environment.
- **Promotion of Democracy:** Enforcing codes of conduct and encouraging parties to adhere to democratic principles.

The PPRC regulates political party activities, ensuring compliance with ethical and legal standards. It mediates disputes and enforces codes of conduct to maintain a fair electoral playing field. Therefore, a strong collaboration and coordination between the ECSL and PPRC reduces electoral disputes and ensures smoother

elections. PPRC's enforcement of ethical standards complements ECSL's mandate to conduct credible elections.

4.3 Civil Society Organizations (CSOs)

Civil Society Organizations (CSOs) in Sierra Leone have long played a vital role in shaping the country's social, political, and economic landscape. Their origins can be traced back to the pre-independence era, when community-based organizations and local associations worked to address issues such as education, health, and social welfare. Over time, the scope and influence of CSOs have expanded significantly, particularly during the country's post-conflict reconstruction phase. They operate within the framework of the Non-Governmental Organizations Act of 2009 and other regulatory guidelines. They are required to register with the Ministry of Planning and Economic Development (MoPED), which oversees their operations to ensure alignment with national development priorities.

The advent of CSOs in Sierra Leone is deeply rooted in the nation's struggle for independence and subsequent efforts to promote social justice and development. During the colonial period, religious and community-based organizations were at the forefront of addressing societal needs, such as education and health care. Post-independence, these organizations evolved to include advocacy groups, trade unions, and professional associations focused on promoting good governance and citizens' rights.

CSOs are key partners in fostering transparency, inclusiveness, and public trust in the electoral process. They educate citizens on electoral rights and responsibilities, observe elections to ensure compliance with national and international standards, and mediate in electoral disputes to maintain peace and stability. By promoting voter awareness and participation, CSOs enhance the credibility of ECSL. Their independent observations and recommendations provide valuable feedback for continuous improvement of electoral systems. Therefore, there are opportunities for collaboration and coordination between CSOs and ECSL through: Co-developing civic education materials and campaigns; Partnering in election observation initiatives; Integrating CSO feedback into ECSL's reform strategies.

4.4 Security Sector

The security sector in Sierra Leone comprises institutions responsible for maintaining law and order, safeguarding the country's sovereignty, and ensuring the safety and security of its citizens. These include the Republic of Sierra Leone Armed Forces (RSLAF), the Sierra Leone Police (SLP), the Office of National Security (ONS), and other related bodies. The security sector's evolution reflects

Sierra Leone's complex history, including periods of colonial rule, post-independence challenges, and post-war reconstruction. Security institutions are crucial in promoting a stable environment for democratic processes, particularly during elections. In Sierra Leone, they are essential in mitigating electoral violence, safeguarding electoral materials, and ensuring that the rule of law prevails throughout the electoral cycle.

The police for instance plays an important role in ensuring electoral justice and security. Responding to acts of violence and other electoral offences is a critical responsibility of the Sierra Leone Police. Unfortunately, the police have consistently been accused of bias in favour of the ruling party either by selectively applying the law or using disproportionate force against opposition actors. It is important that the police remain an independent professional body that is guided by law and the ethos of professional policing. Accordingly, it is recommended that regular training on professional policing, including independent, speedy, and fair investigation standards, is conducted. The police should develop and/or strengthen mechanism aimed at rebuilding public trust in the institution.

The Security apparatus play a crucial role in maintaining order before, during, and after elections. They ensure the safety of electoral officials, materials, and voters while responding to incidents of violence or unrest. The impartiality and professionalism of the security forces directly affect the credibility of elections. Therefore, a secured environment enables ECSL to conduct elections without disruptions. Furthermore, there are opportunities for coordination and collaboration between the security sector and ECSL through: Strengthening pre-election security planning with ECSL; Conducting joint risk assessments to identify potential hotspots; Enhancing training on managing electoral violence.

4.5 Political Parties

Political parties in Sierra Leone play a pivotal role in shaping the country's democratic and political landscape. Since the attainment of independence in 1961, political parties have been central to governance, electoral competition, and representation. Their evolution reflects the broader political, social, and economic changes in Sierra Leone, including periods of political instability, one-party rule, civil war, and democratic consolidation.

Political parties mobilize voters, present candidates for elections, and engage in political debate, directly influencing voter choices. Their compliance with electoral laws and codes of conduct is essential for peaceful and credible elections. Political parties are both partners and challengers in the electoral process. Their participation ensures competition, while their adherence to electoral regulations reduces disputes and operational delays for ECSL. There are opportunities for

effective coordination and collaboration through: Strengthening pre-election consultations and dialogue forums; developing joint training on electoral codes of conduct; Enhancing dispute resolution mechanisms in partnership with the Political Party Regulation Commission (PPRC).

4.6 The Media

The media in Sierra Leone plays a pivotal role in shaping public opinion, disseminating information, and promoting democratic governance. The media landscape has evolved significantly since the end of the civil war in 2002, transitioning from state-controlled outlets to a more diverse and pluralistic media environment. This transformation has been critical in fostering a free and fair electoral process, where the media serves as an essential tool for voter education, political debate, election monitoring, and the promotion of transparency and accountability.

The media informs the public about the electoral process, candidates, and voting procedures. It also provides a platform for political debate and exposes irregularities. The media shapes public perceptions of ECSL's performance. Therefore, accurate and timely reporting promotes voter confidence and reduces misinformation that could undermine the electoral process. Hence, there are opportunities for coordination and collaboration between the media houses and ECSL through: Developing media guidelines for election coverage; partnering with media outlets to disseminate voter education; establishing rapid response mechanisms to counter misinformation.

4.7 Development Partners

Development partners and donors play a vital role in supporting Sierra Leone's political, social, and economic development, with significant involvement in strengthening democratic institutions, including the electoral processes. These entities, which include bilateral and multilateral agencies, non-governmental organizations (NGOs), and international financial institutions, have provided technical, financial, and logistical support to Sierra Leone over the years. Their collaboration with the government and other stakeholders, especially the Electoral Commission of Sierra Leone (ECSL), has contributed to improving the credibility, inclusiveness, and fairness of electoral processes.

Donor partners provide technical and financial support, while international observers assess the credibility of elections and recommend improvements. Their involvement enhances the legitimacy of ECSL's activities and strengthens institutional capacity through training and resource support. While elections observers form a critical component of the moral guarantors of democratic

processes, they are equally expected to be neutral and impartial in their reporting and observation, without attempting to influence the outcome of elections.

By demonstrating electoral impartiality, proper synergy can be fostered through: Implementing observer recommendations for process improvements; Securing funding for critical electoral activities; and conducting joint evaluations of electoral performance. To this end, it is recommended that the development community remain networked and committed to the important task of supporting the Government and people of Sierra Leone to deepen democracy and good governance standards.

4.8 Lessons Learnt

Sierra Leone has made significant strides in its electoral processes since the end of its civil war in 2002, under the leadership of the Electoral Commission of Sierra Leone (ECSL). Despite facing several challenges, including logistical difficulties, electoral violence, and political tension, key lessons have been learned from the country's electoral history. These lessons have shaped the evolution of the ECSL and electoral processes in Sierra Leone and offer valuable insights for future elections.

SECTION FIVE

ANALYSIS OF CRITICAL FINDINGS AND RECOMMENDATIONS

5.1 Introduction

This section focuses on analyzing the factors that have influenced the performance of the Electoral Commission for Sierra Leone since 2007 to 2023. This Institutional assessment of ECSL's performance in the previous elections informed the choices of the recommendations proffered in this report.

The analysis considered the review of policies, legal instruments, laws that establish and guide the operations of ECSL. It also considered perspectives of political parties and organizations as key stakeholders in the electoral processes. The processes of voter registration and voter education were also examined. The operational framework of the Commission in terms of logistics, administration, financing and communications were also reviewed.

The analysis provides a better understanding of the factors that affect the performance of ECSL in the previous elections conducted. It also captured the scope and mitigating factors that will help ECSL implement its functions better based on insights of the issues identified during the review process.

5.2 Policy and Legal Reforms at the ECSL

Findings

From the analysis of findings, the review noted that ECSL has made strides in improving the electoral environment through legal reforms. These legal reforms were informed by previous elections outcomes that questioned the transparency and accountability mechanisms of the Commission. These reforms have resulted in the harmonization and consolidation of key pieces of electoral legislations and the introduction of laws aimed at facilitating effectiveness and efficient management of elections in Sierra Leone.

ECSL's activities are also governed by strong legal framework including the 1991 Constitution (as amended as to 2008); 2012 Public Elections Act (as amended 2022); 2022 Political Parties Regulation Act; 2022 Gender Equality and Women's Empowerment Act; 2022 Local Government Act; and other regulations and procedures. There is also a 2020-2024 Electoral Cycle ECSL Strategic Plan. Essentially, given that its authority has emanated from a multi-partisan Parliament, the ECSL in principle should have strong credibility and legitimacy to conduct national and sub-national elections. However, each election cycle presents its own set of challenges as seen during the recent elections.

However, the ECSL continues to encounter bottlenecks that affected the smooth implementation of its activities. Some of the challenges included: inadequate knowledge and understanding of the electoral laws and processes on the part of the stakeholders

thereby leading to increased complaints, disputes against ECSL; slowed down progress on legal reforms because of long and protracted bureaucratic processes; inadequate feedback mechanism from stakeholders to enable ECSL address the concerns as required; fake news spreading through social media where there is tendency to share information without verification; and inadequate financing resulting to unsatisfactory approaches in the implementation of Civic and Voter Education activities by ECSL and Civil Society Organisations.

The review also noted that the law does not set a date for election of the president or Parliament, despite the terms of the presidency and Parliament being fixed at 5 years by the Constitution. In the electoral cycles under review, there has been controversy in the setting of election dates, especially in light of the split constitutional responsibility where the Electoral Commission sets Presidential election dates and the President those for Parliament but with the underlying acceptance that these will be on the same day.

