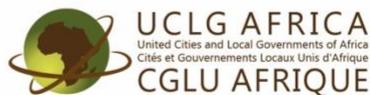




Integration of Sierra Leone Local Authorities in the European Cooperation Programming Process **2021-2027**

COMPENDIUM Of Key Reference Documents



Headquarters:
Local Councils Association of Sierra Leone, LoCaSL 17 Wallace Johnson Street, Freetown.
Contacts :
Telephone: +232 76 338870
Emails: llocaslheadoffice@gmail.com

December 2020

Contents

ACRONYMS	2
1.0 Introduction	3
1.1 Approach and Methodology	3
1.2 Structure of Compendium	4
2.0 National Development Policies and Strategies	5
2.1 PRSP 2&3 and the MTDP (2019 – 2023).....	5
2.1.1 The Agenda for Change (A4C) – PRSP 2 (2008 – 2012)	5
2.1.2 The Agenda for Prosperity (A4P) – PRSP 3 (2013 – 2018).....	5
2.1.3 The MTDP (2019 – 2023)	5
3.0 National Decentralisation Policy and the role of LoCASL in the Decentralisation Process 8	
3.1 Sierra Leone Decentralization Programme	8
3.2 National Decentralisation Policy	10
3.3 LoCASL.....	12
4.0 The EU National Indicative Programme (NIP) for Sierra Leone (2014 – 2020).....	13
4.1 Focal Sector 1: Governance and Civil Society	14
4.2 Focal Sector 2: Education	15
4.3 Focal Sector 3: Agriculture and Food Security.....	16
4.4 Specific Transport Intervention	16
5.0 Summary	17
References.....	17

ACRONYMS

A4C:	Agenda for Change
A4P:	Agenda for Prosperity
BAFS:	Boosting Agriculture and Food Security
CCC:	Cashew, Cocoa and Coffee
CSOs:	Civil Society Organizations
EEAS:	External Action Service
EU:	European Union
LA:	Local Authorities
LED:	Local Economic Development
LGA:	Local Government Act
LoCASL:	Local Councils Association, Sierra Leone
MAF:	Ministry of Agriculture and Forestry
MBSSE:	Ministry of Basic and Senior Secondary Education
MDAs:	Ministries, Departments and Agencies
MDGs:	Millennium Development Goals
MTDP:	Medium Term Development Plan
NAO:	National authorizing Office
NDICI:	Neighbouring Development and International Cooperation Instrument
NEC:	National Electoral Commission
NGOs:	Non-Governmental Organizations
NIP:	National Indicative Programme
NSAs:	Non – State Actors
PRSP:	Poverty Reduction Strategy Paper
PFM:	Public Financial Management
PWDs:	Persons with Disabilities
SALWACO:	Sierra Leone Water Company
SDGs:	Sustainable Development Goals
TA:	Technical Assistance
TALD:	Territorial Approach to Local Development
TSC:	Teacher Service Commission
TVET:	Technical Vocational and Educational Training
UCLG:	United Cities and Local Government

1.0 Introduction

The European Union (EU) has concluded on a new financing agreement for the next 6 years (2021-2027) - the Neighbouring Development and International Cooperation Instrument (NDICI). The process of executing the NDICI involve 2 phases: The pre-programming phase; and the in-country programming (EC, 2013). The pre-programming phase, which has already commenced and formally ends in July 2020, involved internal discussions between the EU delegation and the EU headquarters in Brussels through the External Action Service (EEAS).¹ The object of this phase is defining the key political objectives of the EU Cooperation in each partner country, which include the following

- a. promoting growth, create jobs and reduce inequality – Achieved by territorializing core public policies through integrating the diverging realities and needs of different areas in county
- b. Localize the Sustainable Development Goals (SDGs) and ensure effective delivery - local and regional governments to be seen as essential partners of central government. This could be achieved through mainstreaming local authorities' participation in EU-supported sector policies and programmes (agriculture, climate change, energy, migration, youth, gender etc.)
- c. National government and the EU to actively support territorial approaches to Local Development but MUST be spearheaded by local authorities that are in the capacity to unblock the potential of territories and create additional wealth and income. Development-friendly decentralisation policies, which enhance both the autonomy and accountability of local authorities.

The in-country programming phase will formally commence in August 2020 and ends in November 2020. The object of this phase is to identify priority areas and sectors of Government including the short and medium term consequences of the Covid 19, for intervention by the NDICI. To achieve this, the political dialogue sessions among key stakeholders (central government, local authorities, NSAs, the private sector) shall be guided by the country's national development plan, the former EU engagements and interventions, and the political priorities of the EU. Reference documents to determining the key priority areas are the Medium Term Development Plan (MTDP) (2019-2023); Sustainable Development Goals (SDGs), the revised Decentralization Policy; Government short to medium program for Covid 19 among others (UCLG Africa, 2020) (EC, 2013)

It was against this background the United Cities and Local Government (UCLG) Africa Secretariat hired the services of a consultant to provide technical support to Local Council Association – Sierra Leone (LoCASL) in gathering basic information, where applicable, and preparing the analytic work to be presented to the members of LoCASL.

