

## SUMMARY

# Annual Action Programme 2017 in favour of Sierra Leone to be financed from the European Development Fund

### 1. Identification

EDF allocation	EUR 54.5 million of EU contribution
Total cost	EUR 54.5 million of EU contribution
Basic act	Council Regulation (EU) 2015/322 of 2 March 2015 on the implementation of the 11th European Development Fund

### 2. Countrybackground

Sierra Leone is among the poorest and least developed countries (Human Development Index rank 181 out of 188), with no immediate perspectives of quick pro-poor growth and heavily dependent on external aid (40% of capital expenditures are funded by development partners). Development assistance is consequently expected to be needed on a long term. The Ebola outbreak combined with the decline in iron ore prices has seriously impacted the economic situation. The Gross Domestic Product (GDP) contracted by 21% in 2015 followed by an increase of 4,9% in 2016.

Sierra Leone was serious affected by the West African Ebola epidemic from 2014 to 2016. All parts of society were affected and the external interest in investing in country disappeared. The Ebola epidemic clearly underlined the fragile structures of society and it is too limiting to see it just a health crisis.

Elections (presidential, parliament and local) will take place early next year and will heavily influence the next year's development. A change of government is when it comes to actual political objectives not considered to have a big impact but would most likely be a continuation of the status quo.

### 3. Summary of the Action Programme

The Annual Action Programme (AAP) consist of three actions the two first founded in sector 1 of the NIP governance and civil society:

1. Support to the governance sector in Sierra Leone focusing on a number of governance measures: support to election (scheduled for 7/3 2018), support to the parliament, civil registration (biometric) and civil service reform.

It will pivotal to support the upcoming election which will cover both presidential, general and local election and the government has clearly need of financial support with an estimated cost of around USD 43 million or 8% of annual budget. The project build on experiences gained in previous election support programmes and the Electoral Observation Missions. The

action are closely coordinated with the Member States active in Sierra Leone (United Kingdom and Ireland – Germany is not active in election)

The civil registration has already started since the current biometric voter registration will feed into the civil registration. The EU support is only foreseen to start after the elections and the support back-bone infrastructure and data maintenance.

The civil service reform is old territory for us. We have been providing support to the civil service reform under the 10<sup>th</sup> EDF. The support is highly strategic to address reform in the public sector and ensure that public resources are used in the benefit of everybody. This is linked to our work on cleaning up the payroll (a budget support indicator) which has advanced well.

The last project is a very first attempt to work with the Sierra Leonean parliament and try to improve the conditions on which the newly elected parliamentarians will work under. At the same time it aims at improving their capacity to play a better role in the legislative process.

2. Support to civil society and local authorities for local development in Sierra Leone. Sierra Leone has taken over the old colonial system with a decentralised responsibility to deliver basic services. The 14 district councils and 5 city councils are consequently responsible for delivering on: education (both primary and secondary), health, agricultural development, water and sanitation and social welfare. The 2017 budget allocates the equivalent of EUR 16.3 million to local government. Decentralisation is further meant to establish a conducive environment for civil society to operate within local communities. Civil society organisation should contribute at local levels to set priority areas of intervention together with local authorities and to deliver on transparency and accountability.

The idea is to select four areas of intervention and support both local authorities and local civil society or community based organisation to develop small projects based on local development plans which the local authorities have to develop. The local civil society will be supported through a local support mechanism that will also be responsible for sub-granting to the local civil society. The local authorities will be supported by direct awarded grants. The project will seek create synergies with the ongoing EU funded projects in agriculture and education.

The activities will be carried out in close coordination with the Department for International Development (DfID) and World Bank projects supporting local authorities. The design build on the successful EU projects where we have had two energy projects implemented with international non-governmental organizations (NGOs) working with local NGOs to improve access to power in rural Sierra Leone.

The purpose of the project is not as such the projects and the investment they will make but the process. Give the local authorities experiences to implement and learn from this. And thereby improve the overall service delivery at local level.

And lastly a new Technical Cooperation Facility

**4. Communication and visibility**

Specific visibility plans will be developed for each of the projects in the AAP in line with the Communication and Visibility Manual for European Union External Action.

**5. Cost and financing**

Support to the governance sector in Sierra Leone	EUR 27 000 000
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Support to civil society and local authorities for local development in Sierra Leone	EUR 23 000 000
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Technical cooperation facility V	EUR 4 500 000
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Total EU contribution to the measure	EUR 54 500 000
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The Committee is invited to give its opinion on the attached Annual Action Programme 2017 in favour of Sierra Leone.



**EN**

This action is funded by the European Union

**ANNEX 1**

of the Commission Decision on the Annual Action Programme 2017 in favour of the Republic of Sierra Leone to be financed from the 11<sup>th</sup> European Development Fund

**Action Document for Support to the governance sector in Sierra Leone**

1. Title/basic act/ CRIS number	Support to the governance sector in Sierra Leone, CRIS number: SL/FED/38586 financed under the European Development Fund (EDF)			
2. Zone benefiting from the action/location	Sierra Leone  The action shall be carried out at the following location: Sierra Leone, with respective project teams based in Freetown			
3. Programming document	11 <sup>th</sup> EDF National Indicative Programme (NIP) for Sierra Leone			
4. Sector of concentration/ thematic area	Governance and civil society	DEV. Aid: YES <sup>1</sup>		
5. Amounts concerned	Total estimated cost: EUR 27 000 000. Total amount of EDF contribution EUR 27 000 000			
6. Aid modality(ies) and implementation modality(ies)	Project Modality Direct management: procurement of services, works and supplies Indirect management with the United Nations Development Programme (UNDP) Indirect management with the Republic of Sierra Leone			
7 a) DAC code(s)	150 Government and Civil Society 100%			
b) Main Delivery Channel	10000 Public Sector Institutions; 40000 Multilateral Organisations			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born	<input type="checkbox"/>	X	<input type="checkbox"/>

<sup>1</sup> Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

	and child health			
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
<b>9. Global Public Goods and Challenges (GPGC) thematic flagships</b>	This Action is not contributing directly to any of the GPGC thematic flagship programmes.			
<b>10. Sustainable Development Goals (SDGs)</b>	Goal 16- Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels; and Goal 5- Achieve gender equality and empower all women and girls.			

## SUMMARY

This action focuses on support to democracy (elections, facilitation of political dialogue and democratic reform, as well as assistance to parliament) implementing civil registration and on improving public service capacity and delivery.

The programme foresees an intervention to support national and local elections scheduled for early 2018 while keeping necessary flexibility to allow for allocating resources to its other democracy support components related to medium term capacity building and legislative reform. Delivery of essential support to the electoral process/cycle and to the National Electoral Commission would help consolidate democracy and achieve sustained capacity for further electoral reform, also taking into account recommendations emanating from international electoral observation support, including a possible EU Election Observation Mission (EOM) or Election Expert Mission (EEM). This would be complemented with technical assistance to strengthen the incoming Government's reform agenda and facilitate continuous political dialogue.

Parliamentary support aims to strengthen the institution's legislative capacity as well as selected priority areas of its multi-annual strategic plan. The action will also support key infrastructure upgrades. These measures will bolster Parliament's performance on its key legislative mandate and improve liaison with the general public and with civil society, enhancing democratic accountability.

Support to the National Civil Registration Authority will help maintain continuous, decentralised and universal registration of vital events (such as birth, marriage, death). Real-time data access to an interoperable civil registration database will allow a broad range of relevant state institutions to carry out their mandates, improve information based decision making and service delivery. One key result of a functional civil registry will be the extraction of future voter registers for elections.

Finally, the present action seeks to sustain and further expand the results of recent EU support for Sierra Leone's Civil Service Reform. The Human Resource Management Office remains the action's primary entry point, but it will be supplemented by parallel support to the Public Service Commission and key institutions relevant to 11th EDF focal sectors. The action will strengthen civil service governance as well as, cooperation and coordination among relevant institutions regarding their efficiency, gender equality, and individual civil/public servant capacity development.

## **1. CONTEXT**

### **1.1 Sector/Country/Regional context/Thematic area**

The national electoral calendar currently foresees presidential, parliamentary and local elections for February 2018 and possibly a constitutional referendum in late 2017. Despite substantial support in previous electoral cycles, the National Electoral Commission (NEC) has struggled to fully maintain capacity throughout the electoral cycle. In 2018 the post-electoral dynamic and a newly elected executive may provide momentum and opportunity for sustained strengthening of the electoral system, including electoral and democratic reforms.

Sierra Leonean parliamentary election turnover averages 80 per cent and could potentially spawn 90 first-time legislators, who would require induction into core legislative functions by 2018, an area in which the institution currently lacks sufficient strength to carry out its mandate. The current lack of legislative analysis skills prevents the Parliament from delivering legislation that would meet the minimum required standards, and presents a serious challenge to the democratic legitimacy of the institution itself. At the same time Parliament has fallen into a cyclical support gap, and the Government has just cut the legislature's budget by 30 per cent, even though the institution requires urgent infrastructure as well as technical and human resource capacity.

Civil registration ranks high on the Government's policy agenda and attracts interest from multiple implementing agencies. The Government of Sierra Leone has committed over EUR19 million to civil registration for fiscal years 2016 and 2017, in addition to the recent EUR12 million acquisition of biometric field registration kits. EU support in this field will build on the work being carried out by several United Nations (UN) Agencies in a holistic manner under the leadership of the recently established National Civil Registration Authority.

The Government recognizes that it needs to rebuild its civil service if it is to achieve its ambitious objectives for public service delivery under the national Agenda for Prosperity. It launched a multi-donor Public Sector Reform Programme in 2009 within the framework, incorporating in its second generation a Civil Service Reform Framework as a way of improving public sector governance in a coherent manner. The 10<sup>th</sup> EDF has been supporting reform efforts in Sierra Leone's Governance and Public Sector; the present action ensures continuity of EDF support while expanding reach and depth of its programming.

#### ***1.1.1. Public Policy Assessment and EU Policy Framework***

The Government has confirmed its commitment to holding elections in February 2018 and is, through the National Electoral Commission, implementing a phased strategic plan of electoral preparations, including boundary delimitation and voter registration. Delays in the process have occurred as a result of the Ebola outbreak and the recently adopted legal framework that links voter registration to civil registration faces implementation challenges in view of the tight timeframe. Given these constraints, EU electoral assistance will focus on supporting essential electoral activities, complemented by medium-term post-elections capacity building and the pursuit of reforms across the electoral cycle, also deriving from future Election Observation Mission recommendations.

Since 2010, government policy has sought to consolidate Sierra Leone's multiple civil and voter registration mechanisms and laws, culminating in a comprehensive civil registration policy paper published in 2014. An inter-agency task force has recently been preparing a mass civil registration exercise, with the National Electoral Commission in the lead for registering the voting age population.

In 2016, Sierra Leone adopted a National Civil Registration Act, and the Government appointed the board of the National Civil Registration Authority. At the time of formulation, government had procured biometric field registration kits, for field deployment in early 2017. The 11<sup>th</sup> EDF funding is expected to come on stream after preparation of the 2018 elections voter register and will contribute to developing a permanent civil register with capacity to update continuously.

Civil registration remains an EDF priority, as it cuts across several National Indicative Programme (NIP)-identified intervention areas in the governance sector. Civil registration also acts as a catalyst to more equitable and universal public service delivery, underpins the EU's rights-based approach to development cooperation, and addresses Pillar 5 of the Valletta Plan of Action on Migration.

Parliament's own recently adopted Strategic Plan 2016-2019 calls for the strengthening of institutional, legislative and oversight capacity as well as making the Parliament more open, accessible and representative. Assistance to the legislative capacity of the Sierra Leonean legislature in line with the established EU methodology for parliamentary support "Engaging and supporting Parliaments worldwide" offers complementarity with the NIP focal sectors of governance and civil society, agriculture and education as well as the opportunity for focused support for improved gender representation and equality.

Within its Civil Service Reform Framework, the Government aims at reducing staff at lower levels while strengthening mid-level professional, technical and scientific cadres. The objective of this approach is to improve the efficiency, effectiveness, professionalism, and democratic character of the civil/public service with a view to promoting better and more accountable delivery of public goods and services. The action will support attainment of the Government's reform objectives within its Civil Service Reform Framework.

### ***1.1.2. Stakeholder analysis***

Sierra Leone's National Election Commission enjoys formal independence, as well as a permanent staff of 200 public servants. It has benefitted from continuous international capacity building since its creation in 2004. A 2014 institutional capacity assessment devoted in-depth analysis to internal management flaws, but avoided definitive judgment on the ability to independently implement nationwide elections.

Operationally, NEC succeeded in delivering largely credible elections, culminating in widely accepted results. The 2012 EU EOM report *positively assessed voting operations in 95 per cent of the 404 polling stations visited*.

The Parliament of Sierra Leone benefits from a robust constitutional framework, vesting it with key oversight powers. MPs actively scrutinise local government expenditure and Parliament's Public Accounts Committee has raised its profile during recent hearings on Ebola response and recovery expenditure. Civil society and the media have taken a more proactive approach to the institution. Parliament has recently resolved to keep committee hearings open to the public. Yet, only two of five committee rooms are operational, which may partially explain why only four of the 35 standing committee meet regularly.

Parliament's representative and legislative functions lag behind its oversight performance: The Members of the Parliament (MPs) have tabled only one private member bill throughout the current legislative period, which did not pass. Members' lack of knowledge (or access to it) and their lack of legislative analysis skills prevent them from engaging substantively with legislation before parliament. There is no evidence that MPs are being given or able to obtain through the institution of parliament (via its committee or library services), the requisite level of knowledge or applied expertise that a legitimate legislative process demands. In fact, the institution has no functioning formal or informal mechanism for injecting this expertise into the policy-making process, but there is appetite for this amongst the administrative team. Bills tabled by the Executive tend to receive minimal debate; even key reform legislation can spend months in Parliament before getting voted on. Building infrastructure, information and communication technologies (ICT) and other technological equipment (such as in the plenary chamber) are in need of repair and overhaul which additionally impact on Parliament's performance.

A range of Sierra Leone's government institutions currently perform civil registration-related tasks: the National Registration Service maintains a database for personal ID cards; the National Social Security and Insurance Trust keeps records of social security contributors and beneficiaries; an office

in the Ministry of Health and Sanitation's records births and deaths, immigration keeps records of resident aliens and of national passports; the Chief Registrar records marriages; and the National Electoral Commission registers voters.

With support from international partners, Sierra Leone has seen its birth registration rate soar from 51 to 78 per cent over the last decade, while death registration lags at 13 per cent. Recent adoption of the National Civil Registration Act merges key registration agencies into a combined entity, the newly appointed National Civil Registration Authority. The fledgling agency subsumes the staff of its precursor institutions, but faces significant start-up challenges in terms of logistics, geographic coverage, infrastructure, sustainability, human resources, and new technology.

A range of institutions, whose remit is not fully delineated or coordinated, intervene in civil service management. The Cabinet Secretary in the Office of the President in his role as Head of Civil Service, the Strategy and Policy Unit, Public Sector Reform Unit of the Office of the President of Sierra Leone, and the Ministry of Finance and Economic Development, overlap on strategic planning in the civil service reform sector. The Human Resource Management Office and the Public Service Commission oversee human resources management and development, while the Accountant-General manages and audits the civil service payroll. Sector-specific payroll functions are carried out by the Local Government Service Commission, the Public Health Service Commission and Teaching Service Commission. The human resource management in the Judiciary is carried out by the Judicial and Legal Service Commission.