Recommendations:

Given the fact that the Electoral Commission for Sierra Leone is established to deliver justifiable, peaceful, free, fair and credible elections in Sierra Leone, the review strongly believe that the implementation of the following recommendations, based on the analysis of findings will support the actualization of the primary functions for which it was established:

- Though there have been some progressive reforms with the amendments of the Public Elections Act, 2022, it is recommended that the Office of the Attorney General and Minister of Justice undertake a full review of the compendium of electoral laws, including the newly passed Public Elections Act, 2022, to ensure that matters relating to timelines for filing challenges to presidential candidates, guidelines for declaring an election void, among others, establishing a fixed date for the conduct of Presidential and Parliamentary elections are included;
- Promote understanding of the electoral laws among staff, stakeholders and the general public;
- Review and develop regulations and codes of conduct and make necessary recommendations to the Ministry of Justice for promulgation;
- Strengthen implementation of electoral laws in order to bring certainty to the electoral environment;
- Conduct activities free from undue external influence. ECSL shall strive to perform its functions and exercise the powers provided for in the law independent of the direction or interference of any public office, organ of government, political party, candidate or any other person. This recommendation aims at sustaining institutional independence while maintaining public accountability.

5.3 Organizational Structure and Staff Strength of ECSL

Findings

Analysis of the current organisational structure shown in **figure.1** above reveals a number of weaknesses which includes a bloated staff strength of the Commission, lack of clearly defined career pathways, making promotion and growth of officers difficult; overlapping functions amongst the many directorates most of which are not aligned with the strategic plan of the Commission, which is also noted to undermining the effective functionality of the Commission. The review observed that a significantly large number of ECSL's staff have been recruited since 2005, with fewer number added to it as replacements of retired staff.

The review also noted that the six Electoral Commissioners participate in the day to day operations of the Commission by overseeing functions and activities related to specific departments, as provided for in the PEA of 2022. The review observed that this arrangement though provided for in the Public Elections Act of 2022, roles and responsibilities should be clearly defined to avoid conflict and duplications;

However, it is the expectation of the review team that the primary function of the appointed six Electoral Commissioners is to develop policies and guidelines that support the implementation of the Public Elections Act of 2022. Given the fact that the appointment of Commissioners are based on regional consideration, it is also expected that each of the Commissioners should be domiciled in their respective regions.

The review noted that the Electoral Commissioners are all seated at the Headquarters in Freetown, leaving their regional oversight responsibilities to be carried out by the Assistant Directors, who are also noted to have been relocated to Freetown, leaving their duties to the District Election Managers (DEMs). The effect of this arrangement negatively impact the implementation of the Commission's activities, resulting to poor service delivery at regional and district level.

Recommendations:

- The review therefore, recommends that the Commission streamlines its organic structure and adopt the proposed structure, to enhance staff performance;
- The review recommends for the development of scheme of service for ECSL's staff that serves as a guide for career growth and progression;
- As a step further to address structural and operational weaknesses of the Commission, as a result of the current over-subscribed staff strength of the Commission, the review team has developed a proposed organisational structure for the Commission for consideration and adoption. The implementation of the organizational structure as proposed will require the Commission to develop a staff rationalization strategy that seeks to assess competencies and qualifications for proper placement and redeployment of staff;
- The review recommends for the amendment of the functions of the Commissioners to be limited to general oversight and broader policy development;
- The review further recommends for the construction of conducive regional office facilities to accommodate regional Commissioners together with their staff complement.

5.4 Analysis of Staff Strength

Findings

According to the Staff List given to the Review Team, the total number of employees, including those at regional offices, is 206. The breakdown of job categories is detailed in the table below.

Table 1: Current Staff List

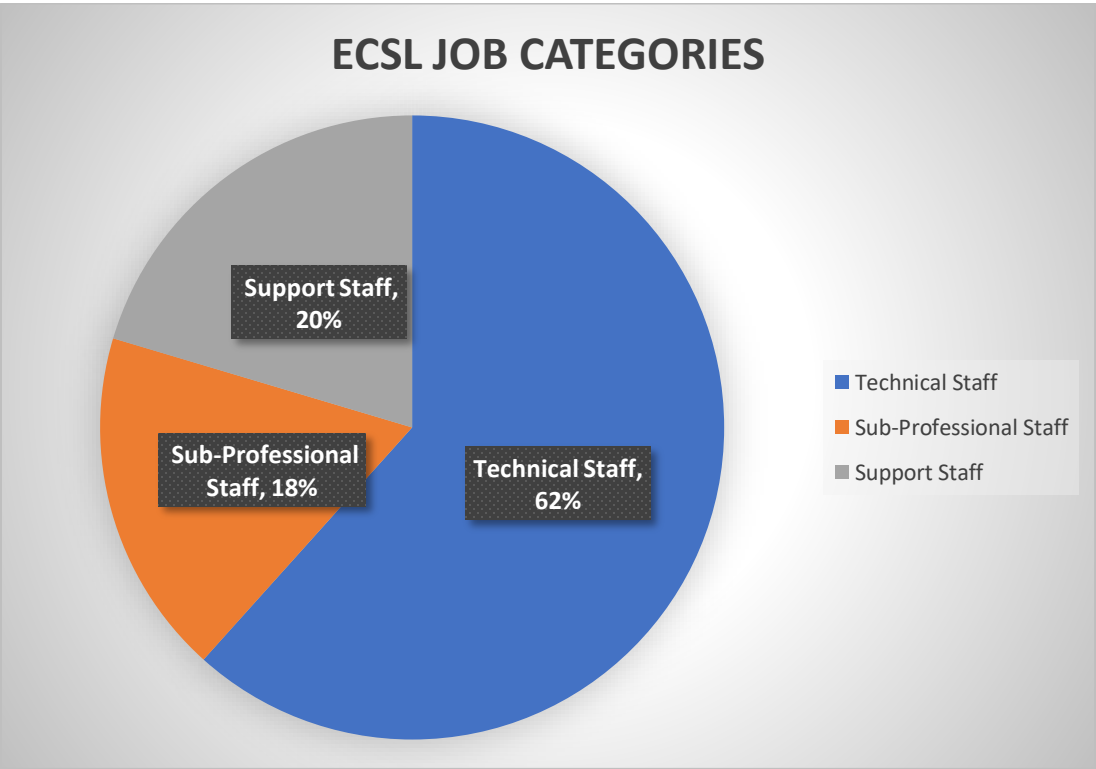
Job Category	No. of Staff in Post
Professional/Technical Staff	127
Sub-Professional Staff	37
Support Staff	42
Total No. of Staff	206

Source: Current Staff List, 2025

In the table above, the Professional/Technical staff includes roles such as the Executive Secretary (ES), Assistant Executive Secretary (AES), Directors, Assistant Directors, District Elections Managers (DEM), Assistant District Election Managers (ADEM), and Voter Education and Training Officers (VETO).

Meanwhile, the Sub-Professional and Support Staff categories consist of Administrative Assistants, Office Assistants, Drivers, and House Help.

Figure 3: ECSL Job Categories



Source: Current Staff List, 2025

The analysis of the staff job categories, as illustrated in the pie chart, revealed that the Commission is significantly overstaffed across all categories. This overstaffing has resulted in overcrowding, with many staff members lacking specific roles and responsibilities. One identified cause of this issue is that contract staff rarely leave at the end of their contracts, which contradicts sound HR management principles. Despite the large number of staff, the review also uncovered several human resource gaps, particularly in specialized skills and qualifications related to election management and election risk reduction.

Recommendations:

- **Conduct a Workforce Audit:** Perform a comprehensive audit to assess the current staffing levels and identify areas for rationalization. This will help in understanding the extent of overstaffing and inform decisions on restructuring;
- **Implement Role Clarification:** Clearly define roles and responsibilities for each position to ensure that all staff members have specific duties and contribute effectively to the Commission's objectives;

- **Review Contract Policy:** Re-evaluate the policies regarding contract staff to ensure that contracts are adhered to and that there is a clear process for contract termination or renewal based on performance and organizational needs;
- **Focus on Skill Development:** Invest in training programs to address the identified gaps in specialized skills, particularly in election management and risk reduction. This could involve workshops, certifications, and partnerships with relevant institutions;
- **Strategic Recruitment:** Develop a strategic recruitment plan to attract candidates with the necessary specialized skills and qualifications, ensuring that new hires align with the Commission's long-term goals;
- **Enhance HR Management Practices:** Strengthen HR management practices to align with best practices, including performance evaluations, career development opportunities, and succession planning;
- **Optimize Staff Utilization:** Explore ways to optimize the utilization of existing staff by reallocating resources to areas with higher demand or need for specialized skills.

By implementing these recommendations, the Commission could be able to address the issues of overstaffing and skill gaps, leading to more efficient and effective operations.

5.5 Anomalies with the Current Organisational Structure

Findings

The current organizational structure of the Electoral Commission for Sierra Leone (ECSL) is characterized by a directorate system. The Commission is an Independent Commission with five Commissioners and a Chairman, who play crucial role in providing guidance, direction and overseeing the overall conduct and supervision of elections in Sierra Leone.

The current organizational structure of the Electoral Commission for Sierra Leone (ECSL) outlined in figure 1 shows a hierarchical setup with inadequate and unclear reporting lines.

The Chairman serves at the top with oversight powers, overseeing the overall functioning of the Commission. The Executive Secretary serves as the Administrative Head of the Commission, assisted by two Assistant Executive

Secretaries, providing administrative and operational support. The structure establishes a system for the participation of the Commissioners in the day to day operations of the Commission, as provided for in the Public Elections Act of 2022.

However, the review has further identified some key areas of concern with the current structure.

- **Lack of clearly defined reporting lines:** The organizational structure of ECSL does not have a well-defined hierarchy and reporting lines, which may lead to confusion, lack of accountability, and inefficiencies in decision-making processes;
- **Absence of clear career pathways:** The current structure does not provide clear career progression paths for employees within the Commission. The absence of a clearly established career pathways may lead to demotivation among staff and hinder talent retention and succession planning. Without clear pathways for advancement, employees may feel uncertain about their future within the organization, leading to decreased morale and productivity;
- **Inadequate communication channels:** There is a weak communication channel within the organizational structure, which is believed to impede information-sharing and collaboration among different departments or units;
- **Overlapping roles and responsibilities:** The review team observed instances of overlapping roles and responsibilities within the ECSL structure, leading to duplication of efforts, confusion, and inefficiencies in operations;
- **Insufficient capacity building Opportunities:** The structure does not adequately prioritize capacity building opportunities for staff, which is crucial for enhancing skills, knowledge, and performance within the organization.
- **Inadequate level of diversity and inclusivity:** The organizational structure does not adequately reflect diversity and inclusivity in terms of gender representation and inclusion of marginalized groups. This could impact decision-making processes and the Commission's ability to address the needs of all stakeholders;
- The review team also notes that the current structure of the Electoral Commission for Sierra Leone is clogged and needs to be restructured to create space for career progression. This suggests that there may be inefficiencies in how the Commission is organized, which can impact its ability to effectively carry out its mandate.