1.1 Approach and Methodology

The main trust of the technical support is to carry out a study to collect and analyse basic information on the issues stated below and to produce a background document that will serve for the preparation of a national seminar for all members of LoCASL. The issues are

1. In collaboration with LoCASL, timely take contacts of the representatives of national governments in charge of the programming process at national level (the national

¹ EEAS the institution in charge of the political dimension of the EU. The object of this phase is defining the key political objectives of the EU Cooperation in each partner country

authorization officer, National Authorizing Office), the ministry responsible for local government and the different ministries, departments and agencies (MDAs) in charge of the programs and policies being implemented under the current cooperation agreement, as well as with the focal points or coordinating officers in charge of the implementation of climate action and/or the SDGs;

2. The consultant to have a clear understanding of the issue of localization of national policies and SDGs (according to the principle of subsidiarity) and ensure the participation of local councils through LoCASL in all dialogue sessions between government and the EU delegation is clearly identified.
3. Highlight the additional contribution of the territorial approach to local development (TALD) for the implementation of the national development plan, and the enhancement of the potential of the different territories thereby ensuring LAs participate in increasing wealth and employment, and continuously improve the standards and quality of life of the people;
4. mobilize members of LoCASL to define and promote strategic axes and priority actions to be implemented at local level, and facilitate their genuine ownership by all members of LoCASL

The main research method of the technical support to LoCASL is synthesis and interpretation through secondary information. For further evidence, the Compendium utilized qualitative research methodology using rapid assessment techniques such as key informant interviews.

In terms of scope the primary group of stakeholders institutions contacted are LoCASL and selected of its membership, the National authorizing Office (NAO), ministry responsible for Local Government including Decentralization Secretariat and Directorate of Rural Development, the different MDAs in charge of the programs and policies being implemented under the current cooperation agreement, the ministry responsible for development and economic planning and the focal points or coordinating officers in charge of the implementation of climate action and/or the SDGs etc.

In order to effectively provide the technical support to LoCASL, data will be sourced mainly from reviewed and existing reports about LoCASL, on decentralisation and local government, rural development and Local Economic Development. Specific documents that will be reviewed include but not limited to: MTDP (2019-2023); SDGs; the existing and revised Decentralisation Policy; Draft Rural Development Policy; Draft Local Economic Development Policy; Government of Sierra Leone – Ministry of Health and Sanitation Covid 19 Emergency Preparedness and Response Plan, 2020; TALD; the National Indicative Programme (2014-2020) for the 11th European Development Fund to Sierra Leone; the EC 2013 Communication on “Empowering local authorities in partner countries for enhanced governance and more effective development outcomes, etc.

1.2 Structure of Compendium

In terms of structure, the Compendium is presented as stated below. Part 1 looked at the background information on NDICI and the mission context plus the approach methods. Part 2 described the national development policies and strategies. Part 3 discussed Sierra Leone decentralisation programme and analyzed the national decentralization policy and other related policies including the role of LoCASL in promoting decentralization in Sierra Leone. Part 4 assesses status of implementation of the EU National Indicative Programme (NIP) for Sierra Leone (2014 – 2020) whilst Part 5 summarizes the Compendium.

2.0 National Development Policies and Strategies

2.1 PRSP 2&3 and the MTDP (2019 – 2023)

Since the inception of decentralisation in Sierra Leone, a number of national policies and strategies have metamorphosed. The Agenda for Change Document, the Agenda for Prosperity and more recent the Government Medium Term Development Plan (MTDP) 2019 – 2023: A new direction for improving people’s lives through education, inclusive growth and building a resilient economy.

2.1.1 *The Agenda for Change (A4C) – PRSP 2 (2008 – 2012)*

The Agenda for Change (Second PRSP, 2008-2012) focuses on four key priorities: provide a reliable power supply to the country; from a pro-poor growth perspective, raising quantity and value-added productivity in agriculture and fisheries; to develop a national transportation network to enable the movement of goods and people thereby facilitate increased investment and economic activity; and ensure sustainable human development through the provision of improved social services (GOSL, 2008).

2.1.2 *The Agenda for Prosperity (A4P) – PRSP 3 (2013 – 2018)*

The Agenda for Prosperity (A4P) – 3rd Generation PRSP (2013-2018). The A4P builds on the successes of the Agenda for Change and lays the foundation for our journey to achieving sustainable future for all Sierra Leoneans beginning with our goal of middle income country (GOSL, 2013)

The A4P comprise of eight (8) pillars;

- a) **Pillar 1:** Diversified economic growth
- b) **Pillar 2:** Managing natural resources
- c) **Pillar 3:** Accelerating human development
- d) **Pillar 4:** International competitiveness
- e) **Pillar 5:** Labour and employment
- f) **Pillar 6:** Social protection
- g) **Pillar 7:** Governance and public sector reform
- h) **Pillar 8:** Gender and women’s empowerment

Evaluation of both the A4C and A4P revealed that less than 50 percent of the key deliverables in the policies were implemented because of lack of adequate funding.