### ***1.1.3. Priority areas for support/problem analysis***

It is proposed to support the election process by building on past capacity building support to the National Electoral Commission, focussing on essential activities related to the delivery of elections. In order to adapt the timing of EDF support to the electoral calendar, the action allocates funding to activities under a broader democracy support umbrella which will ensure continued capacity of the electoral management body and tailor support to broader post-electoral democratic reforms.

Given the limited timeframe for intervening in the run-up to the February 2018 elections, this action will prioritise the subsequent consolidation and establishment of a universal, sustainable, accessible, scalable, interoperable, and continuously updated civil registration system.

The incoming Parliament of 2018 will provide a fresh opportunity to bolster both institutional as well as individual capacity in the legislative process, with an impact throughout and beyond Parliament's 2018-2022 mandate. Physical and technological working conditions in Parliament including committee rooms, plenary room sound and communication systems and ICT infrastructure in poor condition act as a constraint to exercising its constitutional mandate.

Civil service reform support addresses institutional strengthening, performance management, and coordination among the different stakeholders as well as rationalisation of administrative resources in support of further implementation of Sierra Leone's civil service reform framework as stated in the Government's Agenda for Prosperity.

## **2. RISKS AND ASSUMPTIONS**

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
Postponement of elections	M	EU political dialogue and flexibility is retained to shift election funding to Parliamentary support
Voter registry extraction from the civil register is delayed or fails	M	EU engages in policy dialogue with Government and other Development Partners to find alternative voter registration option

Mass registration data collected is not exploitable to sustain a continuous civil register	M	Action allows for database audit and remedial measures
Institutional stakeholders shun use of real time civil registry data to protect vested interests	M	Action envisions embedding technical assistance within EU priority institutions
Political actors in Parliament lose interest in strengthened legislative capacity and the implementation of the existing Strategic Plan	L	Engage in further dialogue with Parliament on support priorities
Public strikes (including of public/civil servants), civil unrest and violence as the results of deteriorating economic situation that could delay implementation of Civil Service Reform	M	Strengthen institutional consultation capacity to address possible labour concerns of public/civil servants; overall EU support to economic development, including general budget support
Stakeholders in Civil Service Reform do not agree on division of tasks and mandates due to unclear legal delimitation of functions; project progress is halted	L	Action foresees legal framework assessment and revision of current institutional setup; dialogue between stakeholder institutions could be enhanced to resolve interinstitutional blockages..
<b>Assumptions</b>		
<ul style="list-style-type: none"> <li>• Government abides by the electoral calendar fixed by the constitution.</li> <li>• The incoming Government retains civil registration as a political priority.</li> <li>• Relevant state institutions use the national civil registration database.</li> <li>• Government shows commitment to continued civil service reform, and mainstreaming of gender equality in institutions.</li> </ul>		

### 3. LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

#### 3.1 *Lessons learnt*

Sierra Leone has benefitted from significant technical electoral assistance with three funding cycles during which international service invested in both institutional capacity development and the smooth running of elections. The emphasis should now be placed firmly on institutional development, political dialogue and the implementation of electoral reform.

The experience of the previous electoral cycle, as well as experiments of regional peers, show that hinging introduction of centralised civil registration mechanisms on the electoral cycle can lead to unsustainable and substandard outcomes. Peer countries have learned that it takes longer than a single electoral cycle to build a permanent decentralised infrastructure to continuously update civil registers, from which up-to-date voter lists can be periodically extracted. Sierra Leone's 2011 experience shows that hasty and insufficiently transparent technology procurement of registration technology risks imperilling interoperability requirements across the full institutional spectrum.

Earlier parliamentary support has followed election cycles, since Sierra Leone's legislature incurs an 80 per cent turnover. Previous capacity building of incoming freshman MPs supported by other donors has thus yielded only temporary results. Consequently, EU support aims to target Parliament's permanent institutional components, which can enhance the institution's legislative and dialogue capacities. Parliament's dominant function currently revolves largely around oversight. Previous parliamentary support initiatives have learned that legislative initiative rests effectively with the executive branch, an area in which the present action will strengthen the legislature to fulfil its mandate more successfully.

The performance of Civil Service Reform institutions depends on an encouraging working environment for civil servants, on developed retention policy and on strong political, resource and time commitment to the objectives of reform. The action will encourage improved policy coordination and persistent monitoring and evaluation by Civil Service Reform institutions.

### ***3.2 Complementarity, synergy and donor coordination***

The resident donors with governance related programmes and interests (United Kingdom, Ireland, Germany, United States) are in regular consultation on a range of electoral issues, including the Government's project of civil registration and support to civil society. The United Nations Development Programme (UNDP) has established an electoral support programme for which a steering committee (co-chaired by the Ministry of Finance and Economic Development and UNDP) exists that is attended by all relevant donors.

Parliament operates a Parliamentary Assistance Coordination Office; it currently receives soft support from UNDP on an ad-hoc basis, as well as oversight capacity building to its Public Accounts and Finance Committees under a World Bank programme. A crosscutting parliamentary support project of African partners ends this year.

The United Kingdom currently considers future capacity building to parliamentary committees through the Westminster Foundation for Democracy, which has recently opened a country-office to train parliamentary candidates in peaceful election campaigning.

Civil registration offers a range of potential entry points for donors, so that coordination and parallel intervention can avoid duplication. Civil registration promises complementarity with 11<sup>th</sup> EDF sector support to Sierra Leone's Ministry of Education Science and Technology in terms of reducing teacher payroll leakage, as well as of tracking universal student enrolment against birth records. Civil registration reform also offers complementarity to the Civil Service Reform component of this action, since both aim at boosting public service delivery and at reducing public payroll leakage. It is assumed that the existing task force and steering committee will carry on their coordination efforts under the National Civil Registration Authority, with involvement of relevant donors.

The EU support to Civil Service Reform and the World Bank's Decentralised Service Delivery Programme and Pay and Performance Project, 2012-2017 showed synergies that should be continued and improved on in several areas foreseen under this action. Renewed EU support will be complementary to the World Bank involvement by sustaining previous achievements in the area on pay reform, recruitment and staffing and performance management, but also by continuing civil service transformation. Complementarity will also be ensured between EU and the UK Department for International Development (DfID) interventions in local governance.

International donors and UN organisations coordinate their work on governance, elections and civil registration in several fora: an informal regular governance and accountability working group, and an elections steering committee as well as a civil registration steering committee (the latter both co-chaired by UN and Government). Overall, donor coordination in Sierra Leone takes place through the official forum for discussion with the Government, the Development Partners Committee (DEPAC).

### ***3.3 Cross-cutting issues***

Sierra Leone and the EU share common policy approaches on crosscutting issues such as gender, children's rights, persons with disabilities, environmental sustainability, climate change and combatting HIV/AIDS. The action fosters good governance, respect for human rights, and gender equality.

The EU Delegation in Freetown has fielded an expert to draft a country gender analysis during identification and formulation of the present action, and her findings have been taken into account. In terms of civil registration, the action stands to impact on children's, girls' and women's rights through universal birth, marriage and death registration, which enables women to inherit and acquire registered property, can improve access to public education and reduce school dropout rates. Universal birth

registration also provides the feeder document to grant every child name and nationality. Finally, civil registration falls in line with the EU Action Plan on Migration.

Technical electoral support will take into account the rights of persons with disabilities to guarantee the secrecy of the vote by improving ballot design and availability of braille ballot sleeves in line with EU EOM 2012 recommendations. Support to gender equality and towards more qualified women in the civil service reform institutions, Government agencies and line-ministries will be guided by new recruitment policy standards for women, including their promotion to higher management/leadership positions in the civil service, as well as by the development and implementation of policies related to sexual harassment, affirmative action and gender training.

## **4. DESCRIPTION OF THE ACTION**

### **4.1 Objectives/results**

This programme is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG target(s) to promote a just, peaceful and inclusive society in Sierra Leone, but also promotes progress towards the Goal 16.6 to develop effective, accountable and transparent institutions at all levels, the Goal 16.7 to ensure responsive, inclusive, participatory and representative decision-making at all levels, and to SDG 5 to achieve gender equality and empower all women and girls, and reduce inequalities within the country.

The overall objective of the project is strengthened democracy and governance.

The specific objectives are:

1. Timely conduct of credible elections in 2018 in line with the constitution, and subsequent consolidation of electoral and democratic reforms allowing for improved political dialogue.
2. Enhanced legislative process, institutional relevance and effectiveness of Parliament.
3. Civil Registration system is improved, in synergy with EU support to education, elections and public sector reform fields.
4. Civil Service institutional capacity is improved, human and financial resources of the civil service and are improved and public service delivery enhanced.

Respective expected results are:

### **Component 1a: Democracy Support—Support to the electoral cycle**

#### *Sub-component 1: Timely delivery of essential activities in the electoral process*

- National Electoral Commission is capacitated to hold transparent, fair and credible local and national elections, including procurement and use of critical materials.

#### *Sub-component 2: Sustainable improvement of National Electoral Commission's long term capacity to carry out its mandate*

- Priority capacity needs are agreed in consultation with National Electoral Commission and reflect 2015-2019 Strategic Plan.
- Increased institutional, staff and infrastructure capacity, enhanced gender equality, legislative/regulatory framework and capacity to extract voter registry from civil registry.

#### *Sub-component 3: Electoral reform and democracy are further consolidated*

- Reform of the legal framework is carried out, including media aspects.
- Gender equality in the electoral system is improved, including through increased participation of women as candidates at local and national levels.

## **Component 1b Democracy Support—Parliamentary Support**

### *Sub-Component 1: Enhanced Parliament role and performance in legislative process*

- MPs and staff are capacitated to better ensure Parliament's role in the legislative process; relevant parliament processes are enhanced, including improved delivery on gender equality.

### *Sub-Component 2: Selected priorities of the Parliament's Strategic Plan are operationalised*

- Selected priorities are implemented in consultation with Parliament, allowing for increased institutional relevance and effectiveness; Parliament's openness is improved through overhaul of its website and new committee policies on consultation; representation of women at various levels and gender equality are improved.

### *Sub-Component 3: Critical infrastructure and technology needs met*

- Essential building and technological infrastructure is functional to allow for Parliament and its committees to carry out its core functions.

## **Component 2: Civil Registration**

- Sierra Leone's current birth and death registration rates are increased through citizen access to civil register service centres and document extracts.
- Priority institutions have continuous, real-time, synchronised access privilege to and notification from the national database, and have capacity to extract vital statistics.
- High quality connectivity between priority agency databases and the central civil registry database established. Database is procured and customised. Software is installed and functional. Technological equipment for remote data delivery to central database is available.

## **Component 3: Civil Service Reform**

- Legal revision and organisational capacity assessments are available, including on gender equality, and mandates of institutions streamlined.
- Improved levels of skills, competence, performance and public service delivery of civil/public service both at central/local level, including improved gender equality. Sustainable Monitoring & Evaluation mechanisms are in place in civil service management.

### **4.2 Main activities**

The indicative main activities are:

## **Component 1a: Democracy Support—Support to the electoral cycle**

### *Sub-activities 1: Timely financial support to the electoral process to facilitate essential activities*

A1a.1. Providing National Electoral Commission with capacity to hold transparent, fair and credible local and national elections.

A1a.2. Support timely procurement and use of critical election day materials.

### *Sub-activities 2: Medium-term technical support to the National Electoral Commission for further sustainable improvement of its capacity*

A1b.1. Assess and agree priority post-electoral capacity needs in consultation with National Electoral Commission and in line with its 2015-2019 Strategic Plan.

A1b.2. Develop and implement selected priority activities in relation to: institutional/staff capacity, gender equality, infrastructure, ICT, legislative/regulatory framework and future extraction of voter registry from civil registry.

### *Sub-activities 3: Consolidating electoral reform and democracy through technical support and follow up on EOM recommendations*

- A1b.3. Support further review and reform of the legal framework through technical support in legal analysis and drafting.
- A1b.4. Facilitate specific analysis of gender equality in the electoral system, including legal review and support improving participation of women as candidates at local and national levels.

### **Component 1b Democracy Support—Parliamentary Support**

#### *Sub-activities 1: Enhance Parliament's capacity and performance in the legislative process*

- A1b.5. Provide training to MPs and staff on legislative process and drafting, with a priority on EU focal sector committees; provide technical support to legislative review as well as drafting capacity.
- A1b.6. Support review of relevant parliamentary processes (e.g., standing orders) and enhanced inter-committee relationships for strengthening the legislative role of Parliament.
- A1b.7. Mobilise research capacity for Parliament in legislative matters.
- A1b.8. Support measures for increased openness and transparency of the legislative process.
- A1b.9. Support the Women's Parliamentary Caucus, especially with regards to gender budgeting and private member bills but also in view of specific work towards strengthening women representation and gender equality.

#### *Sub-activities 2: Operationalise selected priorities of Parliament's Strategic Plan*

- A1b.10. Identify and support key areas of action arising from Parliament's Strategic Plan for prioritisation, in consultation with Parliament.
- A1b.11. Improve the parliamentary website structure and content, also establishing mechanisms of contacting MPs etc
- A1b.12. Develop committee policy to consult citizens, academics and CSOs to the work of Parliament.
- A1b.13. Support overall assessment, recommendations and follow up on gender equality in Parliament; support measures of enhancing representation of women at various levels.

#### *Sub-activities 3: Meet critical infrastructure and technology needs*

- A1b.14. Carry out a diagnosis of problems with the current technology and equipment supporting plenary and committee sessions. Repair or replace systems where needed, advise on configuration of equipment. Improve data network.
- A1b.15. Undertake relevant repairs to the main Parliament building, in particular committee rooms.

### **Component 2: Civil Registration**

#### *Sub-activities 1: support to continuous birth and death registration in the field*

- A2.1. Audit of Civil Register data from mass registration in cooperation with Statistics Sierra Leone and support targeted supplementary field registration where needed.
- A2.2. Ensure transition into database as well as adequate archiving of paper-based birth and death records.
- A2.3. Expand awareness campaigns on birth and death registration. Train relevant non-state actors, including health workers and traditional and religious authorities.
- A2.4. Scale up rolling birth registration by 1222 Peripheral Health Units, including low cost mobile devices for dashboard birth notifications onto the database and provide training.
- A2.5. Roll out death registration, possibly through the 117-hotline system, design a dashboard notification function to directly import 117 notifications into the database; provide training.
- A2.6. In cooperation with relevant Ministries, provide training to schools to notify National Civil Registration Authority of unregistered enrolees/applicants. Hold joint trainings with local registration centres and school administration personnel to ensure reciprocity of notification and registration with school enrolment and attendance.

*Sub-activities 2: support to setting up district civil registration centres*

- A2.7. Consider housing local registration centres in local government, National Social Security and Insurance Trust, National Revenue Authority or peripheral health unit facilities to offer stakeholders one-stop-shops; consider PPPs with mobile phone or financial service providers to make local registration centres sustainable.
- A2.8. Assist in drafting relevant manuals, procedures and regulations.
- A2.9. Provide network connectivity between the central hub of the national civil registration system (primarily the Data Centre) and the field centres.

*Sub-activities 3: support to networking priority institutions to civil registry database*

- A2.10. Support setting up the Authority's Department for Integration/Interoperability and MoUs with key institutions. Assist in defining a process for registering user agencies (e.g., National Revenue Authority, Human Resource Management Office, Education/Health/Social Welfare Ministries).
- A2.11. Assist in establishing an online/SMS facility for individuals and user agencies/private sector to check the accuracy of entries. Private sector identity verification may also offer a revenue source to the government to achieve long term sustainability of the Civil Registry.
- A2.12. Provide high quality connectivity between central server and relevant institutional databases to allow real time access and synchronization.
- A2.13. Assist Ministry of Internal Affairs in making regulations on data collection by Authority and Statistics Sierra Leone, aggregation and sharing of vital statistics with relevant institutions.