- Comparative analysis with other Commissions across Africa indicates that ECSL has a large organic structure for a country with a population size of seven (7+) million plus.

Recommendations:

- In order to address these concerns, the Commission may consider re-organising its organizational structure and adopt the proposed structure presented in figure 1 to ensure that it is aligned with its objectives and provides clear career paths for employees. This may involve revising job titles, redefining roles and responsibilities, and implementing mechanisms for professional development and advancement within the organisation.
- Overall, the review team has done comprehensive analysis and restructuring of the organisational structure of the Electoral Commission for Sierra Leone which is necessary to address the identified issues and enhance the Commission's effectiveness and efficiency in the implementation of its mandate.

In view of the recommendation proffered, the review has proposed an organizational structure, which is strongly believed can address the challenges that have affected performance and service delivery.

Below is the proposed structure:

Figure 4: PROPOSED ORGANIZATIONAL STRUCTURE OF THE ELECTORAL COMMISSION FOR SIERRA LEONE

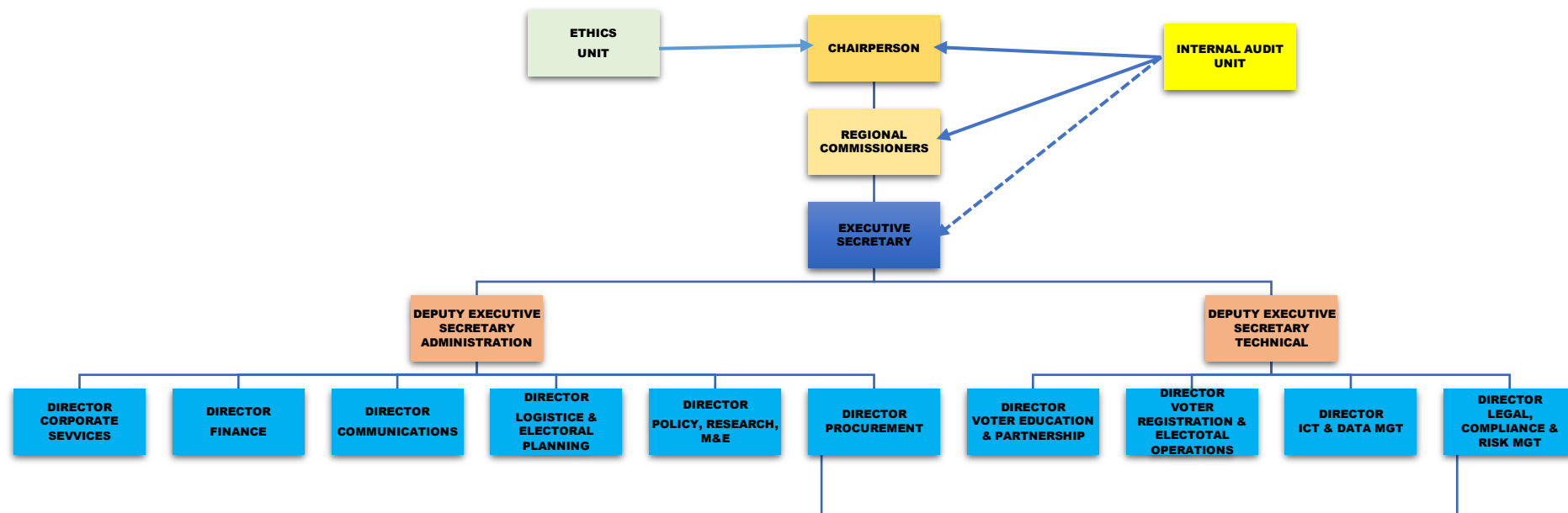


Figure 5: PROPOSED ORGANIZATIONAL STRUCTURE FOR THE TECHNICAL WING OF ECSL

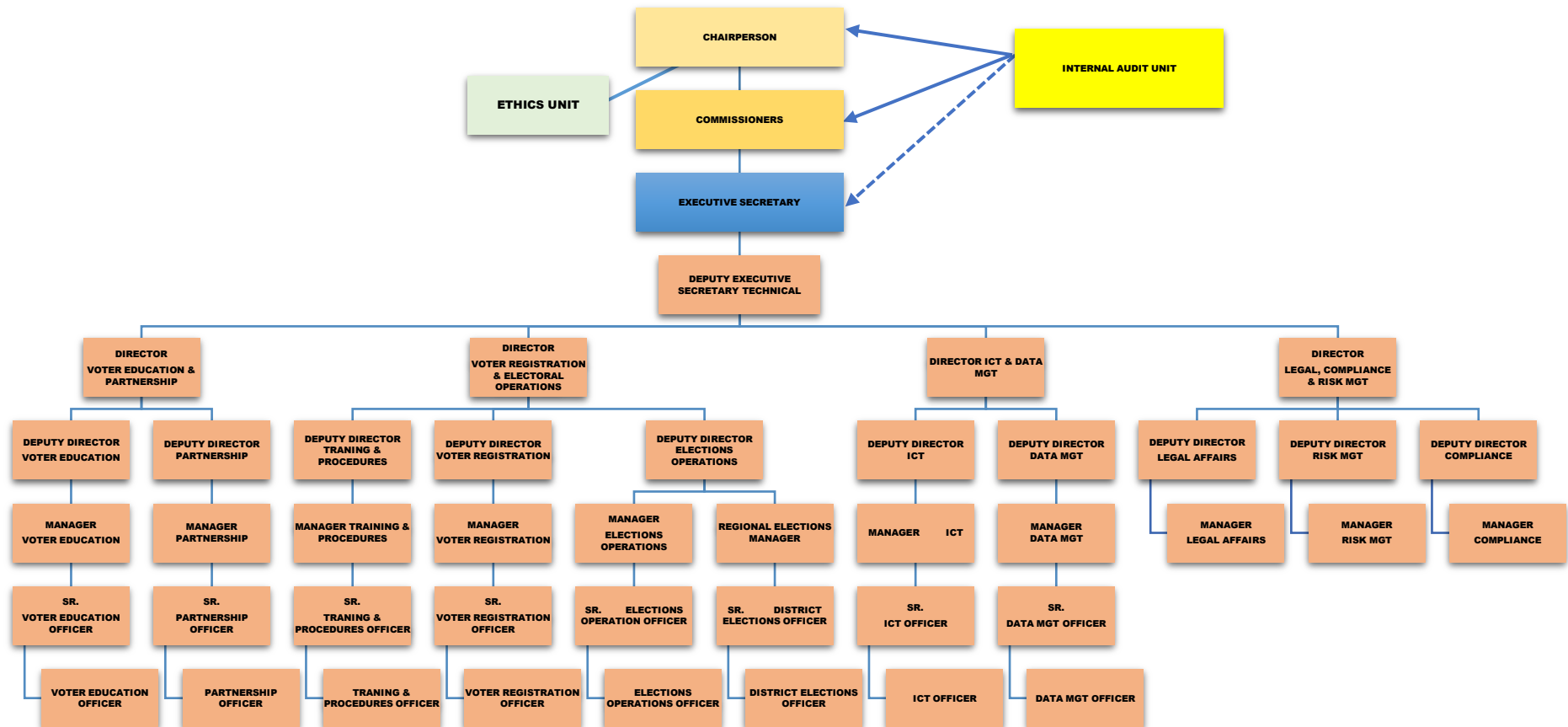
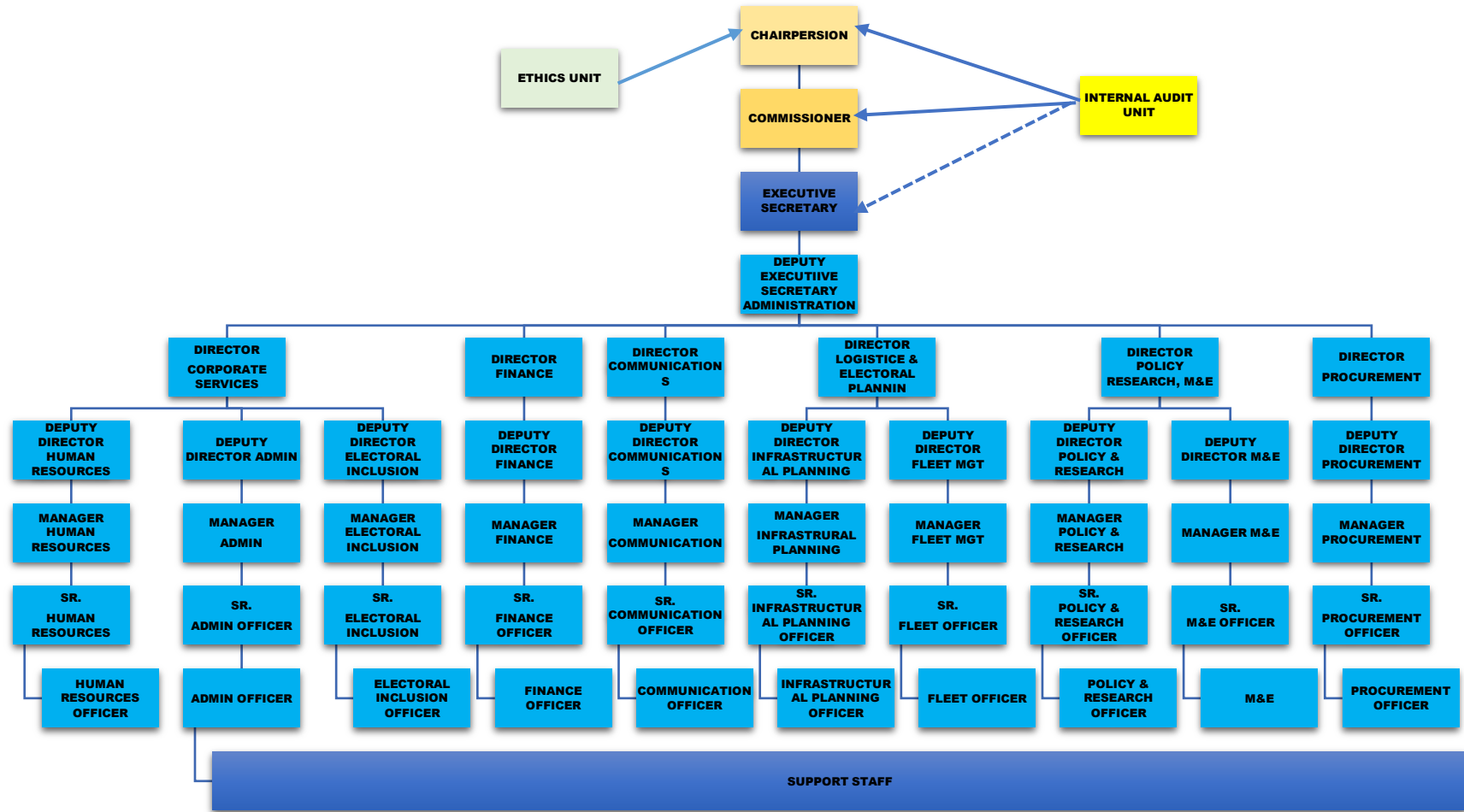


