

**Annual Report 2017**

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**THE AGENDA FOR PROSPERITY  
(2013-2018)**

**FINAL DRAFT**

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**GOVERNMENT OF SIERRA LEONE**

**MINISTRY OF PLANNING AND ECONOMIC DEVELOPMENT**

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**May 2018**

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## List of Acronyms

ABC	Agricultural business centre
ACC	Anti-Corruption Commission
AGOA	African Growth and Opportunity Act
AfP	Agenda for Prosperity
ASSL	Audit Service of Sierra Leone
BSL	Bank of Sierra Leone
CAC	Cooperate Affairs Commission
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CISU	Central Intelligence and Security Unit
CSO	Civil Society Organizations
DSIS	Dedicated Security Information System
ECOWAS	Economic Community of West African State
EDSA	Electricity Distribution and Supply Authority
EITI	Extractive Industries Transparency Initiative
EPA	Environmental Protection Agency
ETLS	ECOWAS Trade Liberation Scheme
EU	European Union
FDI	Foreign Direct Investment
FSU	Family Support Unit
GBV	Gender-Based Violence
GoSL	Government of Sierra Leone
GST	General Sales Tax
HFO	Heavy Fuel Oil
HRCSL	Human Rights Commission
IFC	International Financial Cooperation
IFMIS	Integrated Financial Management Information System
ILO	International Labour Organisation
IMO	International Maritime Organisation
IUU	Illegal, unreported and unregulated fishing
M&E	Monitoring and Evaluation
MAFFS	Ministry of Agriculture, Forestry and Food Security
MDAs	Ministries, Departments and Agencies
MFMR	Ministry of Fisheries and Marine Resources
MLSS	Ministry of Labour and Social Security
MOFED	Ministry of Finance and Economic Development
MPA	Marine Protected Area
MSWGCA	Ministry of Social Welfare, Gender and Children's Affairs
MTI	Ministry of Trade and Industry
NASSIT	National Social Security and Insurance Trust
NCD	National Commission for Democracy
NGO	Non-Government Organization
NPPA	National Public Procurement Authority
NRA	National Revenue Authority
NSC	National Security Council
OMCs	Oil Marketing Companies
ONS	Office of National Security

PFM	Public Financial Management
PIP	Public Investment Programme
PRSP	Poverty Reduction Strategy Paper
PSRU	Public Sector Reform Unit
SALWACO	Sierra Leone Water Company
SLIEPA	Sierra Leone Investment and Export Promotion Agency
SLPA	Sierra Leone Port Authority
SLP	Sierra Leone Police
SLPMC	Sierra Leone Product Marketing Company
SME	Small and Medium Enterprise
SSL	Statistics Sierra Leone
TIN	Tax Identification Number
UNIDO	United Nations Industrial Development Organisation
VAWG	Violence against women and girls
WASH	Water, Sanitation and Hygiene

## Chapter One: Introduction and Summary

### 1.1 General overview

The second-generation Poverty Reduction Strategy Paper (PRSP) that ended in 2012, was succeeded by the third-generation PRSP, the Agenda for Prosperity (AfP), spanning 2013-2018. The Agenda for Prosperity outlines the country's vision of becoming a middle-income country by 2035 and reducing poverty headcount to not more than two out of ten Sierra Leoneans. Two years into implementation, the country was struck by the Ebola Virus - Disease, which claimed the lives of many Sierra Leoneans and negatively affected a number of development strides that the Government had made. The situation was further exacerbated by a drop-in price of the country's leading export commodity, iron ore, which led to the shutdown of several mining companies' operations in the country and significantly reversed the progress of the AfP.

This Annual Progress Report presents a comprehensive assessment of the successes, challenges and lessons learned during the implementation of the AfP. The report presents key achievements for the 2017 Financial Year and a set of recommendations that will be used to guide the successful implementation of future development programmes. The report is the fourth assessment of the progress made in the implementation of the AfP and provides update on key sectoral deliverables outlined in the plan.

The AfP comprises eight pillars with clear priorities and strategies to guide Government's efforts on how the country intends to: (i) build an inclusive green economy led by private sector development in agriculture, fisheries, manufacturing and tourism; (ii) increase revenue by managing natural resources in an efficient and sustainable manner; (iii) reduce poverty by increasing investment in education, health, water, sanitation, energy, roads and infrastructure; (iv) provide better job opportunities and better working conditions for Sierra Leoneans; (v) enhance social protection programmes for the most vulnerable and disadvantaged in communities; (vi) improve the justice and security landscape, as well as service delivery in the public sector; and (vii) promote and prioritise gender equity by providing equal access to education, decision-making and justice for women and girls, along with providing equal leadership opportunities in public and private institutions and mitigating the occurrence of gender-based violence against women. The AfP presents an outlook of Government's intention to strengthen the means of implementation and enhance monitoring and evaluation of programmes/ activities across the public sector. The eight pillars of the AfP are: (i) Economic Diversification to Promote Inclusive Growth; (ii) Managing Natural Resources; (iii) Accelerating Human Development; (iv) Promoting International Competitiveness; (v) Promoting Labour and Employment; (vi) Strengthening Social Protection Systems; (vii) Governance and Public-Sector Reforms; and (viii) Gender Equality and Women's Empowerment. The next section presents a summary of key achievements made in 2017.

## 1.2 Summary of key results achieved

To have a comprehensive overview of the key achievements made in 2017, a sector-by-sector approach is taken. For the macroeconomic sector, economic growth slowed to 3.5 percent in 2017 compared with the projection of 6.0 percent. The slowdown in growth was largely due to the fall in the production of iron ore, which recorded a total of 6.5 million metric tons relative to 9 million metric tons in 2016. The ongoing problem of poor transportation networks compounded the effects of the fall in the price of this commodity and these cumulated to the drop-in production. The non-iron ore economy grew by 3.4 percent largely owing to increased economic activities in the following sectors: agriculture, manufacturing, telecommunication, transport and services. The exchange rate was relatively stable during 2017 and the year-on-year rate of depreciation remained below 5 percent from January to December compared to an average rate of depreciation of 25 percent in 2016. Domestic revenues collected was recorded at Le 3.32 trillion (11.7 percent of GDP) relative to a Le 2.89 trillion (12.2 percent of GDP) in 2016.

**Pillar One:** Economic Diversification to Promote Inclusive Growth- annual production of rice grew by 10 percent in 2017, recording a total of 1,279,616 metric tons compared to 1,160,646 metric tons in 2016. This led to an increase in the rate of national food sufficiency (in the staple food of rice) to 97.9 percent in 2017 from 91.7 percent in the previous year. Growth in the amount of artisanal fishing supply increased to 173.6 million metric tons in 2017 from 170.0 million metric tons in 2016, which was accompanied by an increase in the value of fish exported to Le 70.9 billion from Le 56.8 billion in 2016, while the amount of fish processing facilities grew from less than 6 in 2016 to 7 in 2017. The tourism sector made laudable progress following the rebranding of the country's image after the Ebola outbreak. This resulted to an increase in the number of tourists arriving in the country, as well as the amount of revenue generated from the sector.

**Pillar Two:** Managing Natural Resources- the total revenue generated from mining operations increased to Le 340 billion in 2017 relative to Le 315 billion in 2016. This was largely due to efforts made by the National Mineral Agency for mining companies to comply with their legal payment obligations. A review of the National Minerals Policy was completed in 2017 as part of efforts to align national policies to international best practice and standards. The amount of environmental impact assessments (EIA) reviewed rose to 28, exceeding the target of 20, an increase of about 40 percent, for the number of projects monitored for EIA compliance growth was recorded at 160 compared to 150 in 2016. An environment desk was established in almost all MDAs, whilst local council staff were trained on key environmental issues regarding protection of the environment and the use of the country's natural resources in a sustainable manner. In the water sector immense efforts were made to scale up water supply to inhabitants of Bo, Makeni and Kenema through the Three Town Water Supply project. Additional efforts were made through the President Recovery Priorities to provide access to safe, affordable and sustainable water supply services to 600,000 people in Freetown by rehabilitating the existing

Freetown water supply infrastructure. A pro-poor water supply strategy aimed at protecting and regenerating 90 percent of catchment areas under serious threat was pursued.

The National Land Policy was approved by Cabinet in 2015 and launched by His Excellency in 2017 as part of efforts to ensure sustainable management of land resources for sustainable development in the country.

**Pillar Three:** Accelerating Human Development- the Government continued to make significant progress in improving access to basic education, with overall enrolment at school level increasing significantly from pre-primary to senior secondary school level since 2013. The total primary enrolment for male and female increased by 5 and 5.6 percent, recording a total of 736,275 in 2017 compared to 702,178 in 2016; and 750,664 in 2017 compared to 710,346 in 2016, respectively. However, pre-primary enrolment saw a slight decrease between 2016 and 2017, which may have been caused by error in data collection as certain learning centres were not captured. Senior secondary enrolment for male and female rose from 91,675 in 2016 to 94,187 in 2017 and from 79,749 in 2016 to 85,034 in 2017, respectively. The gender parity index was slightly above one with more girls enrolled in junior secondary school than boys.