**Component 3: Civil Service Reform activities**

*Sub-activities 1: support to institutional strengthening and legislative assessment*

- A3.1. Carry out review of the civil service reform policy, legal and institutional framework at central and decentralised level; support streamlining institutional mandates.
- A3.2. Provide technical, capacity building and policy assistance to Human Resource Management Office and Public Service Commission and possibly selected key Ministries (education, agriculture).
- A3.3. Carry out a baseline study and end-of-project organisation assessment of the relevant institutions, and review their effective management practices.
- A3.4. Assist in drafting policies/guidelines on issues such as sexual harassment, gender-based-violence, job mobbing, affirmative action for adoption and implementation.

*Sub-activities 2: support to capacity building and training*

- A3.5. Provide embedded assistance to Human Resource Management Office to build on previous achievements regarding implementation of the rightsizing policy, integrity and cleaning of payroll, pay for performance; support effective performance management system
- A3.6. Support implementation and roll out of Personnel Data Records Management System and policies on: recruitment, promotion; selection; health; safety and security of civil servants; leaves; compensation/equal payment for equal job and benefits; retirement; trainings and career development; disciplinary measures; dismissal.
- A3.7. Support inclusive development of training plans and curricula involving national experts, including from the University of Sierra Leone, and implement a training of trainers; support the delivery of trainings across the civil service with a focus on key skills and competences for higher grades; provide assistance to assess the capacities and needs of the Civil Service Training College.
- A3.8. Provide assistance to study options for supporting civil servants' further education and assess the possibility of developing post-graduate studies modules aimed at civil servants in partnership with Sierra Leonean universities or institutes of higher education.

- A3.9. Support assessing and improving the existing M&E system within the Civil Sector Reform institutions including a training plan for M&E staff.
- A3.10. Carry out comprehensive gender needs assessment with recommendations including a sustainable M&E mechanism; develop and implement training plans on specific gender-related human resources management and development issues.

### **4.3 Intervention logic**

#### **Component 1a: Democracy Support—Election Support**

The planned technical support to the National Electoral Commission in holding elections will help to respond to the Commission's specific needs shortly before and around the time of elections – for example arising from its stated lack of international procurement experience, as well as Sierra Leone's lack of reliable suppliers of critical election material. While this action assumes that capacity building of international donors over recent electoral cycles has shown good results, it will nonetheless ensure that during the post-electoral phase, the National Electoral Commission is supported in driving further reform efforts in the electoral framework together with other relevant institutions and consolidate its interface with the future civil registry.

#### **Component 1b: Democracy Support—Parliamentary Support**

Parliament's 35 committees share a handful of clerks, with limited capacity for substantive research and procedural follow up - an important prerequisite to effective parliamentary involvement in the legislative process. Training and technical assistance as well as additional research capacity and improved openness and transparency can help revitalise substantive engagement in reviewing key bills by standing committees, including EU priority sector committees on education and agriculture. The newly elected Parliament of 2018 will provide the opportunity for the EU to jointly identify and agree, beyond legislative the area of capacity, main strands in the Parliament's Strategic Plan to support during the new parliamentary cycle. A starting point will be the increased openness and transparency through improved communication channels such as the website and contacts for MPs, as well as enhanced consultation mechanisms for committees. Parliament's 1961 main building is in disrepair. Lack of operational meeting space prevents regular committee sessions and hearings. Weak Internet connectivity hampers research and communication. Malfunctioning and inadequate technology disrupts parliamentary debate, archiving, distribution, streaming and broadcast. Individual MPs lack office space. The planned infrastructure component could be upscaled, in case electoral support funding under the democracy support umbrella is not absorbed.

#### **Component 2: Civil Registration**

Strong assistance need and opportunity arises in terms of sustainability, since the Government currently plans and budgets for mass registration but not for continuous registration of vital events. The initial data set will require continuous updating with a priority for the 2022 voter list extraction. Birth registration offers complementarity with EU support to education (school enrolment/attendance) and death registration with EU support to public payroll integrity. The EU has achieved success in other countries in the region. The action aligns with EU human rights and gender policy. The action would provide affordable stakeholder access to over-the-counter document issuance, while facilitating registration of marriages and other vital events and extraction of relevant vital statistics related thereto. Various other benefits include: extraction of voter lists; support to screening cross-border movement; empowered law-enforcement through unique identities; improved banking, lending and registered land-tenure; sound population and development statistics; better transparency in public service provision; eased access to justice and to legal certainty, as well as to health services; elimination of obsolete social security payments.

#### **Component 3: Civil Service Reform**

With EU support under the 10th EDF the Government of Sierra Leone has successfully carried out parts of its civil service reform agenda, working towards a transparent, accountable, performance-oriented and disciplined civil service and an efficient and effective delivery of services. This reform

momentum supports the idea of continuing into a second phase in an area in which the EU is currently the only major donor: working directly with the two key institutions Human Resource Management Office and Public Service Commission, as well as the Local Governance Service Commission and also expand to Ministries that are strategically important for EU support (e.g., agriculture, education). Continued support to civil service reform will have potential synergetic effects with large EU programmes, as well as direct links to improved PFM and the overall agenda for improved governance. Activities will build on initial achievements towards a right-sized, well qualified professional body including identifying innovative forms of training and education, specifically for mid-level and civil servants. The second phase will equally address complex and overlapping mandates of institutions with a view to reducing complexity and increasing efficiency. In line with the recent Gender Analysis carried out by the EU Delegation, gender equality will be mainstreamed in all phases of human resources management. In order to bolster systemic sustainability, M&E systems will be supported and improved.

## **5. IMPLEMENTATION**

### **5.1 *Financing agreement***

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 17 of Annex IV to the ACP-EU Partnership Agreement.

### **5.2 *Indicative implementation period***

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

### **5.3 *Implementation of the budget support component***

N/A

### **5.4 *Implementation modalities***

#### **5.4.1 *Procurement (direct management)***

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
TA for components 1a, 1b, 2, 3 (Support to the electoral cycle, support to parliament, support to civil registration, support to civil service reform)	Services	2	Year 1, 1 <sup>st</sup> trimester
Procurement in support of component 1b (support to parliament)	Services, works, supplies	1 services 2 works 1 supplies	Year 2, 1st trimester
Procurement in support of component 2 (civil registration)	Works, supplies	1 works contract	Year 2, 1 <sup>st</sup> trimester

		1 supplies contract	
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#### **5.4.2 Indirect management with United Nations Development Programme (UNDP)**

A part of this action may be implemented in indirect management with UNDP in accordance with article 58(1)(c) of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of Regulation (EU) 2015/323. This implementation entails the implementation of specific objectives under the Results Area 1a of section 4.1. This implementation is justified because UNDP is currently the only organisation present in Sierra Leone with the needed technical expertise, credibility and mobilisation time. It further has a long track record of election support in Sierra Leone and is already supporting the National Electoral Commission offices to function effectively.

The entrusted entity would carry out the following budget-implementation tasks: procurement, payments.

#### **5.4.3 Indirect management with the partner country**

A part of this action with the objective of supporting civil service reform and the civil registration system may be implemented in indirect management with the Republic of Sierra Leone in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012 EDF applicable in accordance with Article 17 of Regulation (EU) 2015/323 according to the following modalities:

The partner country will act as the contracting authority for the procurement and grant procedures. The Commission will control ex ante all the procurement procedures except in cases where programme estimates are applied, under which the Commission applies ex ante control for procurement contracts above EUR 100 000 (or lower based on a risk assessment) and may apply ex post control for procurement contracts up to that threshold. The Commission will control ex ante the grant procedures for all grant contracts.

Payments are executed by the Commission except in cases where programmes estimates are applied, under which payments are executed by the partner country for direct labour and contracts below EUR 300 000 for procurement and up to EUR 300 000 for grants. The financial contribution does not cover, the ordinary operating costs incurred under the programme estimates.

In accordance with Article 190(2)(b) of Regulation (EU, Euratom) No 966/2012 and Article 262(3) of Delegated Regulation (EU) No 1268/2012 applicable in accordance with Article 36 of the Regulation (EU) 2015/323 and Article 19c(1) of Annex IV to the ACP-EU Partnership Agreement, the partner country shall apply procurement rules of Chapter 3 of Title IV of Part Two of Regulation (EU, Euratom) No 966/2012. These rules, as well as rules on grant procedures in accordance with Article 193 of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of the Regulation (EU) No 2015/323 will be laid down in the financing agreement concluded with the partner country.

An imprest administrator and an imprest accounting officer, and their deputies, shall be appointed for the management and implementation of the programme estimate of component 3 (Civil Service Reform) by the contracting authority, in agreement with the Head of Delegation. The imprest administrator and imprest accounting officer responsible for this component will coordinate the drafting and submission of all the programmes estimates of the project.

The management and implementation of the programme estimate for component 2 (Civil Registration) shall be carried out by the following national body governed by public law: the National Civil Registration Authority. The agreement between the partner country and the national body shall explicitly appoint the two persons and their deputies, who will take on the duties of the imprest administrator and the imprest accounting officer.

In accordance with the powers delegated to them by the partner country authority that appointed them, the imprest administrator and the imprest accounting officer shall draw up and implement programme estimates, award contracts and grants, commit expenditure and make the corresponding payments.

The imprest administrator and the imprest accounting officer shall submit their technical and financial reports to the project steering committee, where applicable, and to the National Authorizing Officer with copy to the Head of the EU Delegation.

The period of deadline for the signature of contracts and agreements by the Partner Country foreseen under this Action is 48 months after the signing of the Financing Agreement, in reflection of the long term nature, particularly of the civil registration component.

### **5.5 Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

### **5.6 Indicative budget**

	<b>EU contribution (amount in EUR)</b>
<b>5.4.1 Procurement (direct management)</b>	
Technical assistance in support of components 1a, 1b, 3 (electoral cycle, parliament, civil service reform)	5 200 000
Technical assistance in support of component 2 (civil registration)	5 000 000
Procurement of works, services and supplies in support of component 1b (parliament)	3 000 000
Procurement of works, services and supplies in support of component 2 (civil registration)	5 000 000
<b>5.4.2 Indirect management with UNDP</b>	
Component 1a: Support to the electoral cycle	3 500 000
<b>5.4.3 Indirect management with Sierra Leone</b>	
Component 2 (civil registration) – Programme Estimate	1 000 000
Component 3 (civil service reform) – Programme Estimate	2 500 000
5.9 - Evaluation, 5.10 – Audit	300 000
5.11 Communication and visibility	100 000
Contingencies	1 400 000
<b>Total</b>	<b>27 000 000</b>

### **5.7 Organisational set-up and responsibilities**

#### *Component 1a – Support to the electoral cycle*

EU election funds will be channelled by means of a Delegation Agreement through UNDP which will create a multi-donor electoral assistance project. UNDP as implementing agency will manage the

project, reporting through a multi-stakeholder steering committee. Any election support project would need embedding in the National Electoral Commission offices to function effectively.

Support to the wider work in support of democracy reform will be implemented as part of an overall crosscutting technical assistance contract covering support to democracy and civil service reform, implemented by a consortium composed of consulting firms and/or specialised agencies.

The project team of key experts will be located in Freetown, partially embedded in the National Electoral Commission to assist in sustained capacity for further electoral reform. The team will also provide support to strengthen the incoming Government's reform agenda and facilitate continuous political dialogue. The team will report to the EU Delegation and be managed from the programme management unit (PMU) of the overall crosscutting technical assistance contract covering support to democracy and civil service reform. The steering committee could be chaired by the National Electoral Commission and the Ministry of Finance, with EU Delegation as member and the technical assistance team providing a secretariat.

#### *Component 1b - Parliamentary Support*

A project team of key experts will be embedded in Parliament, cooperating with the structures of existing implementing organisations (UNDP, Westminster Foundation for Democracy). The team will report to the EU Delegation and be managed from the PMU of the overall crosscutting technical assistance contract covering support to democracy and civil service reform. Reports will be shared with the Clerk of Parliament as well as the NAO. The steering committee would seat the EU Delegation and the Clerk of Parliament as co-chairs, the Parliament's Assistance Coordination Office and the NAO and be assisted by the project manager.

#### *Component 2 - Civil Registration Support*

Civil registration support will be implemented by a consortium composed of consulting firms and/or specialised agencies. A PMU will be established in Freetown to coordinate central and district level activities, reporting to the EU Delegation. Reports will be shared with the National Civil Registration Authority as well as the NAO. Short/medium term expertise may have to be embedded in the National Civil Registration Authority and other relevant institutions.

The Programme Estimate under this component will enhance the National Registration Authority's capacity and make provision for ancillary activities.

A Steering Committee will be established to provide strategic guidance with decision-making capacity over the programme, and to review progress at least on a bi-annual basis. It could be composed as follows: EU Delegation and National Civil Registration Authority as co-chairs, and the PMU as secretariat and the NAO. Other Members should include the NAO, and relevant MDAs involved as stakeholders in the programme implementation.

A programme Advisory Committee could be modelled on an enlarged Civil Registration Task Force, offering a forum for discussing policy. Details of the above arrangement will be laid down in a Memorandum of Understanding between the EU Delegation, the NAO and the beneficiary.

#### *Component 3 - Civil Service Reform*

Support to Civil Service Reform will be implemented as part of the overall crosscutting technical assistance contract covering support to democracy and civil service reform, implemented by a consortium composed of consulting firms and/or specialised agencies. The team will report to the EU Delegation. Reports will be shared with the HRMO and Personal Service Commission (PSC) as well as the NAO.

The project team will be established in Freetown, and will be embedded with the Human Resource Management Office, with one expert working alongside the Public Service Commission. The Team will be responsible for linking with the EU Delegation and the central government.

The Programme Estimate under this component will support activities such as the building on the achievements of the rightsizing policy, a further roll-out of the Personnel Records Management System and the development and implementation of a training policy.

The Steering Committee will be established for this component in order to provide strategic guidance with decision-making capacity over the programme, and to review progress at least on a bi-annual basis. It could be composed as follows: Ministry of Finance (Chair), Human Resource Management Office, Public Service Commission, the Cabinet Secretary in the Office of the President in his role as Head of Civil Service, and government entities and Ministries that are stakeholders to civil service reform, NAO, EU Delegation (with the possibility to invite other donors to observe). Details of the above arrangement will be laid down in a Memorandum of Understanding between the EU Delegation, the NAO and the beneficiaries.

### **5.8      *Performance monitoring and reporting***

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of implementing partner responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

### **5.9      *Evaluation***

Having regard to the importance and nature of the action, mid-term and final evaluations will be carried out for this action or its components via independent consultants. Mid-term evaluations will be carried out for problem solving and for learning purposes, in particular with respect to adjusting the action to political and institutional developments in Sierra Leone. The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the EU support on civil registration will go to a nascent institution in charge of a complex horizontal set up of data exchange. It will further reflect the fact that with parliamentary support the EU is moving into a new area of institutional support in Sierra Leone.

The Commission shall inform the implementing partner at least 30 days in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, six contracts for evaluation services shall be concluded under framework contracts in 2019 for mid-term and 2021 final evaluation of each of the three components.

### **5.10      *Audit***

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, six contracts for audit services shall be concluded under framework contracts in the period 2018-2021, depending on the timing of the three components.