2.1.3 *The MTDP (2019 – 2023)*

The MTDP (2019 – 2023) mapped out the country’s immediate and long-term goals and development aspirations. The plan charts a clear path towards 2023 en route to the goal of achieving middle-income status by 2039 through inclusive growth that is sustainable and leaves no one behind (GOSL, 2019)

Four (4) key national goals were identified that emerged from the consultative process and grounded in the developmental state model for the period 2019 – 2023.

1. **Goal 1:** A diversified, resilient green economy

2. **Goal 2:** A nation with educated, empowered, and healthy citizens capable of realizing their fullest potential
3. **Goal 3:** A society that is peaceful, cohesive, secure, and just
4. **Goal 4:** A competitive economy with a well-developed infrastructure

The four (4) broad goals are organized around eight (8) policy clusters and several sub-clusters (or broad result areas), which are presented in table 1 below.

Table 1: Policy clusters and sub clusters

No	Policy Cluster		Sub cluster
1	Policy cluster 1: Human capital development	1.1	Ensuring free quality basic and senior secondary education
		1.2	Strengthening tertiary and higher education
		1.3	Accelerating health-care delivery
		1.4	Enhancing environmental sanitation and hygiene
		1.5	Increasing social protection
		1.6	Advancing housing and land management
2	Policy Cluster 2: Diversifying the economy and promoting growth	2.1	Improving productivity and commercialization of the agricultural sector
		2.2	Improving productivity and sustainable management of fisheries and the marine sector
		2.3	Revitalizing the tourism sector
		2.4	Revamping the manufacturing and services sector
		2.5	Improving the management of oil and gas exploration and production
		2.6	Improving the management of mineral resources
		2.7	Promoting an inclusive rural economy.
3	Policy Cluster 3: Infrastructure and economic competitiveness	3.1	Accelerating the provision of energy supplies
		3.2	Transforming the transportation systems
		3.3	Improving the water infrastructure systems
		3.4	Improving information and communication technologies
		3.5	Fostering private sector growth
4	Policy Cluster 4: Governance and accountability for results	4.1	Advancing political development for national cohesion
		4.2	Fighting corruption and illicit financial flows
		4.3	Strengthening public financial management
		4.4	Strengthening audit services
		4.5	Promoting inclusive and accountable justice institutions
		4.6	Building public trust in state institutions
		4.7	Strengthening public service delivery

No	Policy Cluster		Sub cluster
		4.8	Strengthening decentralization, local governance, and rural development
		4.9	Strengthening security institutions
		4.10	Strengthening external relations for integration
5	Policy Cluster 5: Empowering women, children, adolescents, and persons with disability	5.1	Empowering women
		5.2	Increasing investment in children and adolescents
		5.3	Increasing investment in persons with disabilities
6	Policy Cluster 6: Youth employment, sports, and migration	6.1	Increasing youth employment and empowerment
		6.2	Revitalizing sporting activities across the country
		6.3	Addressing migration challenges
7	Policy Cluster 7: Addressing vulnerabilities and building resilience	7.1	Building national environmental resilience
		7.2	Strengthening forest management and wetland conservation
		7.3	Improving disaster management governance
8	Policy Cluster 8: Means of implementation	8.1	Financing the plan
		8.2	The governance arrangements for supervising and monitoring plan implementation
		8.3	The projects and policy measures to be carried out

Source: (GOSL, 2019)

The key policy statement on decentralisation articulated in the MTDP (2019-2023) is to strengthening decentralisation, local governance and rural development. The key policy actions to achieve this are stated below.

1. Review the National Decentralisation Policy and amend the Local Government Act (LGA) 2004 accordingly
2. Facilitate completion of the devolution process as stated in the Local Government Act 2004.
3. Make chiefdom governance a key component of local governance and make chiefdom structures play a major role in the decentralisation process
4. Finalise the National Rural Development Policy to provide the policy environment to ensure the proper coordination of all rural community development interventions
5. Review Public Financial Management (PFM) guidelines (medium-term expenditure framework budget preparation and reporting manuals) for local councils and chiefdoms
6. Harmonise the relationship between local councils and the Council of Paramount Chiefs to ensure mutual respect and trust for effective service delivery
7. Restore the dignity and prestige of Paramount Chiefs by improving their conditions of service and that of essential chiefdom staff.
8. Strengthen the capacity of Paramount Chief and make them an integral part of the local development process
8. Reintroduce the development grant allocation to councils and increase national budget allocation to councils commensurate with their devolved responsibilities
9. Ensure that the staff of MDAs are supervised and controlled by the local councils

3.0 National Decentralisation Policy and the role of LoCASL in the Decentralisation Process

3.1 Sierra Leone Decentralization Programme

Following the end of the decade long civil conflict in Sierra Leone in 2002, the Ahmad Tejan-Kabba led Government re-established local governments in Sierra Leone through the enactment of the Local Government Act, 2004². Most appropriately, there was strong political will for decentralization immediately after the civil conflict. The LGA of 2004, which provided the legislative framework for political, administrative and fiscal decentralization in Sierra Leone, was seen as an important initiative for restoring fully functional, elected, service-orientated local councils³.