The health sector made tremendous progress following the end of the Ebola outbreak in 2015. The provision of both preventive and curative services was restored in all public health facilities across the country. Simultaneously, free health care services were expanded to include Ebola survivors and, by the end of 2017, victims of the August 2017 landslide disaster. The number of family planning visits increased significantly and there was a massive reduction in the malaria parasite prevalence rate among children aged 6-9 years. The national coverage for immunization exceeded its target, as it was recorded above 90 percent in 2017 and the number of treatment sites for Severe Acute Malnutrition (SAM) was scaled up from 639 (52 percent) to 743 facilities (62 percent) increasing the coverage by 10 percentage points; and 97.6 percent (28,595 out of 29,303) of the SAM children who were discharged from the programme were considered cured nationwide. Over 1,000 adolescent and youth-friendly centres were established nationwide to address the issue of teenage pregnancy. The number of newly recorded HIV/AIDS infections declined in 2017, recording a total of 1,344 compared to 1,434 in 2016.

**Pillar Four:** Promoting International Competitiveness- the Government made immense achievements with regards the number of SMEs supplying goods and services to foreign companies increasing to 712 compared to 617 in 2016; this was accompanied by an increase in the number of trained SME owners to 1,087 from 887 in 2016, exceeding the target of 1,000. However, the country's ranking on Doing Business Reform dropped to 160 in 2017 from 148 in 2016, largely owing to the delay in accessing building permits from the Ministry of Works, Housing and Infrastructure. The amount of electricity generated and supplied increased from 298,562,724 kWh in 2016 to 347,175,995 kWh in 2017 and the proportion of



electricity distribution losses decreased to 10 percent from 12 percent in 2016. Similarly, the total kilometres of transmission and distribution lines increased from 205 km in 2016 to 316 km in 2017. The Government since 2013 has made significant investments in the country's road network. This was further enhanced in 2017, leading to a meagre increase in the total kilometres of roads in excellent condition from 978 km in 2016 to 983 km in 2017 and those in good condition grew to 3,397 km compared to 3,326 km in 2016. The Sea transport sector experienced noticeable investments in 2017. With the privatization of key functions of the Sierra Leone Port Authority, there was an overall improvement in cargo productivity and these improvements resulted to a significant reduction in operational costs, along with enhanced safety and security at the Port. The time taken to clear goods from the port drastically decreased and collection of governments import duties also became efficient. The preparation of the National Maritime Strategy was at an advanced stage and its completion will inform the formulation of a National Maritime Policy to enhance and provide clear direction to the development of the maritime sector. The National ICT Policy was finalized and a government platform extended to over 80 MDAs, who were provided with broadband internet and ICT infrastructure for data exchange and storage.

**Pillar Five;** Promoting Labour and Employment- and **Pillar Six;** - Strengthening Social Protection Systems:, immense amount of progress was made in 2017. A National Employment Policy, Strategy and Implementation Plan was developed, validated, and launched and Factory inspection carried out in 680 factories with 850 factories registered within the same period. These interventions contributed to reducing the number of accidents and disasters at workplaces as only two accident cases were reported in 2017. Over 147 artisans/apprentices were examined and awarded Trade Test Certificates by the Government. Out of 98 industrial cases reported, 45 were resolved, whilst 53 remain pending. Personal Protective Equipment (PPEs) was prepared and delivered to the Occupational Health and Safety Department.

The amount of active public sector workers registered with NASSIT decreased in 2017 largely owing to the right-sizing of the civil service in 2016 and 2017. The establishment of the Social Health Insurance Scheme and the Attractive Scheme for Informal Sector Workers was at advanced stage during the same period. The total length of feeder roads constructed by NaCSA increased from 437 km in 2016 to 539 km in 2017, thereby providing access for farmers to markets and processing facilities. Through the Labour Intensive Public Works (LIPW) project, the government provided temporary employment to 10,845 youths in Moyamba, Kono, Bombali and Western Area in 2016, while in 2017 alone, the figure grew to 20,370 and basic social protection packages were provided to 29,560 women in various districts across the country.

**Pillar Seven:** Governance and Public Sector Reforms - significant progress was made under this policy direction. The Country's Corruption Perception Index rating was maintained at 30 points on a scale of 0 (high level of corruption) to 100 (low level of corruption), while the

number of corruption cases brought to closure increased progressively from 92 to 111 in 2017 and the amount of revenue recovered grew as compared with 2016, but was much lower than that of 2013.

The proportion of cases dealt with by the Audit Service Sierra Leone per number of cases prosecuted increased to 85 percent compared to 75 percent in 2016. With the aim of improving the competitiveness and quality of the civil service and to ensure quality service delivery in public sector, the Public Reform Unit enlisted advice from a consultancy firm on how to strengthen the public sector performance to promote sustainable development.

The ONS continued to make laudable progress through the coordination and implementation of activities geared towards improving service delivery in the security sector and creating the enabling environment for sustainable growth and development. The institution provided early warning, early response and advice to the GoSL on national security issues during the period leading up to the general elections. They led the coordination of response efforts and ensured that internally displaced persons (IDPs) were adequately catered for and reintegrated into society within the earliest possible timeframe, during the response period of August 14 landslide and flood disaster. Efforts were heightened to ensure that appropriate structures were in place to counter or mitigate the threat of terrorism in the country, as well as in the sub-region. To this end, Standard Operating Procedures on Counter-Terrorism Response Operations were developed.

**Pillar 8** on Gender Equality and Women's Empowerment, experienced significant progress. The number of women appointed to management positions within Government increased from 30 in 2016 to 34 in 2017 and the amount of women in chieftaincy positions grew by 2 at 16 in 2017 compared to 14 in the previous year. The number of cases reported to police regarding domestic violence, rape and sexual assault on women fell from 11,362 in 2016 to 10,850 in 2017 largely owing to immense efforts made by government to reduce violence, rape and sexual assault against women and the number of gender sensitive policies implemented in 2017 grew to 10 from 9 in 2016.

### **1.3 Summary of challenges and lessons learned**

The country has struggled to make the desired development strides since the end of the Ebola outbreak in 2015. The continued undiversified nature of the economy is characterized by a low share of revenue to GDP and a weak economic base. It is within this economic environment that the activities of the AfP were implemented in 2017. The Government remains highly dependent upon external support to effectively undertake programmes and activities, in order to transform the lives of Sierra Leoneans. It was noted from all sectors across the country that a major challenge for the delivery of services was the lack of adequate resources to implement programmes and activities outlined in the AfP. Additionally, the late disbursement of resources greatly affected service delivery within the agreed timeframe. Other challenges include the lack

of effective coordination among related sectors and the weak capacity of these sectors to follow-up on programme implementation and monitoring. However, traditional Development Partners have continued to show commitment towards supporting the country's development aspirations through direct budget support and disaster recovery programmes. If some of these challenges, among others, are given the utmost attention they require, immense successes are expected with future development programmes.

Major lessons were learned during 2017. It was noted that the level of over-dependency on import commodities for local consumption was rising at an alarming rate, especially the staple food of rice. This risk could be mitigated if the country embarks upon significant investment in the local production of this essential food commodity. It was recorded that food imports alone accounted for more than 20 percent of the country's total imports; averaging around US\$ 350 million annually during 2012-2017. In light of this, an Economic Diversification and a Made-in-Sierra Leone Agenda are being pursued to increase local production and consumption of some of these commodities which the country can potentially produce locally. Similarly, the dependency on the mining sector to generate revenue to finance national development programmes greatly affected the execution of activities in 2017, as a drop-in production led to reduced government revenues from the sector. As a result, government was unable to raise the required resources to finance its programmes. In this regard, major efforts were made to restructure the economy through renewed political will to diversify economic activities to improve national resilience, with special focus on developing the agriculture, fisheries, tourism and manufacturing sectors. It was also noted that increased coordination among sectors will enhance smooth execution of development programmes in the future and that the country remains vulnerable to external shocks, such as climate change and man-made disasters.

#### **1.4 The process of preparing the report**

This progress report is the product of a consultative process involving several Ministries Departments and Agencies. Before data collection commenced, templates were developed to ensure that information submitted cover all relevant sectors. An inception meeting was held with line MDAs to review data requirements and the data collection instruments. Based on sectoral reports/data submitted by the various institutions, draft chapters were prepared on each AfP pillar, which were then consolidated into an initial draft that was validated by MDAs at a meeting organised in MoFED, before finalising the report.

#### **1.5 Report organization**

The next section presents the macroeconomic picture of the country for 2017, and the medium term economic outlook going forward. This is followed by progress made on each of the Eight Pillars of the AfP and the final sections that follow examine the monitoring and evaluation arrangement for the AfP and conclusion to the report.

## Chapter Two: Macroeconomic Performance

The economy recovered strongly from the twin emergencies—Ebola outbreak and sharp fall in iron ore prices. The pace of recovery, however, slowed down during 2017 largely owing to iron ore production shortfalls and attendant down prices, exacerbated by technical difficulties faced by the mining companies that derailed production targets. Although moderate, inflationary pressures remained high; and the trade deficit widened mainly owing to the significant increase in the importation of capital goods and food items. The depreciation of the exchange rate slowed markedly because of the tight monetary policy stance of the Bank of Sierra Leone. The shortfall in revenues and expenditure overruns increased the fiscal deficit, which was financed by borrowing from the banking system and the accumulation of arrears. The financial system is relatively stable though non-performing loans remained high. To address these challenges, economic policy would focus on intensifying domestic revenue mobilisation, rationalising public expenditures and addressing the domestic debt burden including the clearing of arrears.

### 2.1 The Real Sector

#### *Economic Growth*

Following the recovery of 6.3 percent in 2016, economic growth slowed to 3.5 percent in 2017 compared to the earlier projection of 6.0 percent. The slow down in the recovery in 2017 was due to the lower-than projected production of iron ore. Iron ore production amounted to 6.5 million metric tons in 2017 compared to the projection of 9 million metric tons due to transportation difficulties as well as the continuous drop in price.