### **5.11      *Communication and visibility***

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on specific Communication and Visibility Plans of the Action components, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

## APPENDIX - Indicative Logframe matrix

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain	Indicators	Baselines	Targets	Sources and means of verification	Assumptions
<b>Overall objective:</b> <b>Impact</b>	Strengthened democracy and governance	1. Conduct of presidential, parliamentary and local elections 2. Number of own initiative bills enacted by the Parliament 3. Civil Registration System exists 4. Performance of civil service reform institutions against their key objectives	1. Elections of 2012 2. Bills enacted in during parliamentary mandate 2012-2017 3. No civil registry exists 4. Zero baseline	1. Timely, credible, peaceful elections in 2018 2. Increase of 15% of number of own initiative bills by 2019 3. Functional civil registry system by 2020 4. Human Resources Management Office (HRMO) and Personal Service Commission (PSC) meets their key objectives	1. Election Observation Mission (EOM) report, UNDP project reports and evaluation, civil society reports 2. Official Gazette 3. CR database audits and statistical extracts conducted by Statistics Sierra Leone. 4. HRMO and PSC annual reporting	
<b>Specific</b>	<b>Component 1a – Support to the electoral cycle</b>					

<b>objective(s) :</b>  <b>Outcome(s)</b>	1.1 Elections are conducted in 2018 in line with the constitution. –	1.1 of critical polling material available on time –	1.1 Elections were held in 2012 in line with the electoral calendar	1.1 Material delivered and kitted for timely distribution prior to polling	1.1 Steering Committee reports and updates	GoSL and other donor funding available.
	1.2 National Elections Commission's (NEC) capacity is sustainably strengthened	1.2 Delivery of credible by-elections	1.2 Recent by elections were regarded as credible.	1.2 All by elections post-2018 are credible	1.2 EU EOM and NEW reports, police reports, NEC reports	Political will Exists
		1.2 NEC's delivery against core mandate	1.2 N/A	1.2 Successful initiatives for reform of electoral legal framework		Security forces act impartially
		1.3 Level of gender equality in electoral system	1.3 Absence of gender equality-related policies in 2016.	1.3Action document on Gender Equality and Elections	1.3 UN Women annual report	
	<b>Component 1b – Parliamentary Support</b>					
	2.1 Parliament’s institutional relevance and effectiveness is enhanced	2.1 Level of Parliament’s legal review capacity –	2.1 Low level of parliamentary discussion	2.1 Increased activity and quality of Parliament in discussing and reviewing legislation	2.1 Independent reports on parliamentary legislative performance	2018 Parliament continues to support actions by EU
		2.2 Extent of Parliament’s public outreach –	2.2 IT and communication structure is not functional in 2016	2.2 New IT and communication structure in place by 2019.	.2 Website traffic count	
		2.3 Number of functional basic infrastructure and technology installations	2.3 To be established	2.3 To be established	2.3 Reports and assessments from the contractor	
	<b>Component 2 – Civil Registration</b>					
	3.1 Public service	3.1 Sierra Leone’s current	3.1 78 % birth	3.1 85 % birth	3.1 National Civil	CR moves

	delivery through a universal, sustainable, accessible, scalable, interoperable, and continuously updated civil registration system is improved, in synergy with EU support to the education, election and public service reform sectors	<p>birth and death registration rates</p> <p>3.2 Access to civil register service centres</p> <p>3.3 Number of priority Ministries Departments Agencies (MDA) networked to National Civil Registration Authority (NCRA)</p>	<p>registration, 13 % death registration in 2016</p> <p>3.2 2 NOBD centers, 14 NRS centers in 2016</p> <p>3.3 Only NEC is currently networked with NCRA in 2016</p>	<p>registration, 30% death registration by 2020</p> <p>3.2 20 additional centers by 2020</p> <p>3.3 Ministry of Education Science and Technology (MEST), Ministry of Health and Sanitation (MoHS), National Social Security Insurance Trust (NASSIT), HRMO are networked by 2020</p>	<p>Registration Authority (NCRA) database, 2022 VR extraction</p> <p>3.2 NCRA organigramme</p> <p>3.3 Reports from project teams –</p>	<p>ahead as planned by GoSL policy</p> <p>Smartmatic kits perform</p>
	<b>Component 3 – Civil Service Reform</b>					

	4.1 Public service delivery, especially to vulnerable groups, is enhanced.	4.1 Extent of coordination among MDA involved	4.1 No institutional policy dialogue and coordination among Civil Sector Reform institutions and MDAs in 2016. –	4.1 Cooperation and coordination mechanisms among CSR and key MDAs are in place by 2020;	4.1 MDA legal and policy annual reports	GoSL remains committed to carry out gender equality into Civil Sector Reform institutions
	4.2 Civil Service institutional capacity is improved.	4.2 Existence of capacity assessments, legal revision and implementing policy	4.2 Existing laws and regulations over Civil Sector Reform are redundant and overlapping;	4.2 Capacity assessments, legal revision and implementing policy are delivered by 2020	4.2 TA Evaluation reports	
	4.3 Gender equality in civil/public service, is mainstreamed.	4.3 Number of civil servants trained (gender disaggregated); existence of gender policies	4.3 Zero baseline	4.3 20% increase of women participation in trainings; at least 2 gender policies approved and implemented.	4.3 MDAs and line-ministries' reports	
	4.4 Human Resources and Financial Management performance area improved.	4.4 Operationality of training, performance, financial and personnel management policies	4.4 Human Recourses Management & Developement sub-policies are developed in only three areas in 2016;	4.4 Additional HRM&D sub-policies / guidelines (gender, training, promotion, recruitment ) are adopted by 2020.	4.4 Information from DMS/PRMDS databases.	
			4.5 Performance Appraisal within Performance Management Framework is not used regularly in 2016;	4.5 Performance appraisal is used at least for 80% of civil servants by 2019	4.5 EU, WB, DfID, UN regular reports and analyses	GoSL committed to CS right-sizing, development and implementation of additional HRM&D policies / guidelines
				4.6 Adequate M&E		

			4.6 M&E capacities across CS / Civil Sector Reform are low	system is operational		
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Results component 1 (outputs)	Component 1a – Democracy support- support to the electoral cycle					
	1.1.1 Critical polling material is procured and delivered on time.	1.1.1 Number of braille sleeves delivered  1.1.1. Number of polling agents trained	1.1.1 No tactile braille ballot guides in 2012  1.1.1. Polling agents not universally trained	1.1.1 100% polling stations equipped with braille ballot guides 1.1.1 100% polling agents are trained	1.1.1 EU EOM/NEC and NEW reports	
	1.1.3 Priority activities under NEC strategic plan are implemented	1.1.3 Assessment report and agreement with NEC  1.1.3 Delivery against agreed action plan  .	1.1.3.No assessment or report exists  1.1.3.No action plan exists  1.1.3Not established	1.1.2 Assessment report and agreement are delivered  1.1.3 Report is delivered  1.1.3Initiatives as agreed based on assessment report are delivered.	1.1.3 TA reports, NEC inventory  1.1.4 NEC reports  1.1.5 Project documentation	Institutional commitment of NEC prevails
	1.1.4 Specific analysis of gender equality in the electoral system is carried out.	1.1.4Gender analysis of electoral system	1.1.4No gender analysis exists	1.1.4 Gender analysis is delivered		
	1.1.5 Support for improved participation of women in elections is delivered.	1.1.5 Number of Successful legal initiatives.	1.1.5 Zero baseline	To be established	1.1.5 UN Women report	

Component 1b – Parliamentary Support						
	2.1.1 Parliament legal review is enhanced	2.1.1 Number of legislative acts	2.1.1 To be established	2.1.1. Increase of 15% by 2019	2.1.1 Parliament Annual report	PoSL political will persists
	2.1.2 Selected priority areas of Parliament' Strategic Plan are operationalised	2.1.2 Number of agreed and implemented activities	2.1.2 Zero baseline	2.1.2 At least 80% of agreed activities are implemented	2.1.2 TA reporting	Building permits issued
	2.1.3.Parliament's IT system is fully functional	2.1.3 Operationality of different IT functions	2.1.3 Zero baseline	2.1.3 All IT services and infrastructure targeted are functioning	2.1.3 TA and parliament internal reports	
	2.1.4 Relevant facilities are rehabilitated for use	2.1.4 Number of structures rehabilitated and in use	2.1.4 Bathrooms, three committee rooms and hallways in disrepair	2.1.4 100% targeted facilities are rehabilitated by 2019	2.1.4 TA report, EUD monitoring	

Results component 2 (outputs)	Component 2 – Civil Registration					
	3.1.1 The civil registration system has put in the place processes and structures to increase registration in official records	3.1.1.1 Demographic study of mass registration CR coverage vis-à-vis 2015 census data	3.1.1.1 Zero baseline	3.1.1. Potential registration gaps reduced by 20% by 2019	3.1.1 Outcome of mass registration exercise 2015 census statistics Outcome of follow-up registration exercises Extracts from the NCRA database	Mass registration exercise takes place and data is exploitable and auditable
		3.1.1.2 Number of additional registrations collected upon remedial registration drives	3.1.1.2 Baseline will be mass registration outcome	3.1.2 Defined by project		
		3.1.1.3 Number of PHUs actively notifying births and deaths directly into the NCRA database	3.1.1.3 Zero baseline 3.1.1.4 1222 PHUs are currently conducting birth registration through paper forms, and do not yet register or notify deaths So far, no legacy records have been digitised in 2016	3.1.3 All PHUs equipped with handheld devices by 2020 3.1.4 Entire legible paper-based NOBD archive is digitised by 2020		
		3.1.1.4 Number of paper-based birth and death registrations digitised	3.1.1.5 Prior UNICEF, WHO, UNFPA and Plan International project evaluations and statistics of populations reached.	3.1.1.5 60% increase of notifications by 2020	3.2 E-Health Project documents MoHS archives	Paper records are preserved until digitization is complete
		3.1.1.6 Number of birth and death notifications received through the 117 call system	3.1.1.6 Prior death registration through 117 during the EVR crisis (13 percent death registration in 2016)	3.1.1.6 60 % death registration by 2022		
		3.1.1.7 Number of preliminary burial permits issued by SMS through the 117 system	3.1.1.7 MEST EMIS enrollment statistics	3.1.1.7 Reduce truancy by 50 % in 2022	3.1.1.7 MEST EMIS enrollment stats	Stakeholder interest and openness to participate  MEST cooperates NCRA allows extraction of school cohort data
		3.1.1.7 Number of birth notifications made by school administrators.				

	3.1.2 Access to civil register service centres increased	3.1.2 Number of other public services provided in NCRA-used centres  3.1.3 Number of field offices connected	3.1.2 PHU facilities provide CR services  3.1.3 Zero baseline	3.1.2 All 14 regional NCRA offices house at least 3 ulterior public services by 2019  3.1.3 All 14 regional offices have at least Wimax connectivity for real-time biographic data synchronization by 2019	3.1.2 Registration rates report by NCRA  3.1.3 Notification and registration stream. Audit trail extracts	Relevant MDAs take interest in joint facilities Physical NCRA regional offices in operation
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	3.1.3.Priority MDAs are networked to NCRA data	3.1.3 Know-how on CR data use across MDAs is transferred	3.1.3Zero baseline	3.1.3 Two EU priority sector MDAs are networked by 2019	3.1.3 Reporting by EU Technical assistance embedded in priority MDAs	MEST will cooperate even if not listed in NCRA Act.
		3.1.4 Percentage of user MDAs using access privileges –	3.1.4 Zero baseline	3.1.4 80% of stakeholder MDAs		EU priority sector MDAs buy into value of CR data
		3.1.5 Number of Statistics Sierra Leone studies based on data extracted from CR	3.1.5 Zero baseline	3.1.5 SSL publishes 3 reports based on CR data by 2020	3.1.4Statistics SL	
		3.1.6 Number of MoUs adopted	3.1.6 Zero baseline	3.1.6 Five MDA/NCRA MoUs are signed by 2019	3.1.5 NCRA website	
		3.1.7 Number of MDAs connected to NCRA server by high quality connections	3.1.7 Only NEC is currently connected	3.1.7 3 MDAs are connected by 2019	3.1.8 Official Gazette	
		3.1.8 Number of regulations adopted under the NCRA Act	3.1.8 Zero baseline	3.1.8 5 sets of regulations adopted by 2019		

Results component 3 (outputs)	Component 3 – Civil Service Reform					
	4.1.1 Sustained coordination between civil service reform institutions is ensured	4.1.1 Level of coordination and policy dialogue is ensured by regular meetings and coordination activities of all Civil Sector Reform	4.1.1 Zero baseline	4.1.1 Policy dialogue supports continuation of Civil Sector Reform in a coordinated fashion by 2019	4.1.1 Experts reports. HRMO, PSC, ACC, LGSC, TSC, PHC, reports	
		4.1.2 Extent of mainstreamed gender equality issues is conducted in HR management of civil service	4.1.2 Zero baseline	4.1.2 Gender equality-related policies / guidelines are implemented by civil/public service by 2020	4.1.2 MDAs and line-ministries' reports	
		4.1.3 Level of HR and management good practices in CS/ Civil Sector Reform is in place	4.1.3 Zero baseline	4.1.3 Business process policies/guidelines are implemented on issues such as HR planning and diversity, recruitment, health, safety/security, compensation/equal benefits, retirement, trainings and career development, leaves. disciplinary measures and dismissal by 2019.	4.1.3 HRM&D gender segregated data Reports, internal documents	

4.2.1 Legal revision and organisational capacity assessments are available, and the mandates of Civil Sector Reform institutions are streamlined.	4.2.1 Level of Civil Sector Reform institutional capacities	4.2.1 Civil Sector Reform institutional capacities are very low as documented in various EU, WB, UNDP, DfID, HRMO, PSC reports and project evaluations.	4.2.1 HRMO and PSC and key MDAs are able to improve their performance in public service delivery in comparison with 2015 baseline (donors report)	4.2.1 Experts reports. HRMO, PSC, ACC, LGSC, TSC, PHC, reports MDAs and line-ministries' reports Donors reports	Civil Sector Reform institutions' and MDAs' leaderships are committed to further strengthen civil service in all areas of public service delivery and at all levels of governance
4.3.1 Capacity to manage civil/public servants both on the national and local/rural level is improved.	4.3.1 Capacity of Civil Sector Reform institutions and key MDAs to undertake legal drafting and analysis	4.3.1 Zero baseline	4.3.1 Civil Sector Reform institutions and key MDA are able to revise and draft legislations on CSR.	4.3.1 PoSL reports on legislative activity of MDAs and Civil Sector Reform institutions.	
4.3.2 Sustainable M&E mechanisms are introduced in civil service management, based on regular performance appraisal, Public Data Records Management System, and a full set of relevant merit-based policies.	4.3.2 Number of civil/public servants from Civil Sector Reform institutions benefitting of trainings	4.3.2 3 M&E units are in place among Civil Sector Reform institutions but are still not fully operational in 2016	4.3.2 M&E units are operational in all Civil Sector Reform institutions and MDAs by 2019	4.3.2 GoSL annual reports on CS and Civil Sector Reform	
4.3.3 Target MDAs are trained according to needs, and Civil	4.3.3 Ability of Civil Sector Reform institutions and all MDAs to develop and implement training plans according to their	4.3.3 Transfer of knowledge among staff is not currently done in 2016	4.3.3 Transfer of knowledge and best practices becomes a recurrent process in civil service by 2020.	4.3.3 HRMO and PSC regular reports	
		4.3.4 Performance appraisal is not systematic across Civil Sector Reform institutions and MDAs, and not	4.3.4.1 PRMDS becomes operational by 2018.	4.3.4 UNDP annual report, DFID annual report	
			4.3.4.2 Performance of civil/public servants is	4.3.5 M&E units analyses	