Since the enactment of the Law in 2004, there have been four successful local government elections conducted (2004, 2008, 2012 and 2018) with peaceful and smooth transfer of powers, in support of the decentralisation process established.

Devolution has been the hallmark of Sierra Leone’s decentralization which requires some MDAs to transfer some functions to the local councils in a systematic manner. To facilitate this process, Schedule III of the LGA 2004 clearly specified the MDAs and the broad functions which must be transferred to the councils for the transition period ending 2008. In November 2004, the Statutory Instrument No. 13 of 2004 titled “the Local Government (Assumption of Functions) Regulations” to provide more details on the devolution framework was passed by Parliament and published (see table 2 for lists of devolved functions). Section 22 of the LGA 2004 stipulates Government Ministries shall, in respect of any function devolved to local councils under this Act or any other enactment which relates to them, be responsible for the formulation of national policies, and local councils shall act in accordance with such policies (GOSL, 2004). This imply that local councils day to day administration of their jurisdictions hinges on the broad policy framework developed by MDAs that devolved functions to the local councils. For instance a local council typical development plan should emanate from the broad sectoral plan of the parent MDA.

Table 2: Summary lists of devolved functions

No	MDA	Specific functions devolved
1	Agriculture	<p>Crops Division: Tree and Cash crop nurseries; Plantation development and maintenance; Seed production/multiplication; Produce inspection, grading and licensing; Extension services; Input delivery services;</p> <p>Forestry Division: Sensitisation campaigns on forest conservation; Fire prevention and control; Village forest nurseries; Community forest woodlots; National production forests; National production forests catchments; Central nurseries</p> <p>Livestock Services: Animal health; Animal production; Cattle settlement schemes; Settlement of crop/livestock disputes; Administration of livestock markets</p>

²The Local Government Act of 2004 (Section 20) identifies local councils as the highest political authority in their jurisdiction

³There are currently 22 local councils - districts, cities and municipalities

No	MDA	Specific functions devolved
2	Development & Economic Planning	Local level planning; District Recovery Committees to provide short term support to Councils
3	Education	District Education Schools; Primary to mid-Secondary schools – JSS 111; School Supervisors
4	Energy & Power	SALWACO – Water supply: Rural water supply to be run at cost not for profit; Community ownership of wells; Bulk supply of water except where this function is to be privatised to the District and Town Councils
5	Fisheries & Marine Resources	Licensing of small canoes and attendant fishing gear; Establishment and management of fishponds and inland lakes
6	Health	Registration of Births and Death; Public Health information and education; Primary Health Care; Secondary Health Care; Maintenance of non-technical equipment; Facilities management; Procurement of equipment and medicines
7	Information & Broadcasting	Information Services; Purchase of gazettes and receipts
8	Internal Affairs	Sensitisation and education on fire prevention; Basic non-technical fire-fighting; Drug control and prevention programme
9	Lands, Country Planning & Environment	Land Surveying; Land Registration and control of illegal sale of land; Leasing Government land; Strategic local plans; Issuance of building permits; Sand dues; Preparation of land use plans; Education and sensitisation on environmental issues
10	Labour & Social Services	Manpower planning; Enterprise development; Trust Fund based safety net scheme
11	Local Government & Community Development	Community Development
12	Social Welfare, Gender & Children's Affairs	Family case work; Probation; Disability issues; Child welfare; Community Based Organisations; Gender issues
13	Works, Housing & Technical Maintenance	Maintenance of Council buildings/premises
14	Mineral Resources	Establishment and management of Community Development Funds; Coordination of mining licences; Rehabilitation of mined-out areas
15	Tourism & Culture	Local museums; Cultural villages; Freetown Central Library
16	Youth & Sport	Youth affairs; Local sports
17	Registrar General's Department	Celebration and registration of civil marriages; Administration of Estates and Gratuities
18	Roads Authority	Maintenance of primary feeder roads; Maintenance of chiefdom roads/tracks

Source: (GOSL, 2004)

Fiscal decentralisation broadly aims to strengthening local government autonomy over financial resources, and broadens their participation in decision making at the local level for effective and efficient service delivery. It enables devolution of key functions⁴ from the central government to the established local councils supported by the formula-based inter-governmental transfers based on principles of equity and equalization aimed and providing tied (recurrent and development) and unconditional block grants to local councils to carry out the functions devolved to them and to meet their administrative costs. Local councils also raise own revenues⁵ from taxes, fees, licenses royalties, mining revenues, and other sources and compliment government transfers for improved services in localities.

3.2 National Decentralisation Policy

In 2010, the National Decentralization Policy was adopted by Cabinet. Other policies that were devolved but not adopted by Cabinet and/or Parliament are the Drafts Local Economic Development (LED) Policy and Rural Development Policy.

The decentralisation policy of 2010 identified political, administrative and financial decentralization as a channel for fostering democracy and popular participation in governance. It provides broad guidelines on the institutional arrangements, identifies the key stakeholders involved in the decentralisation process and defines their roles, responsibilities and functional relationships (GOSL, 2010).