The non-iron ore economy grew by 3.4 percent compared to the earlier projection of 4 percent; and this was due to reduced activities in the construction and trade sectors. Non-iron ore mining activities such as agriculture, manufacturing, and services were mainly responsible for the growth of the non-iron ore economy.

#### *Mining*

The output of other minerals increased during 2017 relative to 2016 reflecting the resumption of iron ore mining and implementation of plans by mining companies to increase production and export. Iron ore production increased by 5.6 percent, bauxite by 27.6 percent; rutile by 11.4 percent to 165,467 metric ton; and ilmenite by 103 percent to 57,026 metric tons during 2017. Diamond output (both artisanal and industrial) however, decreased by 8.7 percent as the main mining company, Koidu Holdings Ltd transitioned from open pit mining to underground mining and therefore did not produce during March to June 2017.

## *Agriculture*

In the **agricultural sector**, the Ministry of Agriculture, Forestry and Food security (MAFFS) provided Direct Cash Transfers and agricultural inputs including fertilizers and agricultural machinery to farmers to improve productivity. The Ministry also commenced implementation of the World Bankfunded Small-Holder Commercialization and Agribusiness Development Project (SCaDEP), which support linking small-holder farmers with large scale Agribusinesses. These measures, according to MAFFS improved rice yield, as well as the production of other crops.

## *Manufacturing*

The manufacturing sector continued to improve during 2017 with an increase in output of several products including beer, stout and maltina, oxygen, paint and common soap on account of the gradual improvement in electricity supply and increase in domestic demand.

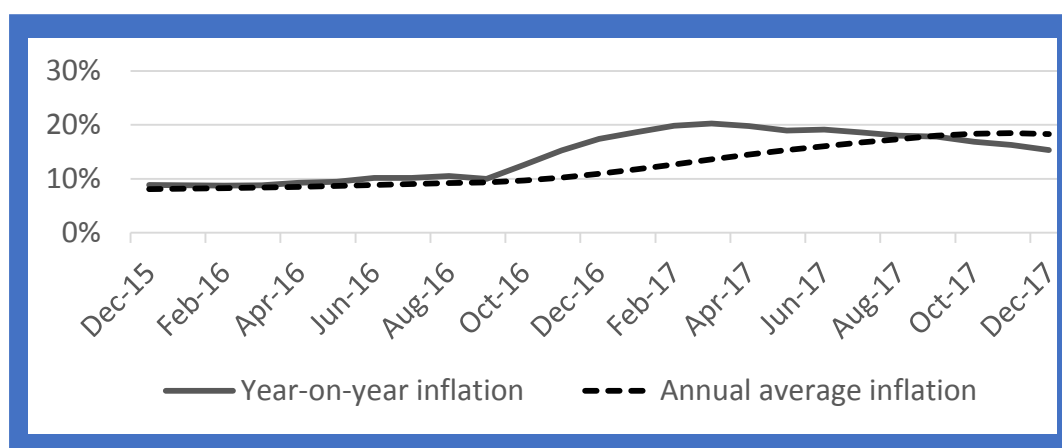
Total electricity generated by the thermal plants in Freetown, Bo, Makeni, Lungi, Kono, Lunsar and Magburaka Power stations and the Bumbuna and Goma Hydro Power plants increased during 2017. The Electricity Generation and Transmission Company (EGTC) transferred 308.9 GWh to the Electricity Distribution and Supply Authority (EDSA) compared to 294.1 GWh transferred during 2016.

## *Consumer Prices*

Inflationary pressures remained moderately high during the year. Following a sharp rise in the second half of 2016, reaching 17.4 percent. Inflation continued to increase in the first quarter of 2017, reaching a peak of 20.2 percent in March. This increase was on account of the effect of the sharp depreciation of the exchange rate in 2016, the higher-than-expected government borrowing from the banking system and the one-off increase in the pump price of petroleum products in November 2016, which directly raised fuel and transport costs and had a ripple effect on the price of other goods.

As these effects subsided, tight monetary policy and relative stability in the exchange rate caused inflation to decline gradually during the rest of 2017 to 15.3 percent as at end December 2017. In spite of this, annual average inflation in 2017 was 18.3 percent, higher than the 10.8 percent recorded during 2016.

Inflation continued to fall moderatly reaching 14.69 in January, 2018. Figure 2.1 below illustrates the performance of the year-on-year and annual average inflation rate over the past two years.



*Source:* Economic Policy and Research Unit

*Figure 2.1: Trends in CPI inflation, from December 2015 to December 2017*

Though inflation was trending downwards, there were potential risks of inflationary pressures emanating from both domestic and international environments. These included the uncertainty in the global economy, and upside risk to global commodity prices-especially energy prices. This would likely have a one-off impact on domestic prices, with the possibility of a more persistent second round effect on inflation. Therefore, monetary policy had to balance the declining trend in inflation against the likelihood of inflationary pressures over the medium-term.

## **The External Sector**

### ***Current Account***

The current account deteriorated in 2017, with the estimated deficit widening by 54.5 percent to US\$262.18 million from US\$169.71million in 2016 and constituted 6.41percent of GDP. The estimated trade deficit (goods and services) widened by 19.9 percent to US\$594.87million in 2017 from US\$496.19 million in 2016 and was 12.46 percent of GDP.

### ***Export***

Merchandise exports declined by 9.1 percent to US\$567.12 million from US\$624 million in 2016. Export was mainly accounted for by agricultural exports including timber and palm kernels. The value for mineral exports, on the other hand, dropped marginally, although iron ore export increased.

### ***Import***

Aggregate import value (c.i.f) was US\$1,344.11million in 2017, representing an increase of 31 per cent above the level of US\$1,087.51million recorded in 2016. This was mainly driven

by the increase in consumer goods, manufactured goods, machinery & transport equipment as well as other imports category.

Payment for importation of consumer goods increased significantly by 58.1 per cent to US\$493.91million from US\$342.27 million in 2016. This was largely driven by the increase in food imports to US\$451.84 million in 2017 from US\$298.73 million in 2016, led by an increase in import of rice. Payments for rice imports more-than-doubled to US\$191.38 million from the level of US\$96.89 million registered in the preceding period. Import values for manufactured goods increased to US\$134.54 million; machinery & transport equipment to US\$298.81 million and other imports to US\$121.69 million in 2017 from US\$124.38 million, US\$206.93 million and US\$106.33 million in 2016, respectively.

However, imports of crude materials and chemicals dropped to US\$46.47 million and US\$53.74 million in 2017 from US\$48.77 million and US\$75.07 million in 2016 respectively. Similarly, import values for mineral fuel and lubricants declined to US\$163.04 million in 2017 from US\$183.75 million in 2016.

### ***Gross Foreign Reserves***

The foreign reserves are managed in accordance with the BSL's investment policy as approved by the foreign assets committee. The gross foreign exchange reserves amounted to US\$503.80 million at end 2017. Major inflows during the year included aid disbursement/Balance of Payment support of US\$ 119.39 million; export receipts (royalties/taxes) of US\$37.9 million including US\$15.27 million from rutile; US\$ 4.32 million from iron ore; US\$2.41 million from bauxite; US\$ 3.7 million from other mining; and US\$ 6.79 million from fishing royalties/licenses. Receipts from other Government Departments amounted to US\$ 21.8 million. Major outflows included payment for goods and services amounting to US\$171.52 million, of which Embassies/Missions, US\$ 19.52 million and BSL US\$33.4 million; Debt Service, US\$ 50.95 million.

In 2016, total receipts from donors amounted US\$238.48million, compared with US\$119.39million disbursed in 2017.

In order to accumulate foreign reserves during the period, the weekly foreign exchange auction was suspended in May 2017.

### ***Inward Remittances***

Inward remittances to commercial banks increased by 45.3 percent to US\$ 80.3 million during 2017 from US\$ 55.2 million during 2016. However, remittances coming through Foreign Exchange Bureaus and other sources are not captured and therefore the total amount of remittances could be higher than what is reported. Remittances for the first quarter of 2018 amounted to US\$ 20.1 million.

### ***Exchange rate***

The exchange rate was relatively stable since January 2017 although the market continued to record marginal depreciation reflecting the structural imbalance between demand and supply of foreign exchange.

The year-on-year exchange rate depreciation remained below 5 percent since January 2017, compared to an average rate of depreciation of 25 percent observed in 2016.

However, since January 2018, there was moderate pressure on the exchange rate, with the Official exchange rate depreciating by 0.27 per cent in January, 0.33 per cent in February and 0.55 percent in March 2018. The average mid exchange rate of the Leone to the US Dollar for the week ending 11th April 2018 is Le7,653.66/USD.

The marginal depreciation in the exchange rate could be attributed to monetary developments brought about by the mismatch between government revenue and expenditure.

## **2.3 Central Government Fiscal Operations**

Execution of the budget was challenging during 2017 with Government efforts to clear the carryover of unpaid bills from 2016 and at the same time trying to implement the approved 2017 budget. The overall objective was to ensure achievement of the quantitative performance targets for end June 2017 with little or no accumulation of new expenditure arrears. However, with the shortfall in domestic revenue coupled with higher than projected Government spending, the stock of unpaid bills increased by end December 2017.