Figure 6: PROPOSED ORGANIZATIONAL STRUCTURE FOR THE ADMINISTRATIVE WING OF THE ECSL

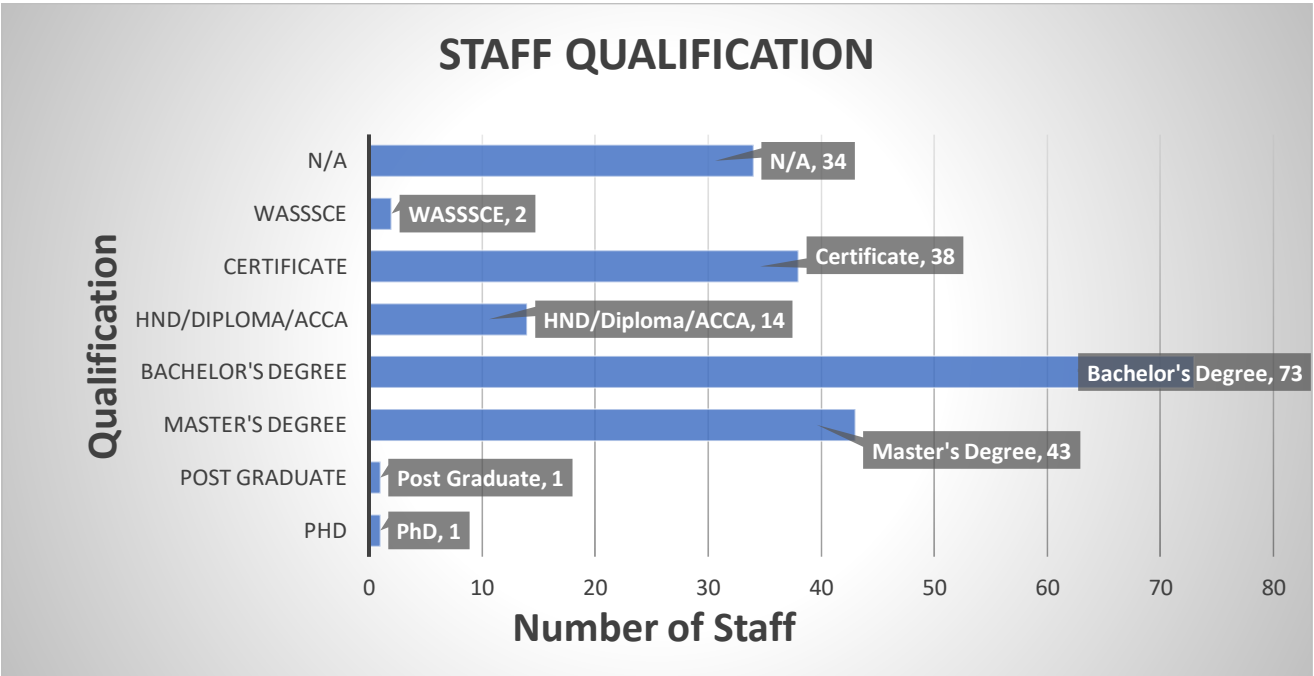


5.6 Staff Qualifications

Findings

The functional review revealed that the Commission boasts a highly qualified workforce in terms of academic credentials. Out of the total 206 employees, 73 hold a bachelor's degree, 43 possess a master's degree, and 1 staff member has achieved a PhD. The distribution of these qualifications among the Commission's staff is illustrated in the horizontal bar chart below.

Figure 7: Academic Qualifications of Staff of the ECSL



Source: Current Staff List, 2025

Thus, from the above chart, the review highlighted that every technical staff member at the Commission holds at least a bachelor's degree, with one individual having a PhD and another holding a postgraduate diploma. Additionally, all but three of the Commission's Directors possess a master's degree. It was also observed that these degrees are generally not specialized in their respective fields, with the exception of the Director of Procurement, who holds a master's degree relevant to procurement. However, the review team was unable to verify these qualifications against the staff records in the HR Department.

Recommendation (s)

Based on the review findings, **we therefore recommend**

- **Role-Specific Training Programs:** Develop and implement training programs that are specifically tailored to the roles and responsibilities of

each staff member. This will ensure that employees gain skills and knowledge directly applicable to their job functions.

- **Field-Specific Development:** Since many staff members' academic qualifications are not directly related to their current roles, prioritize training that bridges this gap by focusing on industry-specific skills and competencies.
- **Procurement Training:** Given that the Director of Procurement has a relevant degree, consider using this expertise to develop specialized procurement training modules that can benefit other staff members involved in procurement activities.
- **Continuous Professional Development:** Encourage ongoing professional development by offering workshops, seminars, and courses that align with the latest trends and requirements in their respective fields.
- **Verification and Alignment:** Ensure that training initiatives are aligned with verified staff qualifications and roles by improving the process of cross-checking academic credentials with HR records.
- **Customized Learning Paths:** Create individualized learning paths that consider each employee's current qualifications and career aspirations, allowing for more targeted and effective skill development.

By focusing on these recommendations, the Commission can enhance the effectiveness of its workforce and ensure that staff members are well-equipped to meet the demands of their specific roles.

5.7 Systematized Capacity Development for ECSL Staff

Findings

On the average, the review noted that ECSL has very experienced staff, many of who have participated on several capacity building programmes at national and international level. Some were even noted to have participated in elections observation missions in other countries, giving them added experiences on the conduct and management of elections across Africa.

Nonetheless, the review noted serious challenges in relation to the use of technology by ECSL to promote electoral transparency and fostering accountability. Like every other Elections Management Body across Africa that has leveraged on technology to promote electoral transparency, ECSL is expected to explore opportunities for a robust ICT infrastructure that does not only seek to promote electoral transparency, but equally shorten the turn-around time from voting to final announcement of results. This requires the Commission's staff to stay up-to-date considering the complexities of the electoral environment, which requires them to acquire skills and competencies needed for effective elections management.

Analysis indicates that ECSL does not have a systematic staff capacity building plan to providing specialized trainings to optimize staff performance in both administrative and technical areas leveraging on technology as an effective tool to drive service delivery. Staff at both HQ and field level noted that though few capacity-building opportunities exist, most of which are either generic or not specific to their functions.

Recommendations:

Given the findings highlighted above, the review recommends that ECSL establishes a systematic staff capacity building plan through a dedicated department, as proposed, charged with the responsible to promote capacity building for staff of ECSL.

ECSL also has to devote appropriate and adequate resources to capacity-development programmes to ensure its mandate is fully implemented.

This will require the ECSL, over the short, medium and long term to:

- Develop and implement a comprehensive capacity-building strategy tailored to ECSL's operational and strategic priorities. This strategy should address training and development programmes, including pre and post-elections capacity-building initiatives;
- Develop training operational plan for each phase of elections including training materials and delivery plan;
- A second immediate step would be for the proposed department responsible for technical elections capacity-building programmes to conduct training needs assessment across the Commission to identify, prioritize and develop specific training programmes;.
- Partner with local and international organizations to provide specialized trainings on emerging elections technologies and best practices;
- Institutionalize mentorship and knowledge-sharing programmes to build internal capacity and ensure knowledge retention;
- Allocate a dedicated budget for continuous professional development to ensure staff are equipped with the necessary skills to handle evolving technology to support the conduct of credible and transparent elections in addressing future challenges.

5.8 Strengthening External Communications and Outreach

Findings

ECSL has diverse set of communications platforms to communicate with the public and electoral stakeholders, through its web page, Facebook page, and an

account on X. The ECSL has also established a Unit to counter misinformation, aimed at maximizing information integrity during elections.

However, while the review team acknowledges the efforts of the Commission in terms of establishing the external communications and outreach infrastructure, much has not been done to effectively utilize the infrastructure created to educate the public and build public confidence. For example, the last Facebook post was on November 27, 2024, and the last News and Events update on the webpage was on July 29, 2024.

Recommendations

Given the infrastructure and staffing already in place at ECSL, the institution can take steps to improve its external communications. This should include:

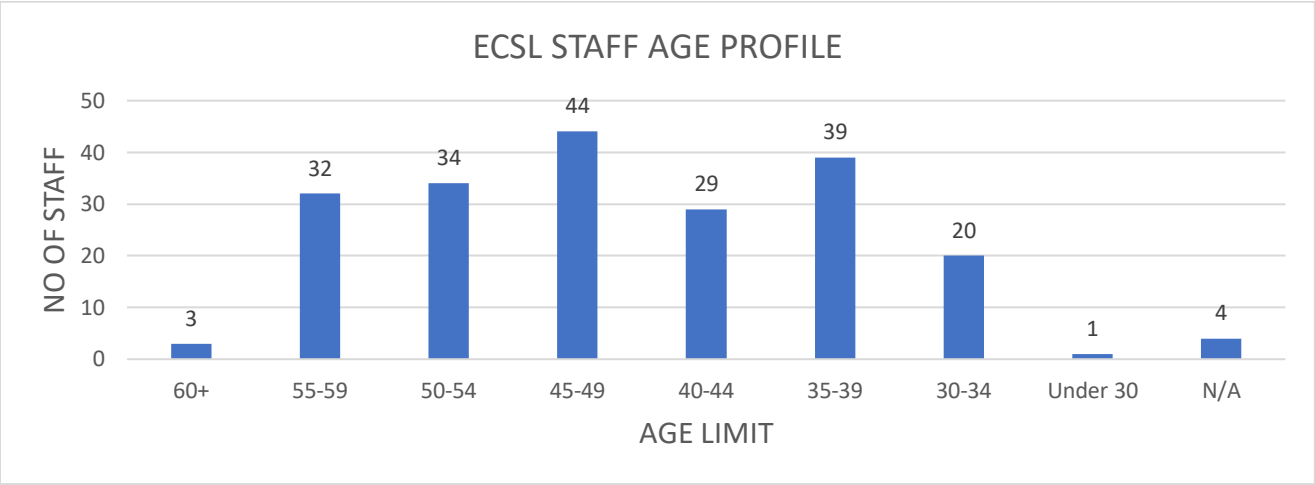
- Timely posts on its online communications platforms so that the public and electoral stakeholders are aware of issues that the ECSL is addressing at any point in time;
- The ECSL should review its communications strategy that seeks to provide effective voter education to the public;
- The ECSL should also identify specific capacity-building initiatives that may be necessary for its staff to effectively leverage current communications platforms;
- The ECSL should adopt a culture that emphasizes transparency and public communications as a key approach to building public trust;
- Review and develop effective methods and approaches to improve the delivery of Civic and Voter Education to stakeholders, particularly women, youth, and marginalised members of society. Continuous, inclusive and responsive civic and voter education is also critical in the delivery of free, fair, transparent and credible elections.