	<p>Sector Reform institutions are exposed to innovative options for the recruitment, promotion, and retention of young and talented civil servants.</p>	<p>respective mandates.</p>	<p>consistently recorded.</p> <p>4.3.5 MDAs annual training plans are not implemented</p> <p>4.3.6 Civil Sector Reform institutions do not carry out comprehensive training needs assessments and related plans</p>	<p>appraised at least annually by 2019</p> <p>4.3.5 Civil Sector Reform institutions and MDAs are able to develop, deliver, monitor and evaluate continuous training as per fully developed and regularly updated plans by 2020</p> <p>4.3.6.1 At least 4 HRMO and PSC demonstrate their capacity to provide coordinated training across the civil/public service by 2019.</p> <p>4.3.6.2 HRMO can organise and deliver cascade training by 2019.</p>	<p>4.3.6 Experts and project reports</p>	
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This action is funded by the European Union

**ANNEX 2**

of the Commission Decision on the Annual Action Programme 2017 in favour of the Republic of Sierra Leone to be financed from the 11<sup>th</sup> European Development Fund

**Action Document for Support to civil society and local authorities for local development in Sierra Leone**

**INFORMATION FOR POTENTIAL GRANT APPLICANTS**

**WORK PROGRAMME FOR GRANTS**

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012), applicable to the EDF in accordance with Article 37 of the Regulation (EU) 2015/323 in the following sections concerning calls for proposals: 5.4.1; and in the following sections concerning grants awarded directly without a call for proposals: 5.4.2

<b>1. Title/basic act/ CRIS number</b>	Support to civil society and local authorities for local development in Sierra Leone. CRIS number: SL/FED/039-030 financed under the 11 <sup>th</sup> European Development Fund (EDF)	
<b>2. Zone benefiting from the action/location</b>	The Republic of Sierra Leone. The action shall be carried out at the following location: Sierra Leone, with the project management unit based in Freetown and project implementing partners in pilot districts.	
<b>3. Programming document</b>	11 <sup>th</sup> EDF National Indicative Programme for Sierra Leone.	
<b>4. Sector of concentration/ thematic area</b>	Governance and civil society	DEV. Aid: YES <sup>1</sup>
<b>5. Amounts concerned</b>	Total estimated cost: EUR 23 000 000 Total amount of EDF contribution EUR 23 000 000	

<sup>1</sup> Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

<b>6. Aid modality(ies) and implementation modality(ies)</b>	Project Modality Direct management: <ul style="list-style-type: none"> <li>grants – call for proposals and direct award</li> <li>procurement of services</li> </ul>			
<b>7 a) DAC code(s)</b>	15150; 15112			
<b>b) Main Delivery Channel</b>	20000 Non-Governmental Organisations (NGOs) and Civil Society			
<b>8. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment		X	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
<b>9. Global Public Goods and Challenges (GPGC) thematic flagships</b>	N/A			
<b>10. Sustainable Development Goals (SDGs)</b>	Goal 1- End poverty in all forms everywhere; Goal 5- Achieve gender equality and empower all women and girls; and Goal 16- Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.			

## SUMMARY

This Action aims at fostering decentralisation by empowering local authorities as well as local/rural CSOs to fund and implement jointly agreed initiatives that respond to the priority needs of communities in a sustainable way.

The proposed methodology favours a partnership and participatory approach driven by local authorities, with technical assistance to accompany community actors to determine priorities and gradually develop joint initiatives to be funded by this Action. Coaching and grant funding will be made available to strengthen the capacity of Civil Society Organisations/Community Based Organisations (CSOs/CBOs) at district level (rural) to encourage their operations as credible actors of local governance and implement

gender-sensitive and environmentally sensitive initiatives aimed at improving inclusive social and economic service delivery to population at the local level.

In parallel, direct assistance will be provided to local authorities to improve their planning and financial management and to implement revised administrative rules and regulations consistent with decentralisation objectives. Grant funding will be made available to implement service delivery projects submitted by local councils, as per local development plans in line with national development priorities.

The project will focus on four pilot rural districts, one in each of the four regions of Sierra Leone in support of local authorities and CSOs. These pilot districts will be selected during the inception period after a scoping assessment of needs and opportunities, based on criteria that would give preference to the most deprived areas. The rationale for having sustained local presence is to facilitate networking at the local level, and to offer adequate neutral space for conducting training and joint activities involving CSOs and Local Authorities (LAs). Specific long/short term technical assistance will also be located amongst the chosen local councils' administrations to strengthen the capacity of local agents and to monitor the delivery of services in collaboration with CSOs.

A Project management unit will be established and staffed with resident international and national experts, responsible for developing the methodology, coordinating the activities of local offices, liaising with the central level of government, and for capitalizing and scaling up achievements by addressing horizontal policy issues and institutional challenges at all levels.

## **1 CONTEXT**

### **1.1 Sector/Country/Regional context/Thematic area**

In November 2015 the World Health Organization (WHO) declared Sierra Leone free of Ebola, an epidemic that broke out in May 2014 and caused some 4 000 casualties. The Ebola epidemic severely affected the country and impacted on development cooperation.

The civil society landscape in Sierra Leone is vibrant and has played a critical role in the country's transition from conflict to peace and democracy. It was a driving force behind the Lomé Peace Accord and the establishment of the Truth and Reconciliation Commission. Since the end of the civil war, CSOs have provided critical support to the country during the Ebola outbreak as well as filling gaps in service provision of basic public services such as health and education. The perceived fragility and weak accountability of domestic CSOs and Community Based Organisations (CBOs) has led donors to streamline funding for projects via international CSO channels.

The decentralisation process re-initiated in 2004, following the end of the civil war. It is aiming at improving capacity of local governance structures to deliver appropriate services to local communities. Decentralisation should empower local authorities to implement and monitor the delivery of services, including those provided by Ministries, Departments, and Agencies (MDAs), as per locally agreed development plans, in order to fulfil the mandate that was granted to them through local elections. The 14 district councils and 5 city councils are responsible for developing local development plans covering the areas for which they are responsible for delivering on: education (both primary and secondary), health, agricultural development, water and sanitation and social welfare. The 2017 budget allocates the equivalent of EUR 16.3 million to local government. Decentralisation is further meant to establish a conducive environment for civil society to operate within local communities. CSOs should contribute at local levels to set

priority areas of intervention together with local authorities and to deliver on transparency and accountability.

### ***1.1.1 Public Policy Assessment and EU Policy Framework***

A revised Government policy towards non-governmental organisations (NGOs) is currently under preparation and may be presented as a bill for the Parliament to vote on. Registration procedures for CSOs, both domestic and international, include their mandatory adhesion to the Sierra Leone Association of NGOs (SLANGO), diverse annual reporting and information disclosure obligations toward line ministries, and revolving annual registration. The 1965 Public Order Act (which addresses libel and defamation issues) and the Treason of State Offence Act 1965 have been a critical agenda for political dialogue over civil society in the past years.

The Right to Access Information Act was passed in 2013. It refers primarily to the right to access information held by public bodies for the benefit of all citizens. Nonetheless civil society's capacity and drive to make use of such information to engage in their respective activities as per their mandate appears insufficient, despite the new channels of interactions with the state that have opened in recent years.

There has been uneven progress on the decentralisation process provided for in the Local Government Act of 2004, which established 19 local councils responsible for service provision in matters of health care, basic education and agricultural extension, replacing the previous traditional forms of local governance rooted in chieftaincies. In addition, Government Ministries, Departments and Agencies are experiencing difficulties to comply with their obligation to effectively devolve functional responsibilities and powers to local councils. The Decentralisation Secretariat at Ministry of Local Government and Rural Development is in charge of supervising Sierra Leone's decentralisation policy, which is currently being reviewed to provide a basis for drafting a revised Local Government Act.

### ***1.1.2 Stakeholder analysis***

**Civil Society Organisations:** in general, civil society in Sierra Leone encompasses a number of diverse non-profit organisations, whether traditional or modern in nature, operating at various levels (from localised communities to regional or national), following agendas related to the country's socio-economic development and the promotion and protection of human rights. Some are membership-based such as professional associations, trade unions or mutual benefit organisations, others can be partisan, confessional or neutral and secular, and operate with alternative funding, mainly from international development partners. Their profile differs in terms of their ability to promote citizens' interests and to deliver services to the population, as well as to their national vs regional or local operations.

Differentiation also takes place between formalised organisations, whose professional capacity, however, appears as rather weak, donor dependent, and lacking technical and managerial capacity, and smaller associations that operate with or without official registration but are able to streamline a diversity of local initiatives at micro and remote levels in the absence of external funding (resource crowding).

**Sierra Leone Association of Non Government Organisations (SLANGO):** the official umbrella structure that all national and international CSOs need to register with in order to be able to operate in the country, there is general agreement among stakeholders that its mandate,

functioning and possibly the composition of its board should be reviewed in order to establish the capacity, that it lacks to deliver on its original promises of servicing a still fragmented civil society. In the absence of sustained external resources on which to build sustainable capacity, this already long-established organisation has been surviving with limited government and membership funding, and is now perceived more as a semi-government institutional element of control.

**Local Authorities (LA):** Local authorities are in great need of financial resources and technical support to permit the implementation of their development plans and activities and to complement the limited funding provided through the budget. Needs identified include to consolidate and further develop the capacity of local councils and their administration. Improving human resources management of the local councils' core staff is a priority to retain the administrative competences necessary to make decentralisation effective, deliver and develop the services for which they are responsible. The relationships between local councils and devolved government institutions are competitive rather than collaborative in mandate and capacity of their core staff. The involvement of Chieftaincies in the decentralisation process is reported as insufficient to sustain reform, despite their influence over their communities.

The capacity of Local Councils was built thanks to significant donor support since they were established. Their equipment and furniture were largely provided via the World Bank Institutional Reform and Capacity Building Project, which lasted from 2004 till 2010 in the post war era and aimed at getting newly established LC going. Other subsequent programmes also contributed but with less operational support. All LC interlocutors thus stress their needs for additional or renewed equipment (transport and IT mostly) in order to carry out their tasks, especially with regards to planning and monitoring service delivery, but also to engage with local communities and sub-territorial levels. As a result of staff rotation and difficulties with retention, further professional capacity building support should be provided to LC staff.

Unstable fiscal transfers to local councils' budgets, and confusion with responsibilities for local revenue collection, have hampered the development and operations of decentralised authorities. Funds are channelled via the Ministry of Finance and Economic Development (MoFED), specifically involving the Local Government Finance Department (LGFD), as the specialised team tasked to support, coordinate and monitor LC over technical matters, and the Integrated Project Administration Unit (IPAU), which provides an interface between government-implemented programmes and donors, in charge of administering bank accounts and monitoring financial and administrative procedures at both central and local level.

**Local Councils Association of Sierra Leone (LoCASL):** was formed in July 2004, and adopted a new constitution in 2011, providing for national and regional executive structures. It has a permanent secretariat to support its membership and implement its strategic priorities. All 19 councils are members of LoCASL, each with voting representation on its general assembly through the mayor/chairperson, deputy mayor/chairperson and two councillors – at least one of whom must be female – and the chief administrator. LoCASL is currently led by one of the only two females elected Chairwoman in Sierra Leone. Its core costs are solely covered by LC's membership fees, which are funded via local government budget.

**The Local Government Service Commission:** is responsible for providing regulatory, performance management and management functions to the system of decentralised government

established under the Local Government Act 2004 – specifically allocation of staff. It faces serious resource and capacity challenges.

**The Ministry of Local Government and Rural Development (MLGRD):** has responsibility for implementing decentralisation and other local governance reforms. This includes specifying functions to be assigned to local councils, and coordination and implementation of the programme of devolution from central government to local councils. The Local Government Act 2004 gives both the local councils and the chiefdom council's powers to raise revenue including through local taxes, property rates, licences, fees and charges, and to receive mining revenues, interest and dividends etc. Transfers from central government include recurrent and investment components.

### ***1.1.3 Priority areas for support/problem analysis***

More than a decade after the passing of the Local Government Act, some of the main challenges of devolved government in practice include the following: frequently delayed financial flows from central to local government, decreased levels of confidence and legitimacy of local authorities among the population and insufficient involvement of civil society in local governance. Central management of local authority staff has resulted in staff shortages, frequent reposting across the country, and a generally low morale with limited to no career development opportunities. Overall, the momentum of decentralisation and commitment is at a risk of slowing down. It is therefore important to support both the local authorities and the local civil society to consolidate the nascent institutions, strengthen local CSOs and further general participation in the local democracy. Support to Civil society, in line with the EU Communication “The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations” (COM (2012) 492 final) will focus on enhancing efforts to promote a conducive environment for CSOs; promoting a meaningful and structured participation of CSOs in domestic policies, in the EU programming cycle and in international processes; and increasing local CSOs' capacity to perform their roles as independent development actors more effectively. Especially in remote rural areas, CSOs are also perceived as essential actors to trigger local communities' initiatives. The EU funding may support investments enabling better social cohesion and economic development.

EU intervention should pursue local development objectives by working with both civil society actors and local authorities building upon the Territorial Approach to Local Development (TALD) recognizing the leading role of local authorities at a territory scale in particular in building local public policies through multi-stakeholders partnerships and seen as means to translate both Communications on CSOs and LAs (COM (2013) 280 final). The project should empower local/rural CSOs in their dealings with local authorities and will fund jointly agreed initiatives that answer the priority needs of communities in a sustainable way. The programme would integrate the following elements:

- A methodology that favours a participatory approach to improve service delivery by local authorities and to encourage citizen-driven initiatives at the local level, with community actors deciding on their own priority sectors of intervention.
- A pilot approach focusing on four rural districts selected during the inception period after a scoping assessment of needs and opportunities.
- A project support structure responsible for developing the methodology and determining the geographical focus of the project, coordinating the activities of local offices, but also for

partnering and facilitating dialogue with development and government actors at the national level, and by supporting innovative solutions to local governance and service delivery provision. It should also capitalise achievements and orchestrate the development of a knowledge management and sharing platform.

- The establishment of project support structures in the selected districts to ensure a permanent physical presence, staffed by carefully recruited national experts (with credentials as civil society activists).
- The provision of grants funding 1) for service delivery projects submitted by local councils, consistent with their revised local development plans, and 2) for joint initiatives led by local CSOs in order to engage in local affairs and foster partnerships with rural communities and economic operators. In this, the creation of synergies with other EU funded activities e.g. in education and agriculture can be explored. It can be expected that Local Authorities will in some cases opt for major investments in areas such as water and sanitation, health, infrastructure, or energy.
- The provision of technical assistance to develop the technical skills of Local Government and CSOs, to consolidate and further build the planning, administrative and financial management capacity of local authorities consistent with decentralisation objectives.
- Affirmative action to promote women's participation in local public policies and political affairs, preferably in leadership positions to demonstrate their role as change actors with regard to social norms.
- Specific action to promote environmental causes, improvement of living conditions and the preservation of nature.