There was a shortfall in domestic revenue of about Le 427 billion for the year coupled with the non-disbursement of programmed budget support of about Le184 billion. At the same time, the wage bill was above the target by Le 65 billion for the year mostly due to unbudgeted payment of severance pay to outgoing Members of Parliament. In addition, there was a higher than projected spending on Goods and Services of about Le 33 billion, Debt Service payments of about Le 6 billion and domestic capital expenditures of about Le 198 billion. Hence, there was stock of unpaid bills in the form of printed Cheques and Cheques Payable of Le 891 billion as at end December 2017.

### ***Domestic Revenues***

Domestic revenues collected was Le 3.32 trillion (11.7 percent of GDP) relative to the revised target of Le 3.75 trillion (13.2 percent), a shortfall of Le 427.40 billion. The original revenue



projected was Le3.6 trillion or 11.8 percent of GDP. The lower than expected revenue collection largely reflects a number of revenue collection challenges including the uncertainty that surrounded the pending national elections, lower business activities, reduced taxpayer compliance and inability to implement certain revenue enhancing measures. As a result, revenue collection was lower across several revenue streams. Overall, income tax revenue was Le 1.19 trillion, lower than anticipated, by Le 93.9 billion, although personal income taxes including PAYE at Le 960.90 billion was higher than the target by Le 71.89 billion. Goods and Services Tax (GST) collection of Le 702 billion (2.5 percent of GDP) was also lower than the target by Le 147 billion; Customs and Excise taxes amounted to Le 910.72 billion (3.2 percent of GDP) also lower than the expected Le 1.03 trillion. Of the total Customs and Excises, Petroleum Excises amounted to Le 407 billion (1.4 percent of GDP). Revenue collection from the Mines Department (Le 150.4 billion) also fell short of the target owing to the deviation between projected and actual mining royalties. Road User Charges (Le 140.90 billion) were however, above the target of Le 115 billion by Le 25.88 billion during the year.

**Table 2.2: Domestic Revenues**

PARTICULARS	2017	2017	2017	2017	2017
	Actual	% of GDP	Revised Budget	% of GDP	Variance
<b>Domestic Revenue</b>	<b>3,326,653</b>	<b>11.7%</b>	<b>3,754,058</b>	<b>13.2%</b>	<b>(427,405)</b>
<b>Income Tax Revenue</b>	<b>1,186,309</b>	<b>4.2%</b>	<b>1,280,164</b>	<b>4.5%</b>	<b>(93,855)</b>
Corporate Tax	222,197	0.8%	379,115	1.3%	(156,918)
Personal Income Tax - incl. Govt PAYE	960,890	3.4%	889,004	3.1%	71,886
Other Taxes	3,222	0.0%	12,045	0.0%	(8,823)
<b>Goods and Services Tax</b>	<b>702,114</b>	<b>2.5%</b>	<b>849,147</b>	<b>3.0%</b>	<b>(147,033)</b>
Import GST	399,849	1.4%	461,023	1.6%	(61,174)
Domestic GST	302,265	1.1%	388,124	1.4%	(85,859)
<b>Customs and Excise Department</b>	<b>910,721</b>	<b>3.2%</b>	<b>1,025,235</b>	<b>3.6%</b>	<b>(114,514)</b>
Import Duties	485,727	1.7%	514,022	1.8%	(28,295)
Excise Duties on Petroleum Products	407,006	1.4%	447,202	1.6%	(40,196)
<b>Mines Department</b>	<b>150,420</b>	<b>0.5%</b>	<b>255,353</b>	<b>0.9%</b>	<b>(104,933)</b>
Royalty on Rutile	44,258	0.2%	36,103	0.1%	8,155
Royalty on Bauxite	9,148	0.0%	10,004	0.0%	(856)
Royalties on Diamond and Gold	14,516	0.1%	52,104	0.2%	(37,588)
Royalty on Iron Ore	25,568	0.1%	101,025	0.4%	(75,457)
Licences etc.	56,929	0.2%	56,117	0.2%	812
<b>Other Departments</b>	<b>236,192</b>	<b>0.8%</b>	<b>229,138</b>	<b>0.8%</b>	<b>7,054</b>
Royalties etc. on Fisheries	74,730	0.3%	62,108	0.2%	12,622
<b>Road User Charges &amp; Vehicle Licences</b>	<b>140,897</b>	<b>0.5%</b>	<b>115,021</b>	<b>0.4%</b>	<b>25,876</b>

## Grants

Total amount of grants from development partners was Le 683.15 billion (2.4 percent of GDP) and fell far short of the anticipated Le 800.28 billion (2.8 percent). Programme grants amounted to Le 163.89 billion, of which Le12 billion HIPC, Le15 billion Global Fund and the remaining Le136.7 billion or \$18.1 million was external budget support from the European Union. Project grants amounted to Le 519.26 billion, almost the same as budgeted.

The World Bank and UK DFID did not disburse the \$8.0 million and \$20.40 million, respectively for Budget Support. In total therefore, about Le211.3 billion of Programme Grants to support budget execution was not received.

**Table 2.3: Grants**

	2017	2017	2017	2017	2017
	Actual	% of GDP	Revised Budget	% of GDP	Variance
<b>Grants</b>	<b>683,151</b>	2.4%	<b>800,284</b>	2.8%	<b>(117,133)</b>
Programme	163,886	0.6%	348,059	1.2%	(184,173)
o/w External Donors Budgetary Support /4	136,733	0.5%	348,059	1.2%	(211,326)
Support to the 2018 General Elections	-		83,000		(83,000)
Project - Other Projects	519,264	1.8%	369,225	1.3%	150,039

### ***Government Expenditures***

Total expenditures and net lending was Le 6.41 trillion (22.4 percent of GDP) above the 2017 revised budget of Le 6.23 trillion (21.8 percent of GDP) by Le 180.57 billion.

### ***Recurrent Expenditures***

Recurrent expenditures amounted to Le 4.12 trillion, representing 14.4 percent of GDP which was below the revised ceiling by Le 24 billion.

### ***Wages and Salaries***

Wages and salaries amounted to Le1.89 trillion (6.6 percent of GDP) and exceeded the budget by Le 65.2 billion. The reason for the overrun was as a result of the end of service benefit paid to Parliamentarians, the recruitment of 1,009 Police Officers and the more than projected payments of end of service benefits and gratuities. There was however, savings of about Le101.5 billion from subvented Agencies, which was due to the computerization of their salaries to ensure better control and predictability of the wage bill over the medium-term.

The objective over the medium -term is to reduce the claim of the wage bill on domestic revenue to less than 50 percent or 6 percent of GDP through enhanced domestic revenue mobilization and improved controls to strengthen predictability and integrity of the payroll.

### ***Non-Salary Non-Interest Recurrent Expenditure***

Non-salary non-interest recurrent expenditures amounted to Le 1.63 trillion (5.7 percent of GDP), below the revised budget of Le 1.72 trillion by Le95.6 billion. Compared to the original budget, there was an overrun of about Le11.9 billion.

### ***Good and Services***

Goods and Services expenditure amounted to Le1.08 trillion compared to a revised target of Le1.05 trillion resulting in an overrun of about Le32.7 billion. In comparison to the original budget however, the overrun was about Le138.3 billion. The main reasons for the overrun in the Goods and Services budget include spending on executive and statutory travels amounting

to about Le21.4 billion, spending on the posting and recall of Ambassadors and Diplomatic staffs including repatriation of destitute Sierra Leoneans living overseas and higher rental payments for foreign properties as a result of the depreciation of the Leone amounting to about Le4.6 billion, about Le31.5 billion spent on the procurement of Military hardware, uniforms and kits for the deployment of RSLAF to peace support operations abroad, and about Le11.7 billion spent as instalment payment for the procurement of Government vehicles.

### ***Subsidies and Transfers***

Subsidies and Transfers amounted to almost Le700 billion compared to a revised budget of Le 957.5 billion including elections spending of Le150.8 billion to the National Electoral Commission; and Le193.4 billion as Tuition Fee subsidies to Tertiary Institutions. Total budgeted subsidies and Transfers were Le 594 billion. Transfers to Local Councils amounted to Le57.2 billion compared with the revised budget ceiling of Le96.2 billion

### ***Interest Payments***

Total interest payments amounted to Le 602.6 billion (2.1 percent of GDP) compared to a budget of Le Le 595.7 billion (1.8 percent of GDP). Foreign interest payments were Le66.7 billion and domestic interest payments, Le 535 billion.

### ***Capital Expenditures***

Capital expenditures amounted to Le 2.3 trillion (8.1 percent of GDP). Foreign loans and grants amounted to Le 1.25 trillion (4.4 percent of GDP). Domestic capital expenditures mostly on infrastructure-related projects mainly road construction, energy and water amounted to Le1.06 trillion which was about Le198 billion above the revised budget.

The final loan repayment from Sierra Rutile received was Le 23 billion as part of Government net lending. Also, contingency expenditure amounted to Le 6.1 billion representing the first instalment payment on the Securiport contract.