5.9 Age Profile

Findings:

According to the age profile submitted to the review team, the age limits for the various age groups are shown in the graph below:

Figure 8: ECSL STAFF AGE PROFILE



Source: Current Staff List, 2025

The chart above indicates that out of a total staff of 206, sixty-nine (69) employees are aged fifty (50) or older. This suggests that 33.4% of the staff will be eligible for retirement within the next ten years, including three (3) individuals who have either already retired or are set to retire by the end of 2025. Conversely, one hundred and thirty-seven employees are aged forty-five or younger, indicating that 66.6% will not retire for at least another fifteen years. Additionally, the data highlights that a significant portion of the directors, assistant directors, and drivers are projected to retire in less than five years. This situation necessitates the development of a comprehensive and effective succession plan by the Commission to ensure smooth leadership transitions and effective knowledge transfer.

Recommendation(s)

Based on the review findings, **the review therefore recommends that the commission:**

- **Develop a Succession Plan:** Create a detailed succession plan to address the impending retirements, particularly focusing on key positions such as directors, assistant directors, and drivers. This plan should identify potential internal candidates for these roles and outline a clear path for their development and transition;
- **Implement Training and Development Programs:** Establish training programs to upskill younger staff members, ensuring they are prepared to take on more senior roles in the future. This could include leadership training, mentorship programs, and opportunities for cross-departmental experience;
- **Knowledge Transfer Initiatives:** Facilitate knowledge transfer from retiring employees to younger staff. This could involve job shadowing,

documentation of key processes, and the creation of knowledge repositories to preserve institutional memory;

- **Recruitment Strategy:** Consider recruiting new talent to fill anticipated gaps, especially in specialized roles that may not have immediate internal successors. This strategy should focus on attracting individuals with the skills and potential to grow within the organization;
- **Retirement Planning Support:** Offer retirement planning support to employees nearing retirement age. This could include financial planning workshops and counseling services to help them transition smoothly;
- **Regular Workforce Analysis:** Conduct regular analyses of the workforce demographics to anticipate future retirement trends and adjust plans accordingly. This will help the Commission remain proactive in its workforce planning efforts;
- **Engage with Stakeholders:** Involve key stakeholders in the planning process to ensure that the succession plan aligns with the overall strategic goals of the Commission and addresses any specific needs or concerns.

By implementing these recommendations, the Commission can ensure a seamless transition during the upcoming retirements and maintain strategic and operational continuity.

5.10 Stakeholders' Collaboration and Coordination

Findings:

Stakeholders' engagements revealed that ECSL has several coordination and collaboration instruments in place with well-coordinated platforms to interact with its stakeholders. The last 2023 elections, had several coordination platforms some of which include the Elections Steering Committee, chaired by the Chief Minister and Co-chaired by the UN Resident Coordinator, the National and District Political Parties Liaison Committees, Civil Society Liaison Committee, National Security Council Coordinating Group, all of which provided significant support, which to a large extent helped to minimize the percentage of void vote (bringing the void vote to less than 1%). Some of these mechanisms including those in Freetown or sub-national levels are operating well, while others are underperforming.

However, several other challenges were identified that affected effective stakeholders' collaboration and coordination. There was no clearly defined stakeholder engagement strategy that provides well defined guidelines on engagements. The absence of an Engagement Policy with partners on the clarity of engagement on how decisions are made, late accreditation of local and international election observer groups, frequency of meetings, ways to address membership issues, and leadership of the committees established affected

collaboration and coordination. The latter is particularly critical, as the entity whose mandate is being supported is normally in the driving seat as a co-lead or leading agency.

Inadequate coordination mechanism between the ECSL and key stakeholders, such as Civil Society Organizations, political parties, and international partners, was largely responsible for the mistrust in election planning and execution. Overlapping roles and lack of synergy between ECSL and Civil Society Organizations also resulted to duplication of efforts. The absence of structured stakeholder engagement mechanisms undermines public trust and weakens collaboration.

Recommendations:

- By clarifying the mandates of current election-related coordination mechanisms at the national, regional, and districts levels, the ECSL will be in a better position to identify overlapping and missing objectives;
- Amend the Public Elections Act to mandate that Electoral Commission convene a Political Parties Liaison Committee (PPLC) to meet at least monthly, and to make public all PPLC documents including the agenda and formal minutes;
- It is also recommended that the PPLC be chaired by the Chair of ECSL or his/her representative and consist of all registered political parties, HRC, NCD, NCRA, ONS, Peace Commission, PPRC, RSLAF, SL Police and CSOs accredited to ECSL;
- Clarity regarding mandate, membership, and leadership, time of operation, and governance and transparency issues for the respective coordination mechanism would improve its contributions to election integrity, risk mitigations and support to ECSL's ability to deliver credible elections;
- Establish a formal coordination framework with clear roles and responsibilities for all stakeholders involved in the electoral process.
- Conduct regular stakeholder consultations to ensure alignment of priorities and build trust;
- Set up an inter-commission task force to strengthen collaboration between ECSL and other institutions for seamless election management;
- Develop a Stakeholder Engagement Strategy to improve relationships with political parties, CSOs, and donor partners.
- There is need for strong collaboration with Security Agencies to enhance security of staff, operations and office facilities;
- Timely accreditation of local and international elections observers, media, political parties' and candidate representatives is critical to the successful engagement of

stakeholders in electoral activities. ECSL should ensure that accreditation timelines are publicised ahead of due dates in order to enforce them and manage last minute applications during voter registration, campaign monitoring, polling and result management at tally centres

5.11 Conditions of Service

Findings:

From the payroll analysis presented to the review, ECSL appears to be one of the least remunerated Institutions in terms of staff salaries in sharp contrast with its mandate and critical job functions. Comparative analysis of staff salaries at ECSL with other Commissions, places ECSL at the lower bottom of staff remuneration. The current conditions of service do not adequately attract or retain qualified personnel, resulting in a high turnover rate. Given the nature of ECSL's functions, which requires Commissioners and staff to demonstrate the highest level of electoral integrity, their conditions of service should be reflective of their roles and responsibilities.

Recommendations:

- Conduct a review of the ECSL's remuneration structure to ensure alignment with the broader public service pay scale while offering competitive benefits.
- Provide clear policies on allowances, medical benefits, and pension schemes to motivate staff.
- Introduce recognition and performance reward systems to boost morale and performance.

5.12 Inventory Control and Management

Findings

Poor inventory management systems have resulted to wastage and loss of materials such as election kits, stationery, and equipment. While the review recognized the existence of critical assets management software, the neglect in the utilization of the assets management tracking systems questions ECSL's efforts for strategic repositioning. The neglect to utilize the system even when it exists has led to unnecessary delays in retrieving or reallocating equipment for electoral purposes. This has further undermined accountability mechanism, leading to wastages and incurring additional cost on the part of government.

Recommendations:

- Implement an electronic inventory management system to track, allocate, and monitor all ECSL assets and materials in real time.

- Train staff on proper inventory management practices to reduce wastage and losses.
- Develop a policy on the disposal and reuse of obsolete or excess materials to optimize resource utilization.
- Conduct regular audits of inventory to ensure accountability and identify areas for improvement.

5.13 Financial Sustainability of ECSL

Findings:

The review noted significant improvement from government in terms of providing funds to conduct elections in Sierra Leone. Rather than relying on development partners, Government of Sierra Leone has since 2018 shown more commitment to provide funds to the Electoral Commission of Sierra Leone and strengthen the funding regime for electoral processes. The Public Elections Act, 2022 provides for the establishment of a National Elections Sustainability and Trust Fund (NEST), which shall be managed by the Electoral Commission of Sierra Leone. The objective is to ensure that the Government takes the lead in funding electoral processes and ensures that the Electoral Commission fully implements its annual electoral calendar.

Though, previous elections before 2023 were noted to have been supported by donor partners, the review also noted that 100% disbursement of budget allocations by the Ministry of Finance during the 2022/2023 election cycle. However, this support should not be seen as a one-off that comes every other five years, as it has been always been.

The review also noted that significant support to ECSL's post elections programmes and activities have most times come from donor partners. Budget allocations from the government are often delayed, affecting the timely execution of activities, especially during post-election period. Insufficient funding for operational and maintenance costs hinder the ECSL's ability to sustain core functions outside elections period. The over-reliance on budgetary support from the Ministry of Finance, which is often reduced and not always forthcoming continues to affect ECSL's operational independence. While donor support is always appreciated, most time, they are tied to specific conditions, which are inconsistent with ECSL's operational plan.

Recommendations:

- Advocate for increased government funding with a focus on ensuring timely disbursements to reduce dependency on donors;

- Develop a long-term financial sustainability plan, including the sustenance of the National Elections Sustainability Trust Fund (NESTF), which will help ECSL conduct elections without having to depend on donor support;
- Establish robust financial management and reporting systems to ensure accountability and transparency in the management of public funds;
- Explore opportunities and establish partnership with technological companies and sister institutions across the continent to adapt the use of technology in the conduct of elections to promote transparency and enhance elections credibility.