## 2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Civic unrest and violence destabilises the country, notably in during election or post-electoral period.	M	The programme aims at strengthening accountability and transparency, and at fostering dialogue to mitigate risks of civic unrest.
Lack or delays of implementation of decentralisation policy.	M	EU will engage in sustained policy dialogue to monitor and encourage the enforcement of the decentralisation policies; the programme will support civil society to lobby for decentralisation.
Lack of absorption capacity by local/rural actors.	M	Long inception period to identify adequate areas for piloting the activities. Develop the capacity of CSOs and local authorities to work on citizen-driven initiatives emerging from bottom-top self-prioritisation of needs.
Misuse of funds/corruption; lack of accountability.	M	External communication, high/local-level stakeholders networking. Design of an active monitoring strategy. Technical

		Assistance in financial management embedded in local councils.
Lack of coordination among relevant agencies leads to duplication of registration efforts.	L	Enhance coordination between relevant authorities to avoid duplication of efforts.
<b>Assumptions</b>		
<ul style="list-style-type: none"> <li>• Overall security situation in the country does not deteriorate.</li> <li>• Local communities share the values and principles promoted by the project.</li> </ul>		

### 3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

#### 3.1 Lessons learnt

*Ad hoc* service provision directly implemented by CBOs can act as a disincentive for local authorities to take hold of their mandate and deliver improved services contributing to donor-dependent rural economies.

Local social and human capital should be relied upon instead, by working on developing new collaborative approaches among civil society actors and together with local authorities, especially decentralised ones.

Long term approaches to programme design, with realistic strategic objectives, should be privileged in parallel to supporting “quick win” actions that already deliver on a short time-frame in the intermediate. This calls for sustained engagement of the programme teams in the targeted areas.

Preference should be given to “start small, think big” approaches to pilot ambitious yet localised interventions, while ensuring that systems of capitalisation are in place to steer and demonstrate/communicate achievements.

Encourage women’s leadership participation in project delivery at the local level as a reliable trigger for change, with long-term benefits on well-being but also in contributing to transform mind-sets and social norms.

Grants should be made available in addition to capacity building assistance to fund CSOs'/CBOs' initiatives and to implement priority policy actions of local councils consistent with local development plans. If possible, funds should be disbursed via local councils instead of establishing short-lived mechanisms administered by independent implementing agencies. Adequate technical assistance needs to be provided to ensure meticulous planning and monitoring of the transferred budgetary allocations.

Donors should encourage international implementing agencies to transfer knowledge to local authorities and national CSOs according to a clear exit strategy, and should privilege applications for funding involving capable local structures with citizen buy-in.

#### 3.2 Complementarity, synergy and donor coordination

The intervention continues and broadens the approach taken in on-going EU projects of other sectors that intervene at local level. It also complements a focal sector 11<sup>th</sup> EDF programme that is about to be launched. Synergy, complementarity and lessons learnt about absorption capacity and investment in rural areas through civil society and Local Authorities will be gained from all

of the above for the implementation of the present Action Document, and be taken into account as of inception.

The on-going EU project on Renewable Energy Services for Social Development implemented by a consortium led by Welthungerhilfe works in six districts in the east and the north of Sierra Leone. The overall objective is poverty alleviation through renewable energy services while promoting low carbon development. The project has successfully tested and proven absorption capacity in rural areas, in particular in relation to infrastructure.

Another EU project under the PRO-ACT 2015 budget line is contributing to improving the food and nutrition security situation of vulnerable population groups in the north and east. Specifically, civil society is called upon to organise the production & commercialisation of three agroforestry cash crops: cocoa, coffee, and cashew, in the north and the east of the country.

The EU Delegation has recently started education projects financed under the CSO/LA budget line in five districts. For two of them, local authorities are implementing partners.

The 11<sup>th</sup> EDF "Boosting Agriculture and Food Security Programme aims to reduce poverty and food insecurity in Sierra Leone through better governance and increased agricultural productivity and diversification. A specific area of potential future synergy arises from Result 3.2 of the programme which foresees that Non-State Actors, together with Local Authorities build economically viable agribusinesses along with the private sector assuring Added Value Chain (AVC) covering the whole AVC from input to marketing.

Donor coordination in Sierra Leone takes place primarily through the official forum for discussion with the government, the Development Partners Committee. Regularly convened donor groups exist in the areas of education and governance, for example, but at present there is no mechanism with respect to civil society and decentralisation as such. The community of international donors in Sierra Leone does, however, cooperate closely on civil society and local government project selection and delivery and related issues such as the on-going review of the NGO policy.

Intervention at the policy level, including institutional strengthening of the overarching CSO/NGO umbrella, has been limited in focus and there is scope for providing additional support in the form of policy dialogue.

A recent UK Department for International Development (DfID) programme is supporting CSOs to provide social accountability mechanisms at the local level, as a tool to encourage providers to better delivering services to the communities. With the World Bank's Decentralized Service Delivery Program ending in late 2016, further assistance is justified to encourage organised joint activities that pursue sustainability.

Future interventions should focus their efforts on targeted communities to avoid duplication and encourage synergies, in particular with key EDF focal areas such as rural development, education and transport infrastructure.

### **3.3 Cross-cutting issues**

Sierra Leone and the EU share a common policy approach to crosscutting issues such as gender, children's rights, people with disabilities, indigenous peoples, environmental sustainability, climate change and combatting HIV/AIDS. The project will specifically foster good governance, respect for human rights and gender equality. Environmental issues will be mainstreamed in

capacity building/training activities, while improved governance also increases possibilities for improved management of the environment and natural resources at local and central levels.

Gender issues are of particular relevance. Although women account for 55% of the population, Sierra Leone remains a strongly patriarchal society that traditionally relegates women to assume social roles in the private spheres of life and discriminates against them in law and practice. They are well under-represented in the public spheres, and only very few high-profile women who assume visible public office responsibility. Barriers and constraints to their advancement include lack of educational opportunities, traditional values and the weight of family obligations. In general, activities in support of CSOs and local development need to involve women as key actors of change, even more so at local level in rural areas where greater interaction with traditional authorities would be desirable in order to work on social norms that affect women. The EU Delegation is currently carrying out a gender analysis with (among other things) the specific objective of informing a strong gender focus in formulation phase of this future programme for support to civil society and local authorities.

## **4 DESCRIPTION OF THE ACTION**

### **4.1 Objectives/results**

#### **➤ Overall objective:**

The overall objective is to contribute towards the country's long-term stability, equitable growth, poverty reduction, democratisation and the rule of law, and to foster an integrated local development approach. This will be done through strengthening the capacities of relevant actors involved with a view to achieving integrated development strategies and initiatives.

#### **➤ Specific objectives:**

The specific objectives of the proposed programme are relevant for the United Nations 2030 Agenda for Sustainable Development. They contribute primarily to the progressive achievement of SDG target(s) to promote a just, peaceful and inclusive society in Sierra Leone, reducing inequalities within the country but also promote progress towards achieving gender equality and empowering women and girls. .

S.O. 1: LAs are empowered to fulfil their mandate as per the decentralisation process and implement priority actions consistent with local development plans and foster joint-decision making processes with civil society.

S.O. 2: Civil society actors, in particular youth and women positively contribute to public policy making and service provision, in particular in local rural areas.

#### **➤ Expected results**

In view of achieving the overall and specific objectives, three interlinked Result Areas are defined:

**E.R. 1:**        *Decentralised local government component:* local councils' capacity to deliver services for which they are responsible are improved in 4 pilot rural districts; well-managed priority gender-sensitive development actions, consistent with updated existing

local development plans, are implemented with EU funding and in cooperation with Civil Society actors.

**E.R. 2:** *Rural civil society initiatives component:* CSOs in the pilot districts demonstrate strengthened capacity to operate as credible actors of local governance and implement EU funded gender-sensitive initiatives aimed at improving inclusive social and economic service delivery to population at the local level.

**E.R.3:** *Horizontal policy, coordination and capitalisation component:* the environment for effective decentralisation and local governance is improved by capitalizing on achievements in four pilot districts and by addressing policy and institutional challenges at all levels.

## **4.2 Main activities**

The indicative main activities are:

### *Component 1: Decentralised local government*

- A1.1. Conduct a holistic needs assessment of local authorities in the chosen pilot districts, to plan for appropriate delivery of assistance under this programme, in parallel to strengthening the operational capacity of the pilot local councils with equipment and mobility support.
- A1.2. Develop a training strategy for strengthening local councils, chiefdoms and wards, and to facilitate their collaboration. Develop training modules and deliver cascade training accordingly (training of trainers), in coordination with the Decentralisation Secretariat at the Ministry of Local Government and Rural Development and the Local Government Service Commission.
- A1.3. Liaise with and provide support to the Ministry of Local Government and Rural Development and the Local Government Service Commission on issues relating to strengthening decentralisation and addressing shortcomings in the devolution of services. Support the Ministry in its role of ensuring oversight of decentralisation.
- A1.4. Provide embedded national expertise for coaching and mentoring the pilot local councils in participatory development planning, monitoring/reporting, and financial management.
- A1.5. Support the updating and validation of the districts' annual local development plans through a series of workshops with CSOs and communities representatives to, and decide upon priority investments for which to require EU funding according to locally agreed gender-sensitive criteria.
- A1.6. Implement local development plans and investment priorities through the award of grants to local authorities.
- A1.7. Provide expertise to support the preparation of related documents for submission for grant funding and to monitor implementation.
- A1.8. Encourage and support monitoring of these investments by local CSOs/CBOs for accountability purpose.
- A1.9. Collaborate with the Local Councils Association of Sierra Leone to promote women in local leadership positions.
- A1.10. Provide specific international and national expertise on issues related to local government administration, gender mainstreaming, environmental issues and community engagement, or other issues, e.g arising from NIP focal sectors.

Activities A1.1 – A1.4 and A1.9 will fall under the main responsibility of the central programme management unit (PMU). Activity A1.6 will be driven and supervised by the PMU whereas the support structures will be assisting local authorities in the implementation of the grants. The remaining activities will require joint involvement of the PMU in its coordinating role as well as the local support structures.

#### Component 2: Rural civil society initiatives

- A2.1. Provide resident civil society expertise in the four district offices to coordinate activities at the local level, coach CSO project design and to facilitate civil society's relationships with local authorities.
- A2.2. Deliver training activities to civil society actors on classical topics (management and governance, communication, project design/management/monitoring, funding proposal development).
- A2.3. Provide training to facilitate the participation of civil society in the public policy cycle (with a particular accent on local governance, accountability and policy-making), advocacy and communication techniques, and diverse sectoral interventions as per needs.
- A2.4. Provide training to trainers among local CSOs in matters related to the structuring of grassroots community based organisations and in intra-civil society collaboration.
- A2.5. Organise a series of workshops for civil society actors at district level to identify their needs, and facilitate consensus on areas to tackle in priority.
- A2.6. Provide facilitation support to establish formal consultation frameworks between the CSOs/CBOs and local authorities on priority sectors, and coach the development of joint projects and of related funding proposals.
- A2.7. Design, establish and operate a financial support mechanism in the form of sub-grants with clear eligibility conditions, award criteria (including gender and environmental sensitivity) and decision-making process to finance joint CSO-local authorities projects.

Activities A2.1 – A2.5 will fall under the responsibility of the local support structures. The central PMU and the local support structures will both be involved in the remaining activities, with the PMU in a coordinating role to ensure coherence across districts.

#### Component 3: Horizontal policy, coordination and capitalisation

- A3.1. Provide long-term senior expertise at central level to lead the methodological design, implementation and coordination of assistance in the pilot districts, and to provide secretariat and technical support to the Steering Committee.
- A3.2. Carry out a mapping survey and strategic baseline assessment of each district, and specify criteria for selecting the four pilot rural districts for this programme, as well as indicators for monitoring progress.
- A3.3. Undertake studies in support of a harmonised legal, policy and institutional frameworks related to decentralisation.
- A3.4. Collaborate with Local Councils Association of Sierra Leone to engage in advocacy activities with government authorities concerning issues related to decentralisation.
- A3.5. Build central institutional capacity to review the local government human resources policy and to develop a training department (needs analysis, curriculum development, training of trainers, gender) in collaboration with the Ministry of Local Government and

Rural Development/Decentralisation Secretariat, the Public Service Commission and line ministries.

- A3.6. Undertake studies about the legal and policy framework affecting civil society and support advocacy aimed at improving and sustaining a favourable environment for national CSOs to operate as key actors of governance.
- A3.7. Undertake ad hoc studies related to decentralisation and reform options, and provide operational support to encourage the participation of civil society actors in the process, from the policy and legal framework review, to its implementation by the government.
- A3.8. Develop and implement a capitalisation and communication strategy (internal and external) for the programme, at both district and central level.

Activities will be carried out by the PMU which will cooperate with the local support structures in particular on activities 3.4, 3.6 and 3.7.

### **4.3 Intervention logic**

The provision of financial assistance to local councils and civil society should provide incentives for building the capacity of local actors (notably in financial management), as well as avenues for engaging in policy dialogue with local and central authorities concerning institutional and policy matters to promote a participatory culture and methodology consistent with local governance objectives and needs. For this purpose, the bulk of the programme resources will be distributed as grants to fund priority development projects under the responsibility of the selected Local Councils in line with the local development plans, as well as grassroots citizen initiatives that will mature over the course of the programme.

The programme will focus on four pilot rural districts, one in each four regions of Sierra Leone. They will be selected during the inception phase of the programme based on a comprehensive national level assessment. Selection criteria will be agreed by the EU Delegation and the Government of Sierra Leone, but should a priori focus on the more rural and deprived areas, based on poverty rates, infrastructure and social service delivery needs. Special attention should be paid to areas where synergy with ongoing EU activities in e.g. agriculture and education can be ensured.

Consistent with the EU gender action plan 2016-2020, EU interventions shall promote women's empowerment namely by participation in local public and civil society affairs, preferably in leadership positions, to demonstrate their role as actors of change in society.

The programme is organised according to two main areas of intervention that obey to the following logic:

*Encouraging effective decentralisation to local government:* The capacity of local councils needs to be strengthened to deliver on the key mandate they have in social sectors and agriculture. Their capacity to development and budget planning, monitoring and reporting, and personnel management and performance assessment should be improved. They also need to engage constructively with local civil society regarding accountability issues, in particular to foster their participation in local development and budget planning/monitoring alongside the administration. Mid-level local authorities, especially that of Chiefs and their clerks, need to improve their ability to contribute to development activities and to foster community engagement. Women participation as elected officials and/or administrators should be encouraged at all levels. Grant funding should be provided to priority projects consistent with local development plans.

*Supporting rural civil society initiatives:* The programme intends to encourage a bottom-up holistic approach to support CSOs/CBOs in the four pilot districts. To avoid dispersion of efforts, it should encourage and coach the emergence of coordinated citizen-driven initiatives in consensual priority areas. This requires developing the capacity and accountability of local civil society actors with training in soft and technical skills as well as with direct funding for projects. The involvement of local authorities in these initiatives should be facilitated so as to develop and drive joint projects, for which proposals could be developed and submitted for funding. These projects should address gender and youth issues in particular, and encourage the involvement of women in leadership positions at community levels.

To coordinate and capitalise on the achievements arising from the above two areas, one programme component will ensure horizontally that the environment for effective decentralisation and local governance is improved in the four pilot districts and by addressing policy and institutional challenges at all levels.

## **5 IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 17 of Annex IV to the ACP-EU Partnership Agreement.

### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of entry into force of the Financing Agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

### **5.3 Implementation of the budget support component**

NA

### **5.4 Implementation modalities**

#### ***5.4.1 Grants: call for proposals "Support to civil society and local authorities for local development in Sierra Leone" (direct management)***

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

The objective of the grant is to support civil society in the four pilot districts. In order to achieve this objective, grant beneficiaries will award financial support in the form of sub-grants in each pilot district to support the development of the local CSOs/CBOs and the related projects selected under specific objectives and the Result Areas n°1, 2 and 3, as defined in paragraph 4.1.