*Table 2.4: Government Expenditures*

	2017	2017	2017	2017	2017
	Actual	% of GDP	Revised Budget	% of GDP	Variance
<b>Total Expenditure and Lending minus Repayments</b>	<b>6,405,639</b>	22.4%	<b>6,225,065</b>	21.8%	<b>(180,574)</b>
<b>Recurrent Expenditure</b>	<b>4,120,676</b>	14.4%	<b>4,144,775</b>	14.5%	<b>24,099</b>
Wages & Salaries	1,890,202	6.6%	1,825,000	6.4%	(65,202)
<b>Non-Salary, Non-Interest Recurrent Expenditure</b>	<b>1,628,419</b>	5.7%	<b>1,724,017</b>	6.0%	<b>95,598</b>
<b>Goods and Services</b>	<b>1,079,293</b>	<b>3.8%</b>	<b>1,046,571</b>	<b>3.7%</b>	<b>(32,722)</b>
Transfers to Local Councils	57,214	0.2%	96,236	0.3%	39,021
Grants to Educational Institutions	193,387	0.7%	186,090	0.7%	(7,297)
Transfer to Road Maintenance Fund	147,697	0.5%	115,021	0.4%	(32,676)
Elections and Democratisation	150,828	0.5%	280,100	1.0%	129,272
Total interest payments	602,054	2.1%	595,757	2.1%	(6,297)
Domestic Interest	535,283	1.9%	520,000	1.8%	(15,283)
Foreign Interest	66,771	0.2%	75,757	0.3%	8,986
<b>Capital Expenditure and Net Lending</b>	<b>2,284,963</b>	8.0%	<b>2,080,290</b>	7.3%	<b>(204,673)</b>
Capital Expenditure	2,308,037	8.1%	2,080,290	7.3%	(227,747)
Foreign Loans and Grants	1,246,438	4.4%	1,217,245	4.3%	(29,193)
Loans	727,174	2.5%	848,020	3.0%	120,846
Grants	519,264	1.8%	369,225	1.3%	(150,039)
Domestic	1,061,599	3.7%	863,045	3.0%	(198,554)
Lending minus Repayment	(23,074)	-0.1%	-	0.0%	23,074

*Table 2.5: Summary of Personnel Emoluments*

Summary of Personnel Emoluments				
	2017 Revised Budget (Le m)	2017 Actuals (Le m)	% of Total Wage Bill (Le)	2017 Variance (Le m)
Categories				
Civil Service	380,525	396,063	21%	-15,538
Charged Emoluments				
	61,594	80,268	4%	-18,674
Teachers	448,403	464,178	25%	-15,775
Police	146,643	179,017	9%	-32,374
Military	118,638	110,296	6%	8,342
Foreign Missions	82,159	93,053	5%	-10,894
Subvented Institutions	372,242	270,797	14%	101,445
Local Councils	5,774	11,940	1%	-6,166
Pensions	64,530	142,326	8%	-77,796
Govt. Contribution-NASSI	143,549	140,908	7%	2,641
Unallocated Personnel	943	1,356	0%	-413
<b>TOTAL</b>	<b>1,825,000</b>	<b>1,890,202</b>	<b>100%</b>	<b>-65,202</b>

*Table 2.6: Summary of Expenditure on Goods and Services and Transfers*

Details	2017 Original Budget (Le m)	2017 Revised Budget (Le m)	2017 Actuals (Le m)	2017 Variance (Le m)
<b>Goods and Services</b>	<b>941,001</b>	<b>1,046,571</b>	<b>1,079,293</b>	<b>-32,722</b>
Social & Economic	407,665	415,173	321,691	93,481
General and Others	320,789	309,150	438,191	-129,041
Defence	90,357	172,357	170,091	2,266
Police	87,868	99,868	99,970	-102
Correctional Services	34,321	50,023	49,350	673
<b>Subsidies and Transfers</b>	<b>997,495</b>	<b>957,547</b>	<b>699,954</b>	<b>257,592</b>
Local Councils	96,236	96,236	57,214	39,021
Tertiary Institutions	129,090	186,090	193,387	-7,297
Road Maintenance Fund	128,101	115,021	147,697	-32,676
Elections	322,034	280,100	150,828	129,272
Domestic	209,534	197,100	150,828	46,272
Foreign	112,500	83,000	0	83,000
<b>Total</b>	<b>1,938,496</b>	<b>2,004,118</b>	<b>1,779,247</b>	<b>224,870</b>

### ***Fiscal Deficit and Financing***

The fiscal deficit, including grants, amounted to Le 2.4 trillion (8.4 percent of GDP) relative to the revised budget of Le 1.67 trillion (5.9 percent of GDP). Excluding grants, the deficit amounted to Le 3.08 trillion (10.8 percent of GDP) compared to a revised ceiling of Le 2.4 trillion (8.7 percent of GDP).

The deficit was financed mainly by borrowing from the domestic banking system and the accumulation of arrears to domestic suppliers. Foreign financing amounted to Le766.2 billion (2.7 percent of GDP), short of target of Le 919.3 billion (3.2 percent) by Le153.1 billion. Of this, project loans were Le 727.1 billion and programme loans from the World Bank amounted to Le 303.2 billion. External debt amortization amounted to Le264.2 billion.

Domestic financing of the budget was Le1.27 trillion (4.4 percent of GDP) compared to a target of Le1.29 trillion (4.5 percent). Of this, bank financing amounted to Le1.2 trillion (Central Bank Le584.4 billion and Commercial Banks Le631.2 billion). Borrowing from Non-bank financial institutions amounted to Le52.6 billion. External debt amortization amounted to Le264.2 billion which was Le18.2 billion above the programme target for the year.

Stock of unpaid bills as at end December 2017 in the form of printed cheques with the Bank of Sierra Leone and Accountant General's Department and Cheques payable amounted to Le891 billion representing a net increase in accumulation of unpaid bills by Le440 billion from end December 2016.

***Table 2.7: Fiscal Deficit and Financing***

	2017	2017	2017	2017	2017
	Actual	% of GDP	Revised Budget	% of GDP	Variance
OVERALL DEFICIT/SURPLUS (-) (+)					
(on commitment basis) including grants	(2,395,835)	-8.4%	(1,670,723)	-5.9%	(725,112)
excluding grants	(3,078,985)	-10.8%	(2,471,007)	-8.7%	(607,979)
basic primary balance 1/ 2/	(1,230,493)	-4.3%	(575,004)	-2.0%	(199,321)
<b>domestic primary balance</b>	<b>(1,771,898)</b>	<b>-6.2%</b>	<b>(1,150,034)</b>	<b>-4.0%</b>	<b>(135,130)</b>
<b>Contingency Expenditure:</b>	<b>(6,122)</b>	<b>0.0%</b>	<b>(55,030)</b>	<b>-0.2%</b>	<b>48,908</b>
Change in Arrears:	(53,639)	-0.2%	(19,600)	-0.1%	(34,039)
<b>TOTAL FINANCING</b>	<b>2,455,595</b>	<b>8.6%</b>	<b>1,745,353</b>	<b>6.1%</b>	<b>(710,243)</b>
Foreign	766,195	2.7%	919,330	3.2%	153,135
Domestic Financing 2/	1,268,159	4.4%	1,286,571	4.5%	18,412
Bank	1,215,577	4.3%	1,173,171	4.1%	(42,406)
Non-Bank	52,583	0.2%	113,400	0.4%	60,817
Float	421,241	1.5%	(460,548)	-1.6%	(881,790)
<b>Nominal GDP Figure (excluding Iron Ore)</b>	<b>28,534,000</b>	<b>100.0%</b>	<b>28,534,000</b>	<b>100.0%</b>	<b>29,110,000</b>
<b>Memorandum Items:</b>					
Public Debt Charges	866,253	3.0%	841,757	3.0%	(33,695)
o/w External Debt Payments (incl. HIPC Debt Relief)	330,970	1.2%	321,757	1.1%	(42,681)

### Public Debt

The Stock of total public debt amounted to Le16.48 trillion or US\$2.18 billion at end March 2018, representing about 56.0 percent of GDP. The stock increased by 18.3 percent, from Le13.93 trillion at end March 2017. External debt accounted to about Le11.48 trillion (US\$ 1.53 billion) while domestic debt amounted to Le4.99 trillion (US\$661.3 million).

*Table 2.8: Total Public Debt at End March 2018 (In billions)*

	Mar-17	Mar-18			
			Share %	Change Mar 17 to Mar 18	% of GDP
External	10,241.28	11,484.01	69.7%	12.1%	39.0%
Domestic	3,684.99	4,992.89	30.3%	35.5%	17.0%
<b>Total Public Debt</b>	<b>13,926.27</b>	<b>16,476.90</b>	<b>100.0%</b>	<b>18.3%</b>	<b>56.0%</b>

### External Debt

Public and publicly guaranteed external debt stood at US\$1.53 billion as at end March 2018 compared to US\$1.41 billion at end March 2017; representing an increase of 8.7 percent over the period in dollar terms; and increased by 12.1 percent in domestic currency terms due to exchange rate depreciation over the period. The increase in the stock of external debt over the years could be attributed to the increase in external loan disbursements to finance infrastructure projects as well as balance of payment support extended to the Bank of Sierra Leone from the International Monetary Fund. Table 4.6 shows external debt by category.