5.14 Accommodation

Findings:

ECSL offices, especially at district levels, are either inadequate or poorly maintained, creating an unprofessional work environment. Insufficient staff accommodation during election periods impacts the ability to deploy personnel effectively in remote areas.

Recommendations:

- Upgrade and maintain ECSL offices across the country to provide a conducive work environment;
- Construct secured storage facilities for sensitive election materials, ensuring their integrity;
- Develop a housing allowance policy or provide temporary accommodations for staff deployed in remote areas during election operations.

5.15 Staff Promotion

Findings

Promotion is a vital component of every Institution that support staff growth and progress. Interviews conducted and desk review indicate that most of the staff at the Commission have not been benefited from promotion for the last six years. The ECSL does not have a well-defined Scheme of Service, leading to inconsistencies in staff career progression and motivation. Absence of a scheme of service affects employee motivation and retention.

Recommendations:

- Develop a clear Scheme and review the Promotion Policy: ECSL should develop a scheme of service that guides career growth and development. It

is recommended for the existing promotion policy be reviewed and adopted for effective implementation;

- Create Career Progression Paths: Define structured career pathways for different job categories within the commission;
- Institutionalize a Performance-Based System: Promotion should be tied to key performance indicators (KPIs) and annual performance appraisals;
- Ensure Transparency in Promotion Processes: Implement clear guidelines and communication mechanisms to prevent favoritism and enhance fairness.

5.16 Equipment and Logistics

Findings

From information provided, the review noted that the Electoral Commission has now taken full responsibility for the procurement and purchase of electoral materials. While this is considered a laudable venture, the lack of a legal framework for safeguards and confidentiality could lead to forgery and manipulation without legal penalties.

Interview and desk reviews also revealed that poor operational planning has negatively affected the conduct of elections in Sierra Leone. It was reported that, logistical challenges have been associated with the late delivery of polling materials causing delays in voting at polling stations across the country.

Considering the recent experience recorded in the 2023 elections, for which ECSL confirmed to the review team that 100% of the budget allocation was disbursed to conduct the election, it was difficult for the review team to ascertain the primary factor responsible for delay in the deployment of staff and electoral materials across polling centres. Limited secure storage for sensitive electoral materials increases risks of damage or tampering.

Recommendations

- Amend the Public Elections Act, 2022 to make the procurement and printing of electoral materials, including ballot papers, more transparent and open to registered political parties;
- Improve Logistics and Transportation: Acquire additional vehicles and develop a fleet management system for efficient deployment;
- Develop logistics, materials parking and field communications plan for each phase of electoral operations such as voter's registration on elections day;
- Enhance Storage Facilities: Construct or upgrade secured storage units at district and regional levels to safeguard electoral materials.

5.17 Use of Technology to Enhance Electoral Transparency

Findings:

Over the electoral cycles under review, the voter registration process has evolved significantly from a paper-based process to one that now benefits from modern biometric technology. The introduction of the national civil register after 2016 has also provided opportunities for Sierra Leone to streamline its registration of the population for a variety of purposes, including elections.

In the two elections since the establishment of the National Civil Registration Authority (NCRA) – 2018 and 2023 – there have been concerns over clarity on the tasks attributed respectively to the NCRA and to the Electoral Commission, where responsibility and resources should be, and what are the processes to be undertaken. The role of NCRA is discussed in the Public Institutions section below. The Committee anticipates a voter registration process where responsibility for the accuracy and completeness of the voter register remains the responsibility of the Electoral Commission, and the NCRA civil registry database is only one data source into the voters' register.

Recommendations:

- To run elections there is need for timely and adequate engagement of stakeholders whenever need arises to introduce and utilise technologies for management of electoral processes. ECSL will therefore have to plan its activities in a manner that allows for adequate and timely engagement of stakeholders. This will ensure transparency and lead to sustenance of trust and confidence in the system;
- Electoral Commission to receive a voting age population database from NCRA for the purpose of updating a voter register;
- Electoral Commission to conduct a national voter registration fieldwork exercise following receipt of the data from NCRA. This will also allow voters to verify their names on the provisional list of voters;
- Electoral Commission to conduct a deduplication process in Sierra Leone in a transparent manner following their field work process;
- Electoral Commission review the proposed locations of registration centres every cycle, taking into account both distance from the population and the number of expected voters, with full engagement of stakeholders in the review process;
- The Government should consider further subsidising the acquisition of national ID cards so that the Electoral Commission does not need resources to issue separate voter identification documents.

5.18 Role of Elections Observation Groups

The presence of electoral observers, both national ('domestic') and international is a well-established feature of Sierra Leonean elections, and the contribution of electoral observers is well appreciated. Electoral observation reports have always been considered as one of the source documents used to strengthen electoral processes and improve transparency in elections. The review also noted the threat associated with the work of elections observation groups, which requires them to have access to legal protection as human rights defenders in line with international best practices.

From stakeholders' analysis, the review also noted an increase in the number and type of electoral observers being accredited, especially during the 2023 elections. As it is the best for electoral observers to produce report within three months of an election. The review equally noted that many of the electoral observation group did not end up producing and submitting reports, even when the Public Elections Act requires the submission of a report from accredited observers within three months of an election. Given the fact that there are penalties associated with the non-submission of report by elections observers, after three months of election, as provided for the in the Public Elections Act, 2022, there is the need to strengthen and enforce the legislation, accompanied by strong ethical Code and accreditation procedures.

Recommendations:

- Amend section 167 of the Public Elections Act to make explicit the obligation that observers submit reports and to provide that those observers who do not submit reports will not be eligible for accreditation in the future;
- The Government of Sierra Leone to publish written responses to all submitted reports;
- The Electoral Commission to use the 2012 Declaration of Global Principles and Code of Conduct for Non-Partisan Citizen Election Observers and Monitors and the 2005 Declaration of Principles for International Election Observation and Code of Conduct for International Election Observers as the basis for a new Sierra Leone code;
- The need to consult upon the development of a code and develop Regulation on the conduct of elections observation Groups;
- Elections Observation Groups should be provided with legal and security protection to guaranty their protection and safety during elections;
- The Electoral Commission should send all observer reports received to the Parliamentary oversight committee.

Annex 1. Summary of Recommendations and Implementation Matrix

No.	Recommendations	Implementation Timeline			Responsible Institution/Person	Action required including monitoring of progress
		Short term	Medium term	Long term		
	Policy and Legal Reforms at the ECSL					
1	Justice sector undertake a full review of the compendium of electoral laws,	X			MOJ	Identify obsolete policies and laws for review. Review Policies and laws
2	Promote understanding of the electoral laws among staff, stakeholders and the general public	X			ECSL/MOJ	Validation workshop for reviewed policies and Laws. Rollout and Popularize reviewed policies and laws
3	Review and develop regulations and codes of conduct	X			ECSL/MOJ	Identify regulations and guidelines for review. Review regulations and codes of conduct

4	Strengthen implementation of electoral laws Conduct activities free from undue external influence	X			ECSL/MOJ	Validation, rollout and popularization of electoral laws among various stakeholders
	Organizational Structure and Staff Strength of ECSL					
5	The Commission streamlines its organic structure and adopt the proposed structure,	X			ECSL/PSRU	Develop Job descriptions for various post, appraise staff and issue new employment contracts to staff retained
6	Development of scheme of service for ECSL's staff that serves as a guide for career growth and progression;	X			ECSL/PSRU	Develop a scheme of service for ECSL staff
7	Develop a staff rationalization strategy that seeks to assess competencies and qualifications for proper placement and redeployment of staff;	X			ECSL/PSRU	Develop a staff rationalization strategy

8	Amendment of the functions of the Commissioners to be limited to general oversight and broader policy development;		X		ECSL/PSRU	Review of the ECSL Act
9	Construction of conducive regional office facilities to accommodate regional Commissioners.		X		ECSL	Request for quotation, tender bids and award contracts
	Analysis of Staff Strength					
10	Perform a comprehensive audit to assess the current staffing levels and identify areas for rationalization.	X			ECSL/PSRU	Conduct staff audit and rationalise job roles and responsibilities
11	Clearly define roles and responsibilities for each position	X			ECSL/PSRU	Develop Job descriptions for each position
12	Re-evaluate the policies regarding contract staff to ensure that contracts are adhered to and that there is a clear process for contract termination or renewal	X			ECSL	Develop new policies for hiring contract staff, validate and popularize the policy

13	Invest in training programs to address the identified gaps in specialized skills,		X		ECSL	Staff capacity assesement, Identify institutions offering specialize skills, organise training programs for staff
14	Develop a strategic recruitment plan to attract candidates with the necessary specialized skills and qualifications,	X			ECSL	Develop a strategic recruitment plan to target candidates with the requisite skills and qualifications
15	Strengthen HR management practices to align with best practices,	X			ECSL	Develop and rollout staff manuals and share with all staff
16	Explore ways to optimize the utilization of existing staff by reallocating resources to areas with higher demand		X		ECSL	Develop strategies to optimize the utilization of existing staff
	Anomalies with the Current Organisational Structure					

17	The Commission may consider re-organising its organizational structure and adopt the proposed structure.	X			ECSL	Re-organise staff to fit into the proposed structure
	Staff Qualifications					
18	Develop and implement training programs that are specifically tailored to the roles and responsibilities of each staff member.		X		ECSL	staff capacity assesement, specialized training workshop for each staff and regular appraisals
19	Prioritize training that focuses on industry-specific skills and competencies.		X		ECSL	Identify industry specific training needs and organise training workshops for staff
20	Develop specialized procurement training modules that can benefit other staff members involved in procurement activities.		X		ECSL/NPPA	Develop a procurement training manual and train staff
21	Encourage ongoing professional development by offering workshops, seminars, and courses that				ECSL	Organise workshops, seminars, and courses that align

	align with the latest trends and requirements in their respective fields.		X			with the latest trends and requirements in their respective fields.
22	Ensure that training initiatives are aligned with verified staff qualifications and roles by improving the process of cross-checking academic credentials with HR records.	X			ECSL	Organize certificate audits and conduct staff capacity building assessments
23	Create individualized learning paths that consider each employee's current qualifications and career aspirations, allowing for more targeted and effective skill development.	X			ECSL	Organise workshops, seminars, and courses that align with staff training needs.
	Systematized Capacity Development for ECSL Staff					
24	ECSL establishes a systematic staff capacity building plan through a dedicated department, as proposed, charged with the responsible to promote	X			ECSL	Develop a systematic staff capacity building plan

	capacity building for staff of ECSL.					
25	Develop and implement a comprehensive capacity-building strategy tailored to ECSL's operational and strategic priorities. Develop training operational plan for each phase of elections including training materials and delivery plan;	X			ECSL	Develop a capacity building strategy, Develop training plan, training manual and a delivery plan
26	To conduct training needs assessment across the Commission to identify, prioritize and develop specific training programmes;.	X			ECSL	Conduct training needs assessment to identify, prioritize and develop specific training programmes;.
27	To provide specialized trainings on emerging elections technologies and best practices;		X		ECSL	Rollout training on emerging election technologies and best practice, Organise studies tours for operational staff