The decentralisation policy, which is a policy by devolution is based on the following principles

- a) The transfer of power, authority and resources from the centre to democratically elected local councils anchored within the national Constitution and articulated in law, promoting autonomy without prejudice to the sovereignty of the national Government;
- b) Bringing political, administrative and fiscal control and responsibility over services closer to the people where they are actually delivered, in line with the principle of subsidiarity;
- c) Engendering people's ownership of their local development agenda;
- d) Ensuring that holders of public offices locally are held accountable for their actions to the public;
- e) Guaranteeing transparency and openness in the conduct of local council affairs;
- f) Creating an environment for participatory democracy that will enable greater involvement of the people and their representatives in planning, implementing, monitoring and evaluation of development projects and local economic development in their localities;
- g) Stimulating economic growth in local communities, including public-private partnerships; and
- h) Promoting inclusiveness and equality of all citizens within any locality regardless of gender, origin, religion or political persuasion.

The goal of Sierra Leone's decentralisation as articulated in the 2010 Decentralisation Policy was to ensure that the local people and their communities are empowered and fully involved in political and socio-economic development processes and actually formulate and implement development plans, while governments working in collaboration with the private sector and civil society provide the enabling environment, oversight and effective management of national and local development.

⁴See Third Schedule of the Local Government Act for functions devolved to local council under section 20

⁵Local taxes and property taxes are the sources of revenues for the local councils. The main sources of nontax revenues are market dues, business registrations, license fees, and mining royalties (in selected councils)

To achieve the above goal, the following objectives were stated to be pursued:

- to firmly establish the legal and regulatory framework for embedding the policy of decentralisation by devolution while defining roles, responsibilities and functional relationships therein;
- to improve local governance by shifting political, administrative and fiscal responsibilities closest to the areas where services are delivered;
- to devolve service delivery functions to local councils systematically and in a coordinated fashion together with the MDAs;
- to strengthen capacities of key stakeholders involved in the decentralisation process, especially the local councils, to be able to carry out their mandates effectively and efficiently;
- to build local ownership and operational efficiency of the decentralisation process through effective development planning and budgeting, financial management, monitoring and evaluation, and other managerial functions, and to provide an effective link between national development priorities and local level development initiatives;
- to strengthen local councils to effectively harness local revenue potentials to complement other revenue sources, including inter-governmental fiscal transfers, for the funding of their development and administrative programmes;
- to mainstream gender perspectives in the entire decentralisation process especially in the operations of the local councils and to promote inclusiveness for all societal groups;
- to effectively sensitise the citizenry about decentralisation, mobilising solid support for its growth and emphasising good stewardship;
- to promote transparency and accountability in local governance by making local councils directly accountable for their actions to their citizens and nationally, while adhering to the best practices of open government;
- to devolve local economic development promotion functions and their related resources to local councils in a systematic and coordinated manner with the MDAs;
- to devolve the required functions and resources to enable local councils to explore all opportunities to promote equitable local economic growth and service delivery through the mobilisation of local resources in tandem with the private sector and civil society; and
- to harmonise donor support towards strengthening the decentralisation process avoiding unnecessary duplications and overlaps.

Sixteen years into the practice of decentralisation has provided enough time and experience for the government and people to review the benefits to date and to analyse the ongoing challenges with a view of strengthening decentralisation and local governance. Without doubt, the experience of decentralisation has been both enlightening and challenging. The local council system has provided the basis for local articulation, deliberative politics, political participation, accountability and service delivery.

However, some issues have come up for reconsideration, such as issues of accountability of local councils, relationships between major stakeholders (councillors, District Officers, Members of Parliament, Paramount Chiefs), insufficient technical skills and capability among councillors and administrative staff, and inability of citizens to demand accountability from local councils.

Other major challenges include limited capacities of local councils to effectively harness local revenue that can be used for the provision of public services on a sustainable basis; controversies over revenue sharing between the local councils and the chiefdoms; untimely and unpredictable transfers to Local

Councils which affect planning and project implementation; lack of coordination between local councils and Government MDAs due to weak policy background of senior and middle-level personnel in the MDAs to support the decentralization process.

Other areas of Sierra Leone's decentralization process that has not been properly addressed include incomplete devolution of functions, personnel and resources to local councils. Some devolved functions are still performed by MDAs and local councils have little or no control over staff for functions already transferred to them. Sierra Leoneans also identify a range of services that could be competently decentralized to the local councils so that they do not have to go to Freetown to get them including licensing of vehicles, processing pension benefits, business registration, etc.

Over the years, laws have been formulated that contradicted the spirit of decentralization as envisaged by the Local Government Act, 2004 and the National Decentralization Policy, 2010. Laws establishing services such as Education and Health have denied local control of such services. Old laws on taxation, agriculture, fisheries, tourism among others have not been repealed or amended and have therefore created challenges to the full implementation of devolution.

It was on the basis of these the need arose to review the 2010 decentralisation policy.