The financial support will be tailored to suit local CSOs/CBOs' constraints, by conducting adequate due diligence and assessment of applicants.

(b) Eligibility conditions

In order to be eligible for a grant, the lead applicant must: (i) be a legal person, (ii) be non-profit making, (iii) be a non-governmental organisation, a public sector operator (including a

development agency of a Member State of the European Union) or an international (inter-governmental) organisation, (iv) be established in a Member State of the European Union or other eligible countries as stipulated in the basic act (this obligation does not apply to international organisations) and (v) be directly responsible for the preparation and management of the action with the co-applicant(s) and affiliated entity(ies), not acting as an intermediary.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grants is EUR 2 000 000 and the grants may be awarded to sole beneficiaries and to consortia of beneficiaries (co-ordinator and co-beneficiaries). The indicative duration of the grant (its implementation period) is 48 months

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is full funding.

In accordance with Article 192 of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 37 of (EU) regulation 2015/323 if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative timing to launch the call

It is intended to launch the call in Q3/4 2017.

***5.4.2 Grant: direct award "Priority investments in four districts in line with local development plans" (direct management)***

(a) Objectives of the grant, fields of intervention, priorities of the year and expected results

The objective of the grants is to support Sierra Leonean local authorities to implement their local development plans. These plans cover amongst others issues such as transport infrastructure, water and sanitation systems, local health centres, classrooms (constructions and maintenance), public markets, small renewable energy investments and local power grids.

The value of each grant to the local authority will not surpass EUR 2 500 000.

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to four local authorities in Sierra Leone.

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified since the local authorities per definition are in a monopoly situation as referred to by article 190(1)(c).

The preselection of pilot districts based on a mapping study and baseline assessment in agreement with the Government of Sierra Leone will also predetermine the beneficiaries.

(c) Essential selection and award criteria

The essential selection criteria are the financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is full funding.

In accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative trimester to conclude the grant agreement

2018, Q4.

#### **5.4.3 Procurement (direct management)**

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Technical assistance and PMU at national level	Services	1	Year 1, 1 <sup>st</sup> semester
Audit	Services	9	Year 4, 3 <sup>rd</sup> semester
Evaluation	Services	2	Year 3, 1 <sup>st</sup> semester (mid-term); Year 5, 2 <sup>nd</sup> semester (final)
Communication and visibility	Services	1	Year 1, 2 <sup>nd</sup> semester, year 2, 4 <sup>th</sup> semester

#### **5.5 Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

## 5.6 Indicative budget

	<b>EU contribution (EUR)</b>
5.4.1 – Grants: call for proposals (direct management); "Support to civil society and local authorities for local development in Sierra Leone" (component 1 and 2)	8 000 000
5.4.2 – Grants: direct award (direct management); "Priority investments in four districts in line with local development plans" (component 1, activity 1.6)	10 000 000
5.3.2 Procurement (direct management): technical assistance and PMU at national level (component 1, 2 and 3)	4 000 000
5.9 – Evaluation, 5.10 – Audit	400 000
5.11 Communication and visibility	100 000
Contingencies & reserve	500 000
<b>Totals</b>	<b>23 000 000</b>

## 5.7 Organisational set-up and responsibilities

A programme management unit (PMU) will be established through a technical assistance service contract in Freetown to coordinate implementing partners and all district level project activities and advise the project Steering Committee, the NAO and the EU Delegation. It will report to the EU Delegation, sharing reports with the NAO and relevant MDAs. The PMU will carry out the initial mapping survey and strategic baseline assessment of each district, and specify criteria for selecting the four pilot rural districts for this programme, as well as indicators for monitoring progress. It will also provide centrally coordinated support to CSOs and LAs as foreseen in the activities.

The PMU, in consultation with grant beneficiaries, will support the Local Authorities in preparing proposals for the award of direct grants in line with EU rules, for consideration by the EU Delegation. PMU support to Local Authorities respectively will continue during the implementation of the grants.

The grant beneficiaries selected through the call for proposals will award sub-grants in each of the four selected pilot districts and will facilitate networking at the local level. Their support to local CSOs/CBOs will take the form of a bottom-up approach as concerns the putting forward of proposals for sub-grants. Proposals for sub-grants will be finalised under the coordination of the PMU and will require final approval by the Steering Committee.

The district structures should also seek synergies in approaches at both central and decentralised levels under the coordination of the PMU and by collaborating with the Ministry of Local Government and Rural Development Resident Technical Advisors who operate within every local council.

A programme Steering Committee will be established to provide strategic guidance with decision-making capacity over the programme, and to review progress at least on a bi-annual basis. It could be composed as it follows: EU Delegation (Chair), MoFED, Ministry of Local Government and Rural Development, Local Councils Association of Sierra Leone, implementing

partners and the PMU as secretariat, as well as the Human Resource Management Office and the Public Services Commission. Details of the arrangement will be laid down in a Memorandum of Understanding between the EU Delegation, the National Authorising Officer (NAO) and the Local Authorities.

## **5.8 Performance monitoring and reporting**

The PMU will be tasked to prepare a baseline study on the overall programme as part of the inception phase. The different district support structures will be required to establish the baselines and work in partnership with PMU and local authorities to ensure that baselines are established for the direct grants. Budgetary provisions will be made in the respective contracts. Final evaluation studies should be foreseen accordingly.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix. The report must include a specific narrative regarding the means committed and results achieved to address gender issues. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The action will have at least one full-time monitoring and evaluation (M&E) officer to ensure the appropriate monitoring and reporting. The action's budget also foresees financial means for external M&E. The action will also benefit from the European Commission's Results-Oriented Monitoring (ROM) system, which provides support by external contractors and experts with respect to the monitoring of and reporting on the performance and results of the action.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

## **5.9 Evaluation**

Having regard to the importance of the action, a mid-term and final evaluations will be carried out via independent consultants. The mid-term evaluation will be carried out for problem solving and for learning purposes, in particular with respect to adjusting the action to political and institutional developments in Sierra Leone. The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that this is an innovative bottom up driven approach.

The Commission shall inform the implementing partner at least 30 days in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of

the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, two contracts for evaluation services (mid-term and final) shall be concluded under a framework contract in 2019 and 2021.

#### **5.10 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, nine contracts for audit services shall be concluded under a framework contract in 2019.

#### **5.11 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Indicatively, one or two contracts for communication and visibility activities shall be concluded under a framework contract in 2018-2019

## APPENDIX - INDICATIVE LOGFRAME MATRIX

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain	Indicators	Baselines	Targets	Sources and means of verification	Assumptions
Overall objective: Impact	Sierra Leone long-term stability, equitable growth, poverty reduction, gender equality, democratisation and the rule of law, and to foster an integrated local development approach	1. Economic growth 2 Human Development Index 3. Human poverty rates 4 Gender Inequality Index 5 Democracy status  6. Extent and content of CSOs and local authorities mutual relationship.	1 Bertelsmann Transformation Index (BTI 2016): 2 Human Development Index (HDI): 0.374 (183 out of 187) 3 Gender Inequality Index: 0.643 4 Poverty: 80 5 Democracy Status: 6.4/10 (53 out of 129)	1 Baseline at pilot districts level at programme start	1 Statistics SL, 2, 3, 4 UNDP Human Development Reports, , government's data. 5 Agenda for Prosperity (2013-2018)	.

<p><b>Specific objective(s): Outcome(s)</b></p>	<p>1 Priority actions consistent with LDPs are implemented</p> <p>2 Civil society actors, in particular youth and women positively contribute to public policy making and service provision, in particular in local rural areas.</p>	<p>1.1 Level of implementation of priority actions of local development plans in four districts.</p> <p>1.2 Level of services provided by local authorities;</p> <p>2.1 Number of joint CSO-local authorities' initiatives implemented,</p> <p>2.2 Number of sustainable citizens-driven coordinated actions implemented at the local level.</p>	<p>1.1 Local development plans not updated, nor prioritized.</p> <p>1.1 About 25% of investment funding available annually.</p> <p>2.1 Baseline with related indicators about number of CSOs/CBOs engaged in contributing to governance improvements at pilot districts level</p>	<p>1.1 Target established in the pilot districts by the project</p> <p>2.1. Established by the project</p>	<p>1.1 Programme steering committee reports.</p> <p>1.1 Local development plans in the pilot districts.</p> <p>1.1 Donors' studies and reports on decentralisation.</p> <p>2.1 and 2.2 Project reports</p>	<p>Local authorities in pilot districts continue to be committed to cooperate with CSOs/CBOs .</p>
<p><b>Result Area 1 (outputs)</b></p>	<p><i>1 Decentralised local government component:</i> Local councils are empowered in 4 pilot rural districts and well-managed priority gender-sensitive development actions,</p>	<p>1.1.1 Level of professional capacity of local authorities in the four pilot districts.</p> <p>1.1.2 Number of Local development plans updated annually in consultation with local communities.</p>	<p>Baselines at district level at programme start.</p>	<p>Priority development actions are implemented in all districts</p>	<p>1.1.1 Local development plans.</p> <p>1.1.2 Investment and development monitoring reports from local</p>	

	consistent with updated	<p>1.1.3 Number of Gender-sensitive priority local development actions implemented with funding from the programme.</p> <p>1.1.4 Number of local development plans implemented</p> <p>1.1.5 Number of actions on gender equality and women leadership promotion implemented in local communities</p>			<p>councils.</p> <p>Contractual information with service providers.</p> <p>Access/quality reports about services delivery.</p> <p>Programme steering committee reports.</p> <p>Regular M&amp;E reports by the programme, measured against baseline indicators defined in inception phase.</p>	
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<b>Result Area 2 (outputs)</b>	<p>2 <i>Rural civil society initiatives component:</i> CSOs in the pilot districts demonstrate strengthened capacity to operate as credible actors of local governance and implement EU funded gender-sensitive initiatives aimed at improving inclusive social and economic service delivery to population at the local level.</p>	<p>2.1.1 Number of trainings on public advocacy.</p> <p>2.1.2 Number of sustainable consultation frameworks at district level that bring together civil society and local authorities to discuss sectoral concerns.</p> <p>2.1.3 Number of joint project proposals from CSOs and local public actors prepared as a result of sectoral consultation frameworks.</p> <p>2.1.4 Number joint gender-sensitive initiatives implemented with funding from the programme.</p>	Baseline at district level at programme start.	<p>2.1.1 At least 4 sectoral CSO/LA consultation frameworks are established in each pilot district.</p> <p>2.1.3 At least 4 joint initiatives are implemented in each pilot district with the programme funding.</p>	<p>1.1.2 Joint proposals for funding from CSOs and local authorities.</p> <p>2.2 Programme steering committee reports.</p> <p>2.3 EU Civil society roadmap and gender monitoring reports.</p> <p>2.4 Regular M&amp;E reports by the programme, measured against baseline indicators defined in inception phase.</p>	Public authorities at local and central levels continue to be opened to CSOs interventions.
<b>Result Area 3 (outputs)</b>	<p>3 <i>Horizontal policy, coordination and capitalisation component:</i> The environment for effective decentralisation and local governance is</p>	<p>3.1.1 Number of proposals and initiatives to rationalise the government institutional framework related to decentralisation</p> <p>3.1.2 Number of initiatives about the CSO legal and policy landscape</p>	Baselines at programme start.	3.1.1 New revised Human resources management policy of local councils effectively coordinated by	<p>Programme steering committee reports.</p> <p>Donors' studies and reports on decentralisation</p>	Government facilitate information of other districts about lessons from the programme's

	<p>improved by capitalizing on achievements in four pilot districts and by addressing policy and institutional challenges at all levels.</p>	<p>3.1.3 Number of advocacy actions are implemented to promote the standing of NCSOs.</p> <p>3.1.4 Number of advocacy activities (conference, workshops and public events) in favour of effective decentralisation together with Local Councils Association of Sierra Leone, and involving CSOs that are held.</p> <p>3.1.5 Level of Human resources policy of local council's administrative staff</p> <p>3.1.6 Number of training departments in relevant institution.</p> <p>3.1.7 Level of communication among stakeholders and between them and external actors</p>		<p>central government is in place.</p> <p>3.1.1 A new revised Institutional and legal frameworks on decentralisation is into place</p> <p>3.1.2 A new revised CSO policy and legal framework is into place</p> <p>3.1.6 Each relevant institutions develop a training department</p> <p>3.1.7 A Capitalisation and communication strategy is designed and implemented to ensure</p>	<p>and civil society.</p> <p>Local development plans in the pilot districts.</p> <p>Monitoring reports on the Agenda for Change.</p> <p>Regular M&amp;E reports by the programme, measured against baseline indicators defined in inception phase.</p>	<p>pilot and bottom up approach.</p>
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				adequate flows of information between the programme stakeholders at central and district levels, as well as toward external actors to share experience and demonstrate achievements		
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This action is funded by the European Union

**ANNEX 3**

of the Commission Decision on the Annual Action Programme 2017 in favour of the Republic of Sierra Leone to be financed from the 11<sup>th</sup> European Development Fund

**Action Document for Technical Cooperation Facility (TCF) V**

<b>1. Title/basic act/ CRIS number</b>	Technical Cooperation Facility (TCF) V CRIS number: SL/FED/039-738 financed under the 11 <sup>th</sup> European Development Fund (EDF)	
<b>2. Zone benefiting from the action/location</b>	Sierra Leone	
<b>3. Programming document</b>	11 <sup>th</sup> EDF National Indicative Programme (NIP) for Sierra Leone	
<b>4. Sector of concentration/ thematic area</b>	Support Measures	DEV. Aid: YES <sup>1</sup>
<b>5. Amounts concerned</b>	Total estimated cost: EUR 4 500 000 Total amount of EDF contribution EUR 4 500 000	
<b>6. Aid modality(ies) and implementation modality(ies)</b>	Project Modality Direct management – procurement of services Indirect management with the Government of Sierra Leone	
<b>7 a) DAC code(s)</b>	15110 Public Sector Policy and Administrative	
<b>b) Main Delivery Channel</b>	Public Sector Institutions - 10000	

<sup>1</sup> Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	x <input type="checkbox"/>
	Aid to environment	x <input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	x <input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	x <input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	x <input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	x <input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	x <input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	x <input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	x <input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	9. Global Public Goods and Challenges (GPGC) thematic flagships			
	10. Sustainable Development Goals (SDGs)			
	N/A			
	Goal 17 – Strengthen the means of implementation			

## SUMMARY

The overall objective of the Technical Cooperation Facility (TCF) programme is to ensure the efficient and effective utilisation of EU development assistance in support to the implementation of the Government of Sierra Leones development strategies and policies. The current and future portfolio of the National Authorising Office (NAO) features a number of EU funded programmes that are key to the country's development.

This action will support the operations of, and improve capacity within the Office of the NAO for the efficient planning, implementation and monitoring of development projects and programmes financed by the EU under the National Indicative Programme. It will also improve awareness among key actors in the country of general development and of EU policies in these areas.

Another important component in the TCF is the provision of technical assistance to the focal sectors and other common areas of interest. It will be used to provide short and medium term technical assistance, policy advice and studies as needed in the 11<sup>th</sup> EDF in the programming, preparation or implementation of these actions. The TCF may also be used for audits and evaluations if not covered under the respective Financing Agreements.