28	Institutionalize mentorship and knowledge-sharing programmes to build internal capacity and ensure knowledge retention;		X		ECSL	Conduct regular performance appraisals, identify gaps and training needs and organise internal mentorship programs
29	Allocate a dedicated budget for continuous professional development to ensure staff are equipped with the necessary skills		X		ECSL/MOF	Allocate 10% of annual budget to staff training
	Strengthening External Communications and Outreach					
30	ECSL to timely post on its online communications platforms so that the public and electoral stakeholders are aware of issues that they are addressing at any point in time;	X			ECSL	Regularly update social media platforms(Website , X, Facebook, Instagrametc) on ECSL operations
31	The ECSL should review its communications strategy that seeks to provide effective voter education to the public;		X		ECSL	Review and update ECSL communication strategy

32	The ECSL should also identify specific capacity-building initiatives that may be necessary for its staff to effectively leverage current communications platforms;		X		ECSL	Assess communication staff capacity to use current communication platforms and organise trainings for them
33	The ECSL should adopt a culture that emphasizes transparency and public communications as a key approach to building public trust;			X	ECSL	Regular engagement with wider public on ECSL operations
34	Review and develop effective methods and approaches to improve the delivery of Civic and Voter Education to stakeholders,		X		ECSL, MICE, NCD	Review and update ECSL civic and voter education strategy
	Age Profile					
35	Create a detailed succession plan to address the impending retirements, particularly focusing on key positions such as directors, assistant directors, and drivers.		X		ECSL, PSRU	Develop a succession plan for impending retirements

36	Establish training programs to upskill younger staff members, ensuring they are prepared to take on more senior roles in the future..		X		ECSL	Develop a training program for Junior and intermediate staff.
37	Facilitate knowledge transfer from retiring employees to younger staff.		X		ECSL	Enlist a compendium of Retirees and organise a quarterly training of knowledge transfer to younger staff.
38	Recruiting new talent to fill anticipated gaps, especially in specialized roles that may not have immediate internal successors.		X		ECSL/PSC	Organise trainings on specialised roles/skills to prevent any organisational vaccum.
39	Offer retirement planning support to employees nearing retirement age.		X		ECSL /NASSIT	To engage Employees nearing retirement age on a quarterly basis inorder to decide on planing

						support packages.
40	Conduct regular analyses of the workforce demographics to anticipate future retirement trends and adjust plans accordingly.		X		ECSL, PSRU	To tabulate or record future Retirees and organise future packages as per levels.
41	Involve key stakeholders in the planning process to ensure that the succession plan aligns with the overall strategic goals of the Commission and addresses any specific needs or concerns.		X		ECSL	To conduct Stakeholders Engagement meetings on succession plans keeping in view the strategic goals of ECSL.
	<i>Stakeholders' Collaboration and Coordination</i>					
42	By clarifying the mandates of current election-related coordination mechanisms at the national, regional, and districts levels,		X		ECSL	To develop a robust PR Strategy that would clarify the mandates and Coordination mechanisms at various levels

43	Amend the Public Elections Act to mandate that Electoral Commission convene a Political Parties Liaison Committee (PPLC) to meet at least monthly, and to make public all PPLC documents including the agenda and formal minutes;	X			ECSL	To engage Justice Sector /Law Reforms to Amend the Public Elections Act and to make public all PPLC documents.
44	The PPLC be chaired by the Chair of ECSL or his/her representative and consist of all registered political parties, HRC, NCD, NCRA, ONS, Peace Commission, PPRC, RSLAF, SL Police and CSOs accredited to ECSL;	X			ECSL	To conduct Quarterly Meetings with all Political Parties; NCRA; PPRC; NCD; ONS; Peace Commission; RSLAF; SLP and RSLAF.
45	Clarity regarding mandate, membership, and leadership, time of operation, and governance and transparency issues	X			ECSL	ECSL to organise regular team meetings to discuss mandates; leadership and governance issues.

46	Establish a formal coordination framework with clear roles and responsibilities for all stakeholders involved in the electoral process.	X			ECSL, MOJ	The Communications Outreach Team to develop a Coordination Framework for all Election Stakeholders in the electioneering.
47	Conduct regular stakeholder consultations to ensure alignment of priorities and build trust;	X			ECSL	To conduct Stakeholder Meetings on a monthly basis to ensure alignment of priorities and build trust.
48	Set up an inter-commission task force to strengthen collaboration between ECSL and other institutions for seamless election management;	X			ECSL	The External Relations Outreach Team to set up an Inter-Commission Task Force to strengthen collaboration between ECSL and other Stakeholders.

49	Develop a Stakeholder Engagement Strategy to improve relationships with political parties, CSOs, and donor partners.	X			ECSL, PPRC	The Communications Team to develop a Stakeholder Engagement Strategy to improve relationships.
50	There is need for strong collaboration with Security Agencies to enhance security of staff, operations and office facilities;		X		ECSL, SLP, RSLAF, ONS	The External Relations to do a Memorandum of Understanding with Security Agencies to enhance security of Staff and operations.
51	ECSL should ensure that accreditation timelines are publicised ahead of due dates in order to enforce them and manage last minute applications during voter registration, campaign monitoring, polling and result management at tally centres		X		ECSL	The Communications Team to develop an MOU on Election Observers Accreditation Dates and Timelines soonest possible.
	Conditions of Service					

52	Conduct a review of the ECSL's remuneration structure to ensure alignment with the broader public service pay scale while offering competitive benefits.	X			MOF, PSC, PSRU, WCC	To conduct a review of the ECSL's remuneration package to ensure alignment with the broader Public Service Pay Scale.
53	Provide clear policies on allowances, medical benefits, and pension schemes to motivate staff.	X			AGD, WCC	The ECSL HR to provide clear Policies on allowances, medical benefits and pension schemes to motivate Staff.
54	Introduce recognition and reward systems to boost morale and performance.		X		MOF, PSC, PSRU, WCC	To organise Recognition and Rewarding Systems Ceremony to boost Staff morale.
	Inventory Control and Management					
55	Implement an electronic inventory management system to track, allocate,				ECSL	Procure and operate an electronic

	and monitor all ECSL assets and materials in real time.	X				inventory management system to track and monitor ECSL assets
56	Train staff on proper inventory management practices to reduce wastage and losses.	X			ECSL	Develop training manual and train staff
57	Develop a policy on the disposal and reuse of obsolete or excess materials to optimize resource utilization.	X			ECSL	Develop a policy on the disposal and reuse of obsolete items
58	Conduct regular audits of inventory to ensure accountability and identify areas for improvement.		X		ECSL	Conduct regular audits of inventory
	Financial Sustainability of ECSL					
59	Advocate for increased government funding with a focus on ensuring timely disbursements to reduce dependency on donors;	X			ECSL,MOF	Lobby GOSL and partners for increased financial support
60	Develop a long-term financial sustainability plan, including the sustenance of the National			X	ECSL,MOF	Develop a longterm financial sustainability plan

	Elections Sustainability Trust Fund (NESTF),					
61	Establish robust financial management and reporting systems to ensure accountability and transparency in the management of public funds;		X		ECSL,MOF, Audit SL	Develop and share financial report and engage Audit SL on an annual basis
62	Explore opportunities and establish partnership with technological companies and sister institutions across the continent to adapt the use of technology in the conduct of elections to promote transparency and enhance elections credibility.		X		ECSL, MOCTI	Establish partnership and develop MOU with technology companies across Africa to adapt the use of technology in Election
	Accommodation					
63	Upgrade and maintain ECSL offices across the country to provide a conducive work environment;			X	ECSL, MOF, MPWA	Rehabilitate existing ECSL offices across the country
64	Construct secured storage facilities for sensitive		X		ECSL, MOW, MPWA	Construct secured storage facilities for

	election materials, ensuring their integrity;					sensitive election materials
65	Develop a housing allowance policy or provide temporary accommodations for staff deployed in remote areas during election operations.	X			ECSL	Develop a housing allowance policy for staff deployed in remote areas
	Staff Promotion					
66	ECSL should establish a formal promotion policy based on performance, experience, and qualifications;	X			ECSL	Develop a promoting policy based on performance, experience and qualification
67	Define structured career pathways for different job categories within the commission;	X			ECSL	Rollout of the new organogram to orientate staff on career pathways within the commission
68	Promotion should be tied to key performance indicators (KPIs) and annual performance appraisals;	X			ECSL	Develop key performance indicator and conduct regular staff appraisals
69	Implement clear guidelines and communication mechanisms to prevent	X			ECSL	Develop staff guidelines to prevent favoritism

	favoritism and enhance fairness.					
	Equipment and Logistics					
70	Amend the Public Elections Act, 2022 to make the procurement and printing of electoral materials, including ballot papers,	X			ECSL, MOJ, NPPA	Engage MOJ to amend the Public Elections Act, 2022 to include the procurement of electoral materials
71	Acquire additional vehicles and develop a fleet management system for efficient deployment;		X		ECSL/Mins. of Transport	Procure vehicles and develop a fleet management systems
72	Develop logistics, materials parking and field communications plan for each phase of electoral operations such as voter's registration on elections day;		X		ECSL / RSLAF/SLP	Develop and rollout a logistics, materials parking and field communications plan
73	Construct or upgrade secured storage units at district and regional levels to safeguard electoral materials.		X		ECSL/MPWA	Construct or upgrade secured storage units at district and regional levels