The revised 2020 decentralisation policy document expresses the vision of the national government for local governance and decentralisation, consistent with the democratic aspirations and development agenda of the people of our country. The policy aims to redefine the space for local governance, provide a clear policy perspective and direction, and confront and anticipate existing and emerging challenges that too often undermine the purpose of devolution as the means for promoting democracy and economic development at the local level (GOSL, 2020).

The five (5) objectives of the 2020 decentralisation policy are stated below

- a) To expand good governance, human rights and the rule of law at the local level.
- b) To deepen devolution and strengthen the capacity of local institutions to deliver local services.
- c) To promote a more effective local governance system by streamlining intergovernmental relationships and resolving institutional conflicts between the central and local levels.
- d) To promote local economic development by giving local councils the authority and resources required for job creation, food security and poverty reduction.
- e) To promote the wellbeing of local citizens, especially of marginalised groups such as women, youth and Persons with Disabilities (PWDs), by giving them greater participation in the planning, implementation and evaluation of local development plans.

3.3 LoCASL

As stated, decentralization implementation, since its inception in 2004, is faced with tremendous challenges one of which is planned, calculated and strengthened advocacy and lobbying on behalf of councils in ensuring their welfare, interests and concerns feeds into the broad policy objectives and strategies of Government. It was evident some Non-State Actors (NSAs)⁶ and other NGOs with keen interest in decentralization were assuming advocacy and lobbying roles on behalf of local councils

⁶Budget Advocacy Network (BAN), Campaign for Good Governance (CGG), Centre for Accountability and the Rule of Law (CARL) etc.

before the official establishment and launching of the LoCASL in September 2011 to serve as a platform where local councils will share experiences and channel their opinion in one voice (UCLG Africa, 2016).

LoCASL is non-profit making organization that, through advocacy and lobbying, representation and capacity building (human, logistics etc.), seeks to promote the interests of Local Councils in Sierra Leone to improve their position within the overall institutional framework of the country by influencing central government decision making processes that affect them. Guided by a philosophy translated through good governance, inclusiveness, participation, accountability and development as core values,⁷ LoCASL's primary objective is "to assist Local Government entities in achieving their mission, complying with principles of good governance and decentralization." Specific objectives of LoCASL as stated in its constitution include among others:⁸

-  To foster and strengthen unity and cooperation between and within all local councils in Sierra Leone without fair or favour
-  To represent the collective views of all local councils at national and international levels
-  To seek and promote the interests and welfare of her members
-  To prevent and resolve conflicts between and among her members engaging with other state and non-state actors to achieve harmony where relevant

Despite the enormous strides carried out by LoCASL to ensure local councils demands (welfare, capacity etc.) are met by Government, it has been facing and continue to face huge setbacks in performing its strategic and core mandate including strengthening units and cooperation within local councils among others. One key reason associated with this setback is capacity (human, fiscal, logistics etc.) on the part of LoCASL to effectively deliver on her mandate in addition to inability and or unwillingness of its members (councils) to meet their financial obligations (membership dues) to LoCASL among others. Great the United Cities and Local Governments of Africa (UCLG-A) have been given an helping hand to help build human capacities of LoCASL (UCLG Africa, 2016)

In terms of its relationship with central government LoCASL has and continue to make tremendous effort to ensure central government develop, adopt and implement policies geared towards improving the welfare of local councils. However, appointment and or selection of executives of its members may possibly determine the nature of the medium to long term relation with central government. It is widely believed that LoCASL relationship with central government could me cordial and improved in the incumbent President of LoCASL is a key stakeholder in Government like the current dispensation, though this belief proved otherwise for the previous LoCASL administration. In any case, LoCASL should be seen, without fair or favour advocating on behalf of its members to the central government.

4.0 The EU National Indicative Programme (NIP) for Sierra Leone (2014 – 2020)

The NIP (2014 – 2020) builds on the national poverty reduction strategy paper (PRSP 2), which is the Agenda for Change (A4C) – 2008 - 2012 and the Agenda for Prosperity (A4P), 2013 – 2018.