**Table 4.6: External Debt Stock (US\$ in Million)**  
**March 2018**

Creditor	2016	March 2017	Dec 2017	March 2018		Change % Mar 2017 to Mar 2018
				DOD	Comp.	
<b>Total External Debt</b>	<b>1,349.00</b>	<b>1,409.22</b>	<b>1,507.78</b>	<b>1,531.20</b>	<b>101.6%</b>	<b>8.7%</b>
<i>of which:</i>						
<b>Multilateral</b>	<b>974.31</b>	<b>1,031.88</b>	<b>1,134.83</b>	<b>1,159.75</b>	<b>76.9%</b>	<b>12.4%</b>
World Bank	224.77	234.94	275.68	291.73	<b>19.3%</b>	<b>24.2%</b>
IMF	309.39	310.79	367.75	371.71	<b>24.7%</b>	<b>19.6%</b>
ADB	130.16	131.22	134.46	139.37	<b>9.2%</b>	<b>6.2%</b>
Other multilateral creditors	309.98	354.92	356.94	356.94	<b>23.7%</b>	<b>0.6%</b>
<b>Bilaterals</b>	<b>173.74</b>	<b>178.50</b>	<b>177.61</b>	<b>177.61</b>	<b>11.8%</b>	<b>-0.5%</b>
Non-Paris Club	173.74	178.50	177.61	177.61	<b>11.8%</b>	<b>-0.5%</b>
<b>Commercial</b>	<b>200.95</b>	<b>198.85</b>	<b>195.35</b>	<b>193.85</b>	<b>12.9%</b>	<b>-2.5%</b>

*Prepared by PDMD April 2018*

### ***Composition of External Debt***

Multilateral debt continued to account for the largest share of the stock of external debt representing 76.9 percent at end March 2018. The shares of commercial and bilateral debts were 12.9 percent and 11.8 percent respectively.

The stock of external commercial debt which stood at US\$193.85 million at end March 2018 comprised of stock of unpaid external arrears which have been in the books of Government for the past two to three decades. It is still subject to the debt buy-back arrangements that would allow commercial creditors deliver their own share of debt relief consistent with HIPC Initiatives. The World Bank is committed to assisting the Government through the arrangements for the buy-back operations, which for a while has been dormant. Meanwhile, Government continues to amortize the stock of external commercial debt on a goodwill basis to minimize potential costly litigation.

### ***External Debt Service***

The increase in public debt stock is posing serious debt service challenges. External debt service payments are projected at US\$53 million and US\$55million in 2018 and 2019, respectively, compared to an annual average of about US\$20 million in the immediate post HIPC period. Of the total of Le384 billion projected for external debt service payments in



2018, a total of Le70.8 billion was paid in Q1, 2018, of which, Le45.8 billion was in respect of amortization, while Le24.9 billion was on account of external interest obligations.

### ***Debt Portfolio and Risks***

The public debt portfolio is also faced with rollover and refinancing risks emanating from the domestic debt, which is dominated by short-term treasury securities. Exchange rate risks are also prevalent due to the relatively high exposure in external debt, accounting for a share of about 70 percent of the total debt stock at end March 2018.

### **Debt Sustainability**

Based on the National Debt Sustainability Analysis exercise conducted in 2017, Sierra Leone was faced with moderate risks of debt distress, though with deteriorating debt sustainability ratios. However, the recently signed loans by Government - (i) The Mamamah Airport estimated at US\$320 million and (ii) the Kambia-Tomporie-Kamakwei Road Project at US\$110 million, when factored, would place Sierra Leone at a high rate of debt distress.

	<b>End Dec 2017</b>	<b>End Mar 2018</b>	<b>% Change</b>
<b>Treasury Securities</b>			
<b>Treasury Bills</b>	<b>3,782,797.05</b>	<b>4,044,803.25</b>	<b>6.93</b>
<b>Treasury Bonds</b>	<b>615,056.00</b>	<b>787,939.75</b>	<b>28.11</b>
<b>Ways and Means</b>	<b>120,030.11</b>	<b>160,154.48</b>	<b>33.43</b>
<b>Grand Total (A+B)</b>	<b>4,517,883.16</b>	<b>4,992,897.48</b>	<b>10.51</b>

### ***Holdings of Treasury Securities***

Treasury Securities are held mainly by the Bank of Sierra Leone, Commercial Banks and the Non-Bank Public. The Non-Bank Public comprised individuals, NASSIT and Insurance Companies. Table 2.10 shows the details of Treasury Securities by holders.

*Table 2.10: Holdings of Treasury Securities as at December 2017 and End Q1, 2018 (In Million Leones)*

Holder	End Mar 2017	End Dec 2017	End Mar 2018	% Change (Dec 17-Mar 18)	Change (Mar 17-Mar 18)
<b>BSL:</b>	<b>1,047,711.50</b>	<b>1,254,962.41</b>	<b>1,237,756.28</b>	<b>(1.37)</b>	<b>18.14</b>
Ways & Means	120,373.20	120,030.11	160,154.48	33.43	33.05
10yr -bonds	56,250.00	48,750.00	48,750.00	0.00	(13.33)
Others	871,088.30	1,086,182.30	1,028,851.80	(5.28)	18.11
<b>Com.Bank</b>	<b>2,234,274.10</b>	<b>2,785,828.70</b>	<b>3,345,075.00</b>	<b>20.07</b>	<b>49.72</b>
<b>Non-Bank</b>	<b>403,000.05</b>	<b>470,092.05</b>	<b>410,066.20</b>	<b>(12.77)</b>	<b>1.75</b>
<b>Of which: NASSIT</b>	<b>155,243.05</b>	<b>120,758.80</b>	<b>81,558.80</b>	<b>(32.46)</b>	<b>(47.46)</b>
Discounted Houses	3,686.49	4,910.55	4,322.35	(11.98)	17.25
Other Financial Institutions	25,254.20	26,128.20	26,155.00	0.10	3.57
General Public	218,816.31	318,294.50	298,030.05	(6.37)	36.20
<b>TOTAL</b>	<b>3,684,985.65</b>	<b>4,510,883.16</b>	<b>4,992,897.48</b>	<b>10.69</b>	<b>35.49</b>

### *Domestic Debt Challenges*

The market experienced under-subscription in the primary market operations over the period January – March, 2018. In order to overcome these challenges Bank of Sierra Leone was asked to engage the commercial banks on special liquidation arrangement in the secondary market. However, the sustained use of this mode of financing the deficit in the domestic market posed a challenge as it was deemed as direct financing of Government’s deficit.

## **2.3 Monetary and Financial Sector Development**

### *Monetary Policy Objectives*

The overall objective of monetary policy was to bring down inflation to 12.0 per cent and gradually move towards achieving the medium-term objective of single digit inflation.

### *Monetary Policy Stance*

The Bank of Sierra Leone (BSL) maintained a tight monetary policy stance in 2017 with the monetary policy rate raised cumulatively by 350 basis points to 14.5 per cent in December 2017 from 11 per cent in December 2016. The Monetary Policy Committee held 4 meetings all of which resolved to maintain tight monetary policy in view of prevailing high levels of inflation.

The gradual gains on the price stability objective provided an adequate policy space for the economy to withstand external shocks. This has helped entrench the stability of the exchange rate and reduced the need for BSL’s intervention in the foreign exchange market, thereby allowing the Bank to accumulate foreign reserves required to insulate the economy from emerging external shocks.

### *Challenges to Monetary Policy*

Monetary policy implementation was challenged by tight liquidity conditions in the interbank market on the back of low revenue outturn, delayed disbursement of donor inflows, low

budget execution leading to accumulation of areas and a generally tight monetary policy stance. To support the budget and reduce the accumulation of arrears, the BSL altered the liquidity conditions in the interbank market through foreign exchange SWAP deals with the commercial banks, which was augmented by undertaking secondary market operations in government securities. These operations provided greater liquidity assurance to the market and enabled commercial banks to participate fully in the domestic debt market.

Looking ahead, the Bank faces a number of challenges in achieving and sustaining lower inflation as well as supporting balanced macroeconomic development over the medium term. The key challenges to achieving single digit inflation include likely pressures on the domestic pump price of petroleum products and the cost push inflationary pressures emanating from it.

### ***Monetary Operations***

BSL acts as fiscal agent for the Government by conducting all primary market auctions on behalf of government and has been intervening in the secondary market via outright purchase of treasury securities to provide liquidity to the commercial banks. In September, 2016, the Bank implemented a Primary Dealership Arrangement system for Government Treasury securities. The main objectives of the Agreement was to facilitate market efficiency by making Government Securities easier to buy and sell, broaden public awareness and participation in government securities and facilitate secondary market trading (i.e. develop market making capabilities) of government securities.

The Bank has a Standing facility window (Standing lending and deposit facilities) that allows commercial banks in short position to raise overnight credit and/or for surplus banks to deposit money on overnight basis with the Central Bank. The overall aim is to enhance monetary policy transmission by allowing the interbank rate to operate within the monetary policy rate (MPR) corridor.

The main challenge to monetary operations is the lack of adequate instruments (lack of BSL bills) to support monetary operations as well as fiscal pressures.

Management has constituted an internal working group on liquidity management and monetary policy implementation comprising members from the Financial Markets Department, Research Department, Banking Supervision Department, Internal Audit Department and the Governor's Office.

To enhance liquidity in the banking system, BSL undertook SWAP operations with various commercial banks. The SWAP arrangement was done for an amount of US\$33 million in 2017 and US\$17 million in 2018.

### ***Financial Sector Developments***

There are fourteen (14) commercial banks in the country. Four (4) are locally owned while ten (10) are foreign owned, mostly subsidiaries of Nigerian Banks. Government is the majority shareholder for two (2) of the locally owned banks.

As of December 31, 2017, the condition of the banking industry was stable and had improved. Total assets for all commercial banks rose by 17.73 percent to Le7.4 trillion in December 2017 compared to Le6.3 trillion a year ago. This growth was achieved through the increase in total deposits to Le 5.27 trillion. The Central Bank encouraged greater credit extensions to qualified borrowers as loans and advances outstanding at the end of December 2017 equal only Le1.53, or 20.68 percent of total assets, just a slight increase from Le1.50 percent at year-end 2016. A large portion of total banks' assets were invested in the high-yield government treasury bills as banks reach for profits.