# 1 CONTEXT

## 1.1 Sector/Country/Regional context/Thematic area

Sierra Leone is a country of approximately 7.09 million people on the west coast of Africa. Demographically, it is a very young country with 77% of the population below the age of 35. It is blessed with mineral resources, including diamonds, titanium ore, bauxite, gold, and chromite, and iron ore. Though Sierra Leone's agriculture sector remains the biggest sector of the economy contributing around 50% to the country's Gross Domestic Product (GDP), it has been declining since 2011. The main driver to this pattern has been the commencement of iron ore mining. Due to the lack of diversification of the economy, Sierra Leone is highly dependent on mineral exports (in particular iron ore). In 2013, it represented 15% of GDP (69% of exports) but the production stopped in 2015.

Though, the economy had been steadily growing until 2013, the Ebola crisis combined with the collapse of the iron ore sector in 2014 and 2015 had a heavy impact on the economy. In 2015, the growth decreased -20,6% with a harsh impact on revenues (revenue to non-iron ore GDP ratio in 2013 : 12,6%, in 2015 : 10,1%).

The Sierra Leonean economy has proved to remain fragile and extremely vulnerable to exogenous shocks in the global economy. However, inflation continues to be persistent at 10.9% in September 2016 due notably to the local currency strong depreciation (by 19% within the same period). The medium-term outlook is expected to be positive with a projected overall growth projected by the International Monetary Fund (IMF) to recover to 4.9% in 2016 (5,4% in 2017) mainly due to the recovery of iron ore sector (growth of non-iron sector would be 3,7% in 2016) showing also that the diversification of the economy remains an important challenge to lower dependency to iron ore prices evolution. Inflation is projected to remain high at 10,5% in 2017.

Poverty levels declined from 66% in 2003 to 53% in 2011 (Sierra Leone Integrated Household Survey), but Sierra Leone's social indicators are low by all standards. A 2013 Human Development Index (HDI) score of 0.359 ranks it 177th out of 187 countries which has seen a reversal in score to 0.413 ranking 181<sup>st</sup> out of 187 countries (2015 HDI report) due to the impact of the EVD on health (i.e. life expectancy at birth), education (years of schooling) and standard of living (gross national income per capita). The country's life expectancy at birth is at 50.9 years and under-five mortality of 160.6 deaths per 1000 live births in a 2014 United Nations Development Programme (UNDP) statistical report. Sierra Leone also has one of the worst maternal mortality rates worldwide with 1,360 deaths per 100 000 live births (World Bank/UNICEF 2015 estimates).

Sierra Leone faces limited availability of well-trained human resources that makes the use of external technical assistance a need. The use of consultancies is facilitated with the development of instruments dedicated to these activities, enabling the definition of EU interventions, assisting in the preparation of specific programme proposals and allowing the EU and the Government to undertake a number of evaluation exercises.

This Technical Cooperation Facility (TCF) is the direct continuation of the TCF IV (AAP 2012) with the view to supporting the implementation of the 11<sup>th</sup> EDF National Indicative Programme (NIP), through consultancies aimed at supporting the Government of Sierra Leone in defining specific actions under the NIP and ensuring the effective preparation and implementation of development programmes. Other components involve training support and participation in conferences and seminars.

#### ***1.1.1 Public Policy Assessment and EU Policy Framework***

The EDF policy framework has aided in promoting effective service delivery across governmental institutions with the National Authorising Office the main counterpart for the host nation. It is in this respect that the TCF is seen as a tool to support other key activities meant to only enhance the participation and inclusion of government agencies in accomplishing the much needed objectives of the NIP, in this case the 11<sup>th</sup> EDF.

#### ***1.1.2 Stakeholder analysis***

The immediate beneficiaries are the staff of the National Authorising Office, the line Ministries, Ministries Departments and Agencies and Non-State Actors. The ultimate beneficiary is the population of Sierra Leone as a result of a more efficient, effective and rapid use of EU resources made available to Sierra Leone through the EDF.

#### ***1.1.3 Priority areas for support/problem analysis***

The TCF V will aim at covering the focal areas under the 11<sup>th</sup> EDF programme.

## 2 RISKS AND ASSUMPTIONS

The TCF V aims to be a tool available for the Government through the NAO to foster the implementation of EDF projects. External risks are not specific to this project but to all EDF funded activities in Sierra Leone.

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
Inadequate financial support to cover full cost of the intervention in order to realise full benefits given the limited capacity within key technical agencies. Technical needs for the focal sector may exceed the TCF allocation.	M	After accounting for activities the TCF will cover, ensure that technical needs are foreseen/analysed and necessary activities planned for and costed in the focal sector programme. The Government to coordinate and direct Technical Assistance from other donors accordingly
Inability to retain staff already trained and experienced in EU procedures, due to job uncertainty linked to the cyclical nature of funding of the Office of the NAO	M	The Government, in association with the EU, to devise a strategy to ensure consistent funding of the operations of the Office of the NAO.
The Government is unable to carry out a large number of reforms simultaneously	M	Close monitoring of policy implementation and continued dialogue with the authorities.
Different line ministries are benefiting from the Programme and this might cause delays in implementation.	M	The EU and the Ministry of Finance will ensure regular follow up of the programme.
<b>Assumptions</b>		
<ul style="list-style-type: none"> <li>- The Office of the NAO is able to retain suitably qualified, dedicated and motivated staff; and acquire the appropriate information, materials and equipment</li> <li>- A consultation process is maintained with all development partners including the civil society for the identification and formulation of projects.</li> <li>- Government and EU set up the appropriate mechanism for the follow up and monitoring of the activities of the TCF</li> <li>- All contracts financed from the TCF show a clear capacity building emphasis – either through short term training or exchange visits. [TCF]</li> <li>- The Government will maintain most of its efforts at capacity building in relevant ministries. [TCF &amp; NAO]</li> </ul>		

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| <ul style="list-style-type: none"><li>- Departments collaborate to achieve results. [TCF &amp; NAO]</li><li>- Communication amongst all stakeholders is timely and effective. [TCF &amp; NAO]</li></ul> |
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### **3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING**

#### **3.1 Lessons learnt**

TCF has been used since the 9<sup>th</sup> EDF. It proved to be a flexible instrument allowing the National Authorising Office (NAO) and the EU to respond quickly to the needs raised by the specificities of programme implementation in a country facing a long-lasting difficult situation. TCF activities contributed to the funding of strategic studies and to the smooth preparation and implementation of activities and supported the achievement of results foreseen in the AAP 2012.

Lessons learnt from previous technical cooperation and training projects in Sierra Leone include the difficulties in sustaining progress in a country that is at a low level of development. The main obstacle to the success of EU funded programmes mainly lies in the lack of capacity in the public and private sector. Particular attention will be brought to the coordination between the NAO and the EU Delegation in line with the Result Oriented Monitoring (ROM) recommendations on TCF III.

The previous TCF projects have met the needs of the Government in terms of technical assistance and training needed to support the implementation of the 9<sup>th</sup>, 10<sup>th</sup> and in this case the 11<sup>th</sup> EDF. The new Technical Cooperation Facility is aimed at supporting the implementation of the last Annual Action Programmes under 11<sup>th</sup> EDF and preparing activities to be carried out under a future cooperation agreement.

From an operational point of view, lessons learnt from previous 9<sup>th</sup> EDF TCFs (I and II) are confirmed by the 2011 ROM report on 10<sup>th</sup> EDF TCF III, that the largest needs are within the Technical Assistance Facility (TAF) of the TCF. The Training Support for Projects and Programmes (TSPP) and the Conferences and Seminars (CF) components, while useful, were proportionally less used than the TAF.

#### **3.2 Complementarity, synergy and donor coordination**

This project will have direct bearing on all 11<sup>th</sup> EDF-funded projects, through enhanced project identification, implementation, evaluation and audit.

By nature, a TCF does not target particular coordination with other donors. However, the general framework of coordination has been substantially improved with the joint EU/UK Department for International Development (DfID) programming exercise covering years 2008-2013. Interventions have been mapped between EU/DFID to ensure complementarity and consistency in a less formalised way for the subsequent period.

Usual coordination is on-going with the World Bank, UNDP, other EU Member States (Germany, Republic of Ireland) and other donor agencies in Sierra Leone. Furthermore, always following the division of labour principle, this facility will allow to draft a future cooperation

strategy and the identification of new sectors and/or programmes of intervention for the post 11<sup>th</sup> EDF era.

### **3.3 Cross-cutting issues**

Considering the horizontal approach of the TCF potentially touching on all the sectoral intervention of the NIP, the project will have a direct impact on the cross-cutting issues addressed by the NIP: good governance, democracy, human rights, gender and environment.

## **4 DESCRIPTION OF THE ACTION**

### **4.1 Objectives/results**

The overall objective of the Action is the implementation of the Government's Development Strategy through support to sound development programmes and ad hoc activities. The project purpose is to support the identification and implementation of actions under the Sierra Leone National Indicative Programme and other EDF/EU funds together with improved awareness among key actors in Sierra Leone of general development issues and of EU policies in these areas.

#### **➤ *Specific objectives:***

The specific objectives of the proposed EU support are in line with the strategic objectives of the National Indicative Programme 2014-2020.

#### **➤ *Expected results:***

The project is expected to focus on producing the following results:

(a) Implementation of programmes to be financed by the EU through the 11<sup>th</sup> EDF

- (a 1) Identification of programmes and sector studies to be financed from the EDF
- (a 2) Preparation and formulation of programmes to be supported by the EDF
- (a 3) Audits and evaluations

(b) The NAO Office, Ministries, Agencies and local development actors will be enabled to better contribute to the preparation/development and management of sectoral policies and to maintain satisfactory implementation (including tendering procedures) and monitoring of ongoing projects

(c) Increased understanding of project management, development and trade issues by key actors including non-state actors

(d) Enhanced visibility of EDF actions.

This programme is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG Goals 17, but also promotes

towards Goals 1, 5 and 17. This does not imply a commitment by the Republic of Sierra Leone benefiting from this programme.

## 4.2 Main activities

Results will be achieved through the following activities/Components:

- **TAF – Technical Assistance Facility** – to hire short and medium term consultants to contribute to the main stages of the project cycle, including audits and evaluations and programme related training activities, and to support capacity building actions and assist SL institutions in the preparation/development and management of sectoral policies. A part of short-term studies and technical assistance will be devoted to detailed design studies and tender document preparation for various programmes e.g. public buildings, road/bridges, energy, urban development plans. Studies could also be contracted to support visibility aspects.
- **TSPP – Training Support for Projects and Programmes** – this activity will finance the organization and/or participation in various trainings, conferences, seminars and sensitisation activities in Sierra Leone, ACP Countries or Overseas Countries and Territories (OCTs) as well as financially supporting conferences of high interest for both Sierra Leone and EU. Visibility actions can also be financed under this component.
- **CS – Conferences and Seminars** – this activity will cover the participation of Sierra Leonean officials or Non State Actors in international meetings, seminars or training activities normally organized by other bodies than the Commission.

## 4.3 Intervention logic

The intervention logic responds to the need to ensure a rigorous formulation and implementation of the priority sectors of the NIP. The TCF is conceived to service the formulation/implementation of projects and to provide appropriate technical support to the Government in areas of mutual interest related to EU policies.

In doing so, the TCF should ensure that the NAO and relevant government agencies strengthen their capacity in understanding and managing development cooperation activities. The indicative selection of activities, with technical assistance together with the emphasis on training and capacity building, is suitable strategy to achieve this goal. The flexibility associated with this facility and its reliance on short term quick interventions could also guarantee its adaptation to changing needs.

## **5 IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 17 of Annex IV to the ACP-EU Partnership Agreement.

### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4.12 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

### **5.3 Implementation of the budget support component**

N/A

### **5.4 Implementation modalities**

#### **5.4.1 Procurement (direct management)**

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Studies (Identification, Formulation etc)	Services	20	All along the contracting period
Audits & Evaluation (Incl. verifications mission)	Services	5	All along the contracting period

#### **5.4.2 Indirect management with the partner country**

A part of this action with the objective of implementation of governments development strategy may be implemented in indirect management with the Republic of Sierra Leone in accordance with Article 58(1)(c) of the Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of the Regulation (EU) 2015/323 according to the following modalities:

The partner country will act as the contracting authority for the procurement and grant procedures. The Commission will control ex ante all the procurement procedures except in cases

where programme estimates are applied, under which the Commission applies ex ante control for procurement contracts above EUR 100 000 (or lower, based on a risk assessment) and may apply ex post control for procurement contracts up to that threshold. The Commission will control ex ante the grant procedures for all grant contracts.

Payments are executed by the Commission except in cases where programmes estimates are applied, under which payments are executed by the partner country for ordinary operating costs and contracts below EUR 300 000 for procurement and up to 300 000 for grants.

The financial contribution covers the ordinary operating costs incurred under the programme estimates.

In accordance with Article 190(2)(b) of Regulation (EU, Euratom) No 966/2012 and Article 262(3) of Delegated Regulation (EU) No 1268/2012 applicable in accordance with Article 36 of the Regulation 2015/323 and Article 19c(1) of Annex IV to the ACP-EU Partnership Agreement, the partner country shall apply procurement rules of Chapter 3 of Title IV of Part Two of Regulation (EU, Euratom) No 966/2012. These rules, as well as rules on grant procedures in accordance with Article 193 of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of the Regulation (EU) 2015/323, will be laid down in the financing agreement concluded with the partner country.

In accordance with the powers delegated to them by the partner country authority that appointed them, the imprest administrator and the imprest accounting officer shall draw up and implement programme estimates, award contracts and grants, commit expenditure and make the corresponding payments.

The imprest administrator and the imprest accounting officer shall submit their technical and financial reports to the project steering committee, where applicable, and to the National Authorising Officer and a copy to the Head of the EU Delegation.

c) N/A

The period of deadline for the signature of contracts and agreements by the Partner Country foreseen under this Action is 48 months after the signing of the Financing Agreement.

## **5.5 Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement on the basis of emergency or of unavailability of products and services in the markets of the countries

concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

## 5.6 Indicative budget

	<b>EU contribution (amount in EUR)</b>
5.4.1 Direct management – procurement of services <i>Technical Assistance Facility and visibility (TAF)</i>	3 800 000
5.4.2 Indirect management with the Republic of Sierra Leone <i>Training Support for Projects and Programmes and visibility (TSPP)</i>	200 000
5.4.2 Indirect management with the Republic of Sierra Leone <i>Conference and Seminars (CS)</i>	200 000
5.9 Evaluation, 5.10 Audit, 5.11 Communication and visibility	100 000
Contingencies	200 000
Totals	4 500 000

## 5.7 Organisational set-up and responsibilities

Overseeing of the implementation will be done by the NAO, who will act as a counterpart of the EU–delegation team who in-turn verifies, checks and approves the use of the funds.

## 5.8 Performance monitoring and reporting

Progress in the implementation of the studies will be monitored by the NAO, line ministries of the Government of Sierra Leone and the EU. The day-to-day technical and financial monitoring will be a continuous process as part of the Beneficiary responsibilities. To this end, the Beneficiary shall establish a permanent internal, technical and financial monitoring system for the project, which will be used to elaborate the progress reports. The support to the NAO office project should enable a proper monitoring and evaluation system, including proper use of the Logical Framework as a monitoring instrument.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget

details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

## **5.9 Evaluation**

Having regard to the nature of the action, a mid-term and final evaluation will be carried out for this action or its components contracted by the Commission.

It will be carried out for learning purposes, in particular with respect to needs assessment through sectorial analysis.

It will be carried out for accountability and learning purposes at various levels including policy revision).

The Commission shall inform the implementing partner at least two months in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, one contract for evaluation services shall be concluded under a framework contract in the June, of 2021.

## **5.10 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, one contract for audit services shall be concluded under a framework contract in February of 2021.

## **5.11 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

**6** N/A