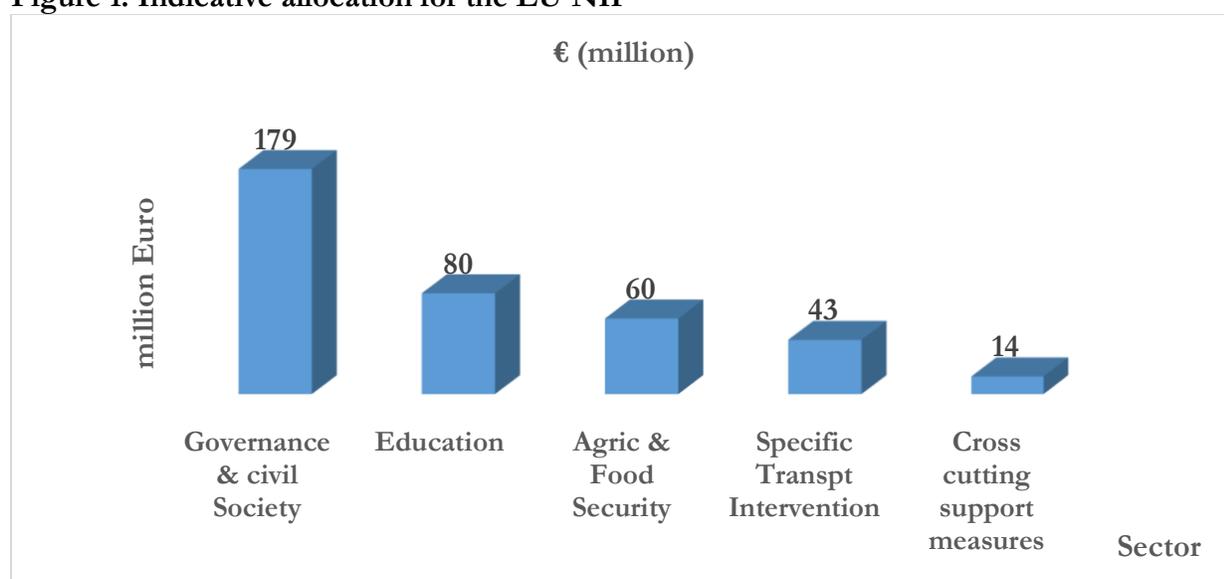
⁷ The Constitution of LoCASL

⁸ Ibid 1

The objective of the EU’s relationship to Sierra Leone for the period 2014 – 2020 is to support the transition from a post conflict situation characterised by critical structural poverty and governance challenges towards a sustainable and inclusive development path. In addition, the EU aim to upgrade its political and policy dialogue with the Sierra Leonean authorities based on shared values and principles including democracy, the rule of law and the promotion and protection of fundamental rights. The focus on achieving these strategies were to promoting governance and public sector reform including effective revenue generation, strengthening programmes to achieve the Millennium Development Goals (MDGs), even after 2015, and promoting greater economic diversification and contributing to Sierra Leone's transition to a green economy (GOSL-EU, 2014).

The indicative allocation to Sierra Leone under the NIP for the period 2014 – 2020 was estimated at €376 million in programmable funds, subdivided as stated in figure 1 below

Figure 1: Indicative allocation for the EU NIP



Source: (GOSL-EU, 2014)

Specific details of the sectors and progress in implementation are presented below⁹

4.1 Focal Sector 1: Governance and Civil Society

This support the overall improvement of the public sector management both in terms of finance management, including revenue generation, and fight against corruption. It also aimed at addressing the ability to deliver services as well as focus on the consolidation of peace, democracy, the rule of law and security

Governance is a key sector for EU cooperation with Sierra Leone.

Two main programmes ongoing are:

1. ***The €27 million European Union (EU) programme supporting governance in Sierra Leone.***

⁹ Available at <http://nao.gov.sl/infrastructure/>. Accessed 20th July 2020 at 23:00 GMT

This programme was launched in November 2017, directed at supporting democratic processes, implementing civil registration and improving public service delivery. The four (4) specific areas of work under this programme are:

- Supporting the National Electoral Commission (NEC) in the run-up to the March 2018 elections, through the multi-donor UNDP electoral assistance project. Beyond elections, NEC will benefit from technical assistance (TA) on Governance.
- Implementing selected priority areas of Parliament's strategic plan, and key infrastructural upgrades (rehabilitation work on the Parliament building), as well as strengthening legislative capacity, to enhance its institutional relevance and effectiveness.
- Supporting the National Civil Registration Authority to help improve the civil registration system to allow information based decision making and service delivery by relevant State Institutions.
- Rebuilding the civil service to improve the efficiency and effectiveness of public service delivery, and to continue to collaborate with the Government on civil service reform, providing TA and other support.

2. ***The €23 million EU programme supporting decentralisation in Sierra Leone:*** This programme focuses on Local Authorities (LAs) and Civil Society (CSOs) in four pre-selected districts, and seeks to achieve the following objectives: LAs are empowered to fulfil their mandate and to implement development plans; and CSOs positively contribute to public policy making and service provision in rural areas. This programme was launched in Makeni City by H.E the President Julius Maada Bio on the 10th July 2020.

4.2 Focal Sector 2: Education

This sector focuses on one or several of the priorities identified in the Agenda for Prosperity (A4P): to make education more equitable and accessible; to improve student learning and make it more relevant; to reform Technical Vocation and Educational Training (TVET) and skills development; and to strengthen education governance.

A multi-annual European Union (EU) programme, launched in December 2016, is supporting the education sector in Sierra Leone with a budget of €29 million. The EU's support to the sector aims to improve access to high quality learning in Sierra Leone, in line with the Government's education strategy and in partnership with the Ministry of Basic and Senior Secondary Education (MBSSE), the Ministry of Technical and Higher Education, the Teacher Service Commission (TSC), decentralised authorities and Teacher Training Colleges in selected Districts. The objectives include:

- Strengthening education management systems. This will improve institutional capacity to implement reforms and manage education in an efficient and effective way at various levels.
- Improving primary school teaching and learning through regular in-service teacher training and an expanded distance teacher training programme.
- Improving the management and delivery of technical and vocational education and training (TVET) in Sierra Leone. This will involve the mapping of TVET institutions and provide a structure for better coordination within the sector.
- Boosting access to quality secondary education, particularly through the rehabilitation and upgrading of targeted junior secondary schools in rural areas. This will include wash facilities, extra classrooms, science labs, new furniture and learning materials.