	Use of Technology to Enhance Electoral Transparency					
74	ECSL to plan its activities in a manner that allows for adequate and timely engagement of stakeholders.	X			ECSL	ECSL to plan activities with stakeholders and communicate intime
75	Electoral Commission to receive a voting age population database from NCRA for the purpose of updating a voter register;		X		ECSL/NCRA	ECSL to request voting age population database from NCRA
76	Electoral Commission to conduct a national voter registration fieldwork exercise following receipt of the data from NCRA.		X		ECSL/NCRA	ECSL to conduct a national voter registration fieldwork exercise upon receipt of the data from NCRA.
77	Electoral Commission to conduct a duplication process in Sierra Leone in a transparent manner following their field work process;		X		ECSL/NCRA	ECSL to conduct a duplication process following their field work

78	Electoral Commission review the proposed locations of registration centres, taking into account both distance from the population and the number of expected voters,		X		ECSL	Review proposed locations of registration centres of every election cycle
79	The Government should consider further subsidising the acquisition of national ID cards so that the Electoral Commission does not need resources to issue separate voter identification documents.		X		ECSL/NCRA/MOF	Request government subsidy for the acquisition of national ID card to be used for voting
	Role of Elections Observation Groups					
80	Amend section 167 of the Public Elections Act to make explicit the obligation that observers submit reports and to provide that those observers who do not submit reports will not be eligible for accreditation in the future;	X			ECSL/MOJ	Engage MOJ to amend section 167 of the public elections act to sanction observer that do not submit reports
81	The Government of Sierra Leone to publish written				ECSL/MOJ	ECSL to publish written response

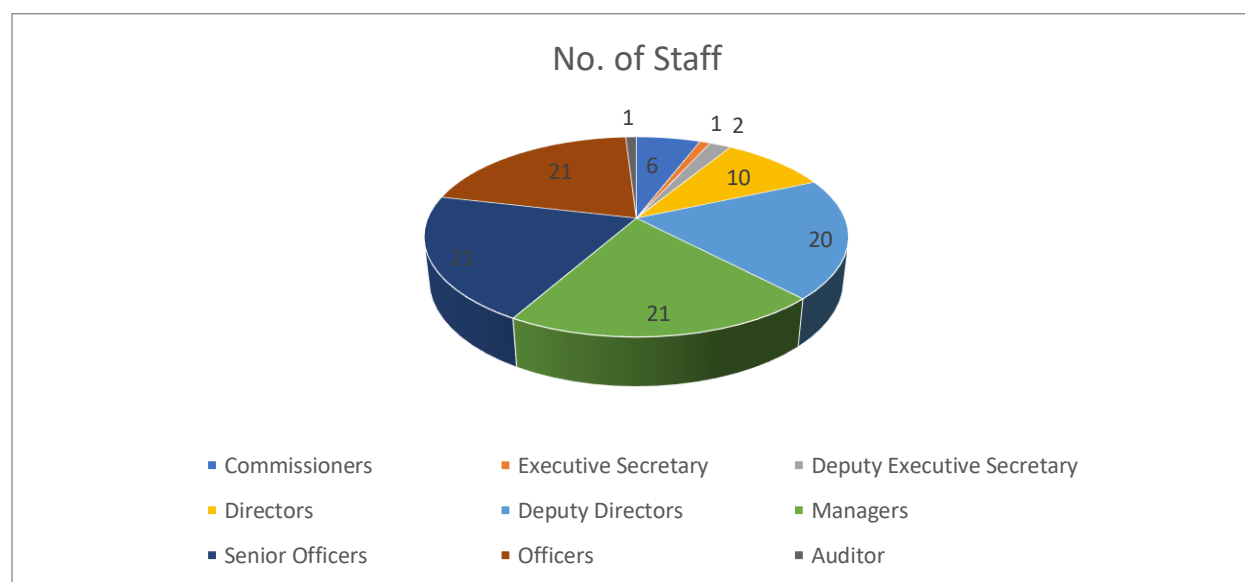
	responses to all submitted reports;		X			to all submitted observer reports
82	The Electoral Commission to use the 2012 Declaration of Global Principles and Code of Conduct for Non-Partisan Citizen Election Observers and Monitors and the 2005 Declaration of Principles for International Election Observation and Code of Conduct for International Election Observers as the basis for a new Sierra Leone code;		X		ECSL/MOJ	ECSL to develop a new code of conduct for International Observers
83	The need to consult upon the development of a code and develop Regulation on the conduct of elections observation Groups;		X		ECSL/MOJ	Rollout and validate the new code of conduct for international observers
84	Elections Observation Groups should be provided with legal and security protection to guaranty their protection and safety during elections;		X		ECSL/RSLAF/SLP/ONS	Provide security for Election Observation groups

85	The Electoral Commission should send all observer reports received to the Parliamentary oversight committee.		X		ECSL	Electoral Commission to send all observer reports received to the Parliamentary oversight committee.
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Annex 2. Required Staff Composition for ECSL as Proposed in the Organogram

Position	No. of Staff
Commissioners	6
Executive Secretary	1
Deputy Executive Secretary	2
Directors	10
Deputy Directors	20
Managers	21
Senior Officers	21
Officers	21
Auditor	1
Total	103

Division	No. of Staff
Commission (Commissioners, ES & DES)	9
Administrative Staff	46
Technical Staff	47
Auditor	1
Total	103



Division	No. of Staff
Commission (Commissioners, ES & DES)	9
Administrative Staff	47
Technical Staff	89
Total	145
Drivers	No. of Vehicles
Commissioners	6
Executive Secretary	1
Deputy Executive Secretary	2
Directors	10
Pool Vehicle	10
District vehicles	16
Total	45

Annex 3. Names of Core PSRU Technical Review Team

Name	Position
Sulaiman Phoray-Musa	Director
Albert R.C.E Williams	Chief of Programmes
Idrissa Koroma	Head of Institutional Reform
Lamin Tarawally	Head of Policy, Research & M&E
Renisa Amy Beckley	Head of Corporate Services
Siaka Wusa-Conteh	Head of Communications
Morrison Arouna	Ag. Head of Resource Mobilisation
Haakawa B. G. Moseray	Principal Analyst Institutional Reform
Thomas Johnny	Principal Analyst Research and Policy

Names of Core IFES Technical Team

Name
Shalva Kipshidze
Staffan Darnolf
Rakesh Sharma

Annex 4.
Names of Stakeholder Interviewed

No	Category/Institution	Names	Designation	Contact/teleph one
1. ECSL OFFICES				
	ECSL Kenema	Thomas Tamba Taylor	District Elections Manager	
		Ismail Issa Brima	Assistant DEM	
		Timothy Musa	Voter education and Training	
	ECSL Kono	Usman Joe Kamara	District Election Manager	
		Ibrahim Tamba Sourie	Office Assistance	
		Augustine Juma Junisa	Assistant DEM	076918365
		David s Quiwa	Voter education and Training	
	ECSL Kailahun	Mohamed Amara	District Election Manager	
		Ahmed Keifala Bassie	Assitant DEM	
		Ibrahim Saidu	Voter education and Training	
		John James	Office Assistant	
		Sylvester Moseray	Driver	
	ECSL, Pujehun	Brima H. Allie	District Election Manager	
		Alimu Bah	Assistant DEM	079478498
		Sheku Robert	Voter Education and Training officer	078250036
	ECSL, Bo	Fatmata L.B. Jalloh	District Election Manager	
		Anthony Aiah Senesie	Assistant DEM	
	ECSL, Moyamba	Lahai Goba	Office Assistant	
		Sulaiman Amara	District Election Manager	
		Dusu Kamara	Assistant DEM	
		Mohamed Kamara	Driver	
	PPRC Kenema	Tarawally		078290598
	Western Urban	Simeon Trye	Ag. Western Urban Manager	
		Francess Marian Davide	Voter Education Officer	
2. POLITICAL PARTIES				
	Political parties Kenema	Moriba	Chairman SLPP	076639628
		Maya A S Bockarie	District Secretary SLPP	
		Sheck Uman Koroma	District Imam SLPP	
		Prince Kamara	Chairman APC	076751266
	Political Parties, Kailahun	Ibrahim Bavayah Foday	District Secretary and Acting Chairman	076826432/03 052
		Morie Feika	Constituency chairman	079530959
3. CIVIL SOCIETY				
	Civil Society Organisations, kenema	Mr. Adu	Regional Coordinator National Elections Watch (New)	076643396
		Haja Fatmata Dassama	Women in Governance	076660065
	Civil Society Organisations, Kenema	Mohamed Barateh Kabba	National Election Watch	076700100
		Tamba Murray	Secretary General, Head of New	076651446

	Civil Society Organisations, Bo	Joseph Blackie	CSO Chairman, Bo	076879871
	Civil Society Organisation, Moyamba	Abdul Joe Kamanda	Forum for Child welfare and Former Chairman, Civil society Coalition	078597838
No.	NAME	ORGANISATION	DESIGNATION	CONTACT No.
1.	Kandeh Kanu	ES-SL- Port Loko	EO/ADEM	
2.	Gassama Sillah	EC-SL- Kambia	SEO/DEM	
3	Manty Turay	EC-SL-Kambia	ADEM	
4.	Foday Samura	EC-SL- Karene	AEO/VETO	
5.	Steven Kabba	EC-SL- Karene	SEO/DEM	
6	Emanuel Lavalie	EC-SL- Karene	ADEM	
7.	Adama K. Saffa	EC-SL- Magburaka	EO/ADEM	
8.	Antoinette J. Conteh	EC-SL- Magburaka	SEO/DEM	
9.	Claude Samura	EC-SL- Bombali	SEO/DEM	
10	Patricia Samura	EC-SL- Bombali	ADEM	
11.	Augustine A.A Mohamed	EC-SL- Koinadugu	SEO/DEM	
12.	Sulaiman Jalloh	EC-SL- Koinadugu	ADEM	
13.	Mohamed L. Jalloh	EC- SL- Koinadugu	Office Assistant	
		APC - Kambia		
		SLPP- Kambia		
		SLPP - Magburaka		
		APC- Magburaka		
		Bombali (Political Parties)		
	Mr. Lawrence Tetteh Kargbo	Koinadugu District Council	Chairman	
	Mr. Foday Kuraisy	SLPP	District Chairman	076-788427
	Mr. Lamin Sheriff	APC	District Sec Gen	079-128612
	Kalilu Bah	Civil Society - Koinadugu	Chairman	
	Magrette Mansaray	Civil Society- Koinadugu	Member/Journalist	
	Nabieu Turay	Civil Society	District Secretary	
		Civil Society - Bombali		
	Aminata Turay	Civil Society- Kambia		