Non-performing loans dropped significantly from 27 percent at the end of 2016 to 14.64 percent mainly as a result of a loan write-off directive requiring commercial banks to charge off problem loans for which full provisions was made. Banks were also directed to write-off problem loans and advances during the accounting period that the weaknesses were identified. On aggregate, the banking industry was profitable with an aggregated Return on Average Assets of 5.30 percent, mostly driven by interest income from government securities. Historically, liquidity was not of supervisory concern as current liquid assets for all banks measured a high 66.9 percent of total assets.

Commercial banks in Sierra Leone, on aggregate, are well capitalized at 33.61 percent and exceeded the minimum capital adequacy ratio of 15 percent.

Nevertheless, two of the fourteen commercial banks were of supervisory concern. These two banks had negative capital measures and extensive lending to politically exposed persons. The BSL increased its supervisory efforts, worked with the affected institutions and their majority shareholders (Government of Sierra Leone).

## Chapter Three: Pillar 1: Economic Diversification to Promote Inclusive Growth

### 3.1 Increasing Agricultural Production and Value Added

Enhancing agricultural productivity is a central component of achieving the Agenda for Prosperity (AfP). The sector remains the backbone of the country's economy and employs the highest percentage of the labour force. It contributes more than 45 percent to GDP. One of the main objectives of Government during the implementation of the AfP was to increase both food productivity and agricultural export earnings. Against this background, the Ministry of Agriculture, Forestry and Food Security (MAFFS) implemented programmes and activities that were geared towards improving agricultural production and productivity. These interventions are designed to achieve food security by providing the enabling environment for farmers and promoting appropriate research, extension, input delivery and market systems.

Table 3.1 below presents a summary of the progress made in the agriculture sector from 2013 to 2017. Annual production of rice grew by 10 percent in 2017, recording a total 1,279,616 metric tons compared to 1,160,646 metric tons in 2016. Food self-sufficiency rate in rice (the staple food) of 97.9 percent for 2017, relative to 91.7 percent in 2016 and 81.2 percent in 2015.

Cassava production and consumption grew during the period under review. As a close substitute to rice, its annual production increased from 3,073,121 metric tons in 2016 to 3,388,116 metric tons in 2017, recording a rise of 10.3 percent. This increase however fell short of the 20.1 percent increase in production from 2015 to 2016.

In the livestock sub-sector, increases in production were recorded for cattle, sheep, goat and poultry. In 2017, cattle rearing grew to 496,106 heads, recording a 3 percent increase compared to 480,723 in 2016. Goat and sheep production grew to 867,666 and 612,077 in 2017 from 840,762 and 593,098 in 2016, respectively. Poultry production grew by 3.2 percent in 2017, recording 4,597,016 heads compared to 4,454,473 in 2016. The total production of these livestock remained low compared to their total production in 2015. It is hoped that, with continued support from Government and development partners, the animal husbandry sub-sector will grow in the near future.

The number of Agri-Business Centres (ABC) with access to processing facilities increased from 2014 to 2015 and remained at 403 in 2017.

Cocoa and coffee production saw slight increases in 2017. Cocoa production grew to 57,672 metric tons in 2017 compared to 56,836 metric tons in 2016, recording a 1.5 percent increase. Coffee production also grew by almost 6 percent, recording 122,328 metric tons in 2017 as compared to 115,482 metric tons in 2016. The annual production of palm oil grew from 4,864,275 metric tons in 2016 to 5,362,863 in 2017, recording a 10.2 percent increase.

**Table 3.1: Status of key indicators of the sector**

<b>Indicators</b>	<b>Baseline 2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
1.1 Annual production of Rice (Mt)	1,255,559	816,503	995,360	1,160,646	1,279,616
1.2 Annual production of Cassava (Mt)	3,810,418	2,316,811	2,557,588	3,073,121	3,388,116
1.3 Annual production of Cattle (heads)	688,127	241,153	245,736	480,723	496,106
1.4 Annual production of Sheep (heads)	907,742	945,047	963,001	593,098	612,077
1.5 Annual production of Goats (heads)	1,068,793	1,538,557	1,567,789	840,762	867,666
1.6 Annual production of Poultry (heads)	12,591,260	12,781,575	14,721,718	4,454,473	4,597,016
1.9 Number of Agri-Business Centre with Agro-processing facilities	392	392	403	403	403
1.12 Annual production and export of cocoa(mt)	4,196.71	*	*	56,836	57,672
1.13 Annual production and export of coffee(mt)	2,541.0	*	*	115,482	122,328
1.14 Annual production and export of palm oil	*	*	*	4,864,275	5,362,863
1.17 Rate of national Food sufficiency (Rice)	119.1	76.0	81.2	91.7	97.9

**Source:** Ministry of Agriculture, Forestry and Food Security

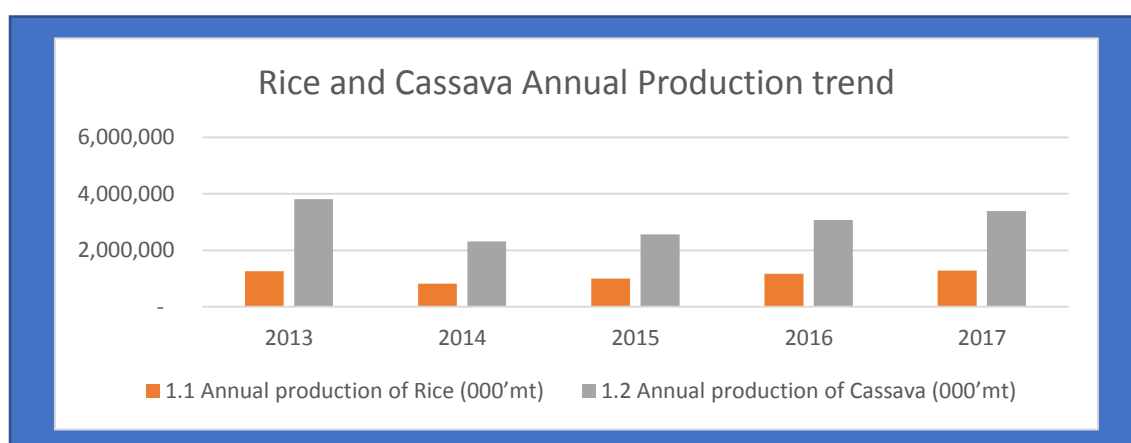
### ***Key policy measures, strategies and activities undertaken in 2017***

In 2017, over 78,960 farmers from 1,734 Farmer Based Organisations (FBOs) were supplied with inputs including 25 kg of seed rice and two bags of 50 kg fertilizers each. The training of community health workers to support farmers with animal health services in rural areas was a central intervention. With support from GIZ, the Government trained 90 community animal health workers and provided them with start-up kits. This brought the total number of trained community animal health workers to 300 in 2017. Support was provided to the Forestry Division to undertake reforestation of 1,465 Ha of degraded areas across the country and a total of Le 18.6 billion was generated by the Division from fees and permits (i.e. transport permit on charcoal, fuel wood, poles, timber and power saw licenses, registration fees for timber export and assessments fees).

The Government supported the rehabilitation and development of 979 hectares of inland valley swamps and completed the rehabilitation of 38 percent of 882 km of feeder roads in 2017. Trainings were conducted for 346 youth contractors, service providers and farmers on inland valley swamp development and water resource management.

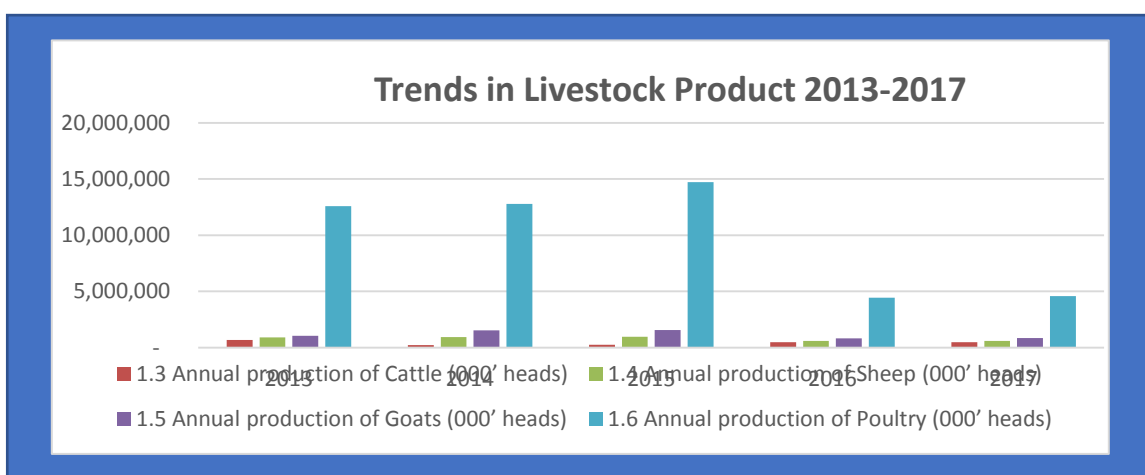
The 2015/2016 Comprehensive Food Security and Vulnerable Analysis (CFSVA) report was completed and published in 2017. The report provided information on the socio-economic and agricultural context, food situation, markets, livelihoods, coping strategies, and education, health and expenditure patterns of households.