4.3 Focal Sector 3: Agriculture and Food Security

The support in this sector aimed at contributing to the preparation and implementation of a comprehensive National Food Security Strategy (along with the support to smallholders-intensive high value-added crops) in the framework of the protection and restoration of critical ecosystems. It aims to address Sierra Leone's capacity to increase food supply through agriculture intensification, value addition and protection of the ecosystems, and to improve resilience to financial and environmental shocks and negative trends. A particular focus was meant to be placed on protective measures and social transfers for the most vulnerable groups in rural and urban population.

The European Union (EU) Boosting Agriculture and Food Security (BAFS) programme will provide €35 Million to strengthen the agricultural sector in Sierra Leone. There are three key areas to this programme:

- Increase the policy making capacity of the Ministry of Agriculture and Forestry (MAF) to promote sustainable agriculture and food security. Under this objective the institutional capacity of MAF and the Sierra Leone Agricultural Research Institute will be reinforced and agricultural education and research will be strengthened with support to universities and colleges.
- Enhance the productivity and profitability of cashew, cocoa and coffee (CCC) farming by: establishing agro-forestry systems for CCC, rehabilitating CCC plantations and replacing old, low yield varieties of plants improving the efficiency and effectiveness of related value chains for export.
- Foster sustainable agricultural diversification and ensure that small holders have fair market linkages by: encouraging crop diversification and promoting livestock farming. This will include a national vaccination campaign, promoting sustainable agricultural and internal trade and supporting agribusinesses along added value chains.

4.4 Specific Transport Intervention

This intervention was meant to complete the last segment of the EU-funded Conakry-Freetown-Monrovia highway (Bandajuma to Moa River Bridge) as agreed between the Commissioner and the President

Two key major infrastructural projects implemented in Sierra Leone are supported by the EU under the NIP for Sierra Leone

Bandajuma-Liberia Road and Bridges Rehabilitation Project

The largest European Union (EU) funded project in Sierra Leone is the €105 million Bandajuma–Liberia Road and Bridges Rehabilitation Project. It provides for the upgrading of 100km of roads between Sierra Leone and Liberia, and the construction of three new bridges. These span the Sewa River, the Wanjie River and the Moa River. This project will improve Sierra Leone's core road network and open the main gateway to Liberia, restoring a vital link between the countries.

Moyamba-Moyamba Junction Road and Bridges

The €40.7 million Moyamba-Moyamba Junction road project in the Southern province will improve the road communication system between Moyamba Town and the Masiaka-Bo Highway and facilitate access to the South-Eastern districts. It provides for the rehabilitation of 33km of road between Moyamba and Moyamba Junction, and four bridges. These include one over Gbangbama River,

another over Yambatui River, and the construction of two-lane bridges over the Rokel River (Magbele Bridge) and the Ribi River (Mabang Bridge).

5.0 Summary

In summary, the Compendium presented background information of NDICI, the mission context and method used to develop the compendium. This is followed by description of national development priorities and strategies from 2008 to this present date. Sierra Leone decentralisation programme was discussed and a fine analysis was presented on the principles, goals and objectives of the 2010 decentralisation policy and 2020 revised decentralisation policy. This was backed by establishment of LoCASL including its core mandate. The compendium ended with assessing status of implementation of the EU NIP for Sierras Leone for the period 2014 – 2020.

References

- EC. (2013). *COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS*. Brussels: European Commission.
- GOSL. (2004). *The Local Government Act of 2004*. Freetown: Government of Sierra Leone.
- GOSL. (2008). *An Agenda for Change: Second Poverty Reduction Strategy Paper (PRSP 2)*. Freetown: Government of Sierra Leone.
- GOSL. (2010). *National Decentralisation Policy*. Freetown: Government of Sierra Leone.
- GOSL. (2013). *The Agenda for Prosperity: Road to Middle Income Status - Sierra Leone's Third Generation Poverty Reduction Strategy Paper (PRSP 3)*. Freetown: Government of Sierra Leone.
- GOSL. (2019). *Sierra Leone's Medium-Term National Development Plan (2019-2023): Education for Development*. Freetown: Government of Sierra Leone.
- GOSL. (2020). *Decentralisation Policy*. Freetown: Government of Sierra Leone.
- GOSL-EU. (2014). *11th European Development Fund: National Indicative Programme (2014-2020)*. Nairobi: Sierra Leone - European Union.
- UCLG Africa. (2016). *Study on Capacity Development Needs for Local Councils Association of Sierra Leone (LoCASL)*. Hassan – Rabat: United Cities and Local Governments of Africa.
- UCLG Africa. (2020). *Programming process of the 2021-2027 EU cooperation: Preparedness of local authorities and their national association in the dialogue and interaction with the central government and the EU delegation at country level*. Cassablanca: UCLG Africa.