Cash transfers were provided to 70 farmer groups in 2016 and 212 groups in 2017. The purpose of the cash transfers is to enable access to inputs, labour and machinery for their farming activities.



**Source:** Ministry of Agriculture, Forestry and Food Security

**Figure 1.1: Rice and Cassava Annual Production Trend**



*Source:* Ministry of Agriculture, Forestry and Food Security

*Figure 1.1: Rice and Cassava Annual Production Trend*

### ***Challenges and recommendations***

Despite immense efforts from Ministry of Agriculture Forestry and Food Security (MAFFS), there are still lots of challenges facing the sector. While agriculture production provides livelihoods and sustenance to the bulk of the population, the sector cannot create significant impact without a modern transportation network linking primary producers and consumers. Therefore, improved infrastructure supported by efficient electricity production and a transportation network should constitute the basis for Government’s strategic priorities in the near future.

- Considering that nearly two-thirds of the population depends on agriculture for their employment, the late disbursement of budget allocations to undertake activities remains a serious challenge to the delivery of services in the sector.
- Access to financial services such as credit and savings facilities is extremely limited and this makes it difficult for farmers to access loans for the purchase of inputs and save money for consumption in the ‘hungry period’.
- There are limited irrigation facilities in the country meaning that farmers are reliant on rain-fed agriculture. Therefore, there is a limit of one or two times for cropping each year.
- Land preparation by most farmers is poor. This limits the uptake and benefits from adopting improved technologies, which translates into low yields and production.
- Technology development, dissemination, adoption and feedback is weak because of limited support to research and extension services.
- The small size and low capital base of the Community Banks (CBs) and Financial Services Associations (FSAs) impairs their ability to generate substantial revenue to operate with profitability and financial self-sustainability. This is compounded with the inadequate availability of capital fund for lending. FSAs and CBs are currently



under capitalized, which means that they cannot meet the demands for loans from their clientele.

- Low level of education and the capacities of board members in most of the FSA locations are of great concern. Therefore, training of board members on FSA governance is being actively pursued by the Technical Assistance Agency (TAA) in a bid to improve this situation.
- Lack of transparency and accountability by Board members of some ABCs to their general membership has led some members to abandon the Centres. Additionally, historic invasion of dubious microfinance institutions has inflicted great fear among target communities.
- The time required to enact a Bill is very long and enforcement of regulation is weak, which greatly affects policy implementation.
- There is no concrete policy direction of the MAFFS. There are frequent changes regarding ABCs and input distribution, which has serious drawbacks on the implementation of activities.
- The Ministry is faced with a serious challenge in the area of trained staff. The recent scaling down of the workforce greatly affected the number of trained personnel currently in the field to carry out technical activities.
- Poor staff motivation as most of the field staff in the intermediate and junior levels have not been promoted for a long time. Some of them have been in the same position for the past 10 to 15 years.
- The Staff in the field do not have the prerequisite logistics such as motor bikes, fuel and field equipment for their day-to-day functions.

### ***Recommendations***

- To address the shortage of veterinarians, the Ministry should engage development partners and international organisations to provide scholarships to staff to study veterinary medicine.
- Local and central Governments should provide more logistical support to enhance the capacity of field staff to perform their duties.
- For project operations, strong cooperation from the Local Councils and other local authorities across districts can facilitate and enhance the achievement of results for the feeder roads. The District Councils and local community authorities are providing the necessary support for infrastructure contractors, in terms of labour mobilization and addressing land disputes.
- Using improved technologies has a strong influence on yields and productivity in the agricultural sector, so support for research and extension services delivery is paramount.
- Proper arrangements for FBOs will ensure the sustainability of activities and farmers to start keeping records on their activities. There is need to support FBOs to enable them to produce and accept farming as a profession.

- Land development is critical for the uptake of improved technologies. There is dire need to support land development for farmers to enhance the uptake of improved technologies.
- Strong supervision and follow-up support to Financial Services Associations and Community Banks is critical, especially in the initial years. This supervision can come in the form of yearly audits. Furthermore, capitalization of FSAs and CBs is key to ensure that: i) all shareholders benefit from the institution in which they invest; and ii) financial needs of the rural population (agriculture, petty trade, etc.) can be met by these institutions. Agricultural financing requires specific terms – duration, repayment conditions, and grace period in order to respond to the specific context of agricultural activities.
- The oversight body for Financial Services Associations and Community Banks needs to be established by mature grassroots institutions that have a clear vision, an understanding of the advantages and disadvantages, and cost of engaging in a federated organisation. It needs to be professionally managed and free of Government and/or political influence.
- FSAs and CBs need to expand their outreach target group through awareness-raising about the opportunities provided and services offered by the FSAs, and to overcome perceptions that these institutions are not intended for the poor.
- In terms of gender mainstreaming and women’s empowerment, the data from FSAs and CBs show a greater number of male shareholders than female. The overall number of loan clients is more equitable. However, according to findings from the field, women may take smaller loans than men and may lack control over finances due to limited decision- making power within the household.
- The budgetary allocation to the Livestock Division should be increased to facilitate the introduction and dissemination of new technologies, such as artificial insemination and breed improvement.
- Livestock producers must be encouraged and supported to establish viable associations along the livestock commodity value chain.
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### **3.2 Fisheries sector**

The fisheries sub-sector continues to play a significant role in the national economy and food security of Sierra Leone. It contributes about 10 percent of GDP. Fish is the largest source of animal protein consumed for the majority of Sierra Leoneans, providing about 80 percent of the total animal protein consumption. It employs over 500,000 people directly or indirectly.

The main objective of this sector as highlighted in the AfP is to maintain a sustainable fisheries sector, which primarily focuses on value-addition, ensures food security, increases exports and creates jobs for men and women in Sierra Leone. Against this background, the sector implemented programmes and activities in 2017 that were geared towards achieving its overall objective as stated in the AfP.

Table 3.2 presents a summary of the progress made in the fisheries sector from 2013 to 2017. The amount of fish supplied from both artisanal and inland fishery activities saw a slight increase in 2017. The amount of fish supplied from artisanal fisheries activities grew by 1.8 percent, recording a total of 173,000 metric tons in 2017 compared to a total of 170,000 metric tons in 2016. However, the target of 200,000 metric tons was not met. The amount of fish from inland fishery activities also grew from 60,500 metric tons in 2016 to 65,000 metric tons in 2017, recording a 7.4 percent increase. The amount of fish supplied from aquaculture fisheries activities made laudable progress, recording a total of 70,000 metric tons in 2017 compared to 66,500 metric tons in 2016, recording a 5.3 percent increase.

The annual value of fish exports has grown progressively since 2013. In 2017, the total value of fish exported increased by 25 percent, recording a total of Le 70.9 billion compared to Le 56.8 billion in 2016, although the target of Le 100 billion was not met.

The number of fish export locations increased progressively between 2013 and 2015, it however dropped to 7 in 2016 and increased to 8 in 2017, same as in 2015. The number of fishery processing facilities improved between 2013 and 2017, recording a total of 7 in 2017 compared to 2 in 2013. This progress clearly demonstrated that the Government is on course to utilise the country's fisheries resources for national development and poverty reduction.

**Table 3.2: Key indicators for the sector**

Indicator	Baseline 2013	2014	2015	2016	2017	
					Target	Status
Amount of fish supplied from artisanal fishery activities annually (000' mt)	120.0	150.0	165.0	170.0	200.0	173.6
Amount of fish supplied from inland fishery activities annually (000' mt)	16.0	30.5	45.0	60.5	120.0	65.0
Amount of fish supplied from aquaculture fishery activities annually (000' mt)	30.0	40.0	60.0	66.5	100.0	70.0
Value of fish exported annually (including processed fish)– (000,000' billion)	Le 19.0	Le 30.5	Le 40.27	Le 56.8	Le 70.0	Le 70.9
Number of export	> 5	> 7	>8	7	Not specified	8

locations for fish products (*2)						
Amount of fish caught by IUU annually (*3)	> 42,000 mt	>42,000 mt	42,000 mt	< 42,000 mt	*	<< 42,000 mt
Number of PPP Fisheries investment (*4)	0	0	0	1 (Neptune)	*	1
Number of fishery processing facilities	> 2	>3	>5	>6	*	7

Source: Ministry of Fisheries and Marine Resources

### ***Key Policy Measures, Strategies and Activities Undertaken***

The Ministry of Fisheries and Marine Resources undertook a review of the fisheries legislation to modernize it in line with international instruments, reflect the current standards and prescribe stringent penalties against defaulters. The 1994 Fisheries Management and Development Act was reviewed and renamed the Fisheries Management and Aquaculture Bill of 2017. The revised Bill was sent to Cabinet for approval and to Parliament for ratification.

Major artisanal fisheries management functions were devolved to local councils. These devolved functions included the licensing of fisheries canoes and attendant fishing gears, as mandated by the Local Government Act of 2004. The devolution process was further enhanced through the registration of all small fishing canoes to provide detailed information on the number of fishing canoes and fishing gears operating in the artisanal fisheries sector. The fishing crafts were affixed with number plates to ease the licensing of canoes by local councils thereby supporting revenue generation.

Co-management principles were adopted to ensure partnership and collaboration with stakeholder institutions and international partners in the area of governance, including the establishment of marine protected areas (MPAs). Four MPAs were established, namely, Sherbro River, Yawri Bay, Scarcies River and Sierra Leone River Estuaries. These MPAs limit fishing activities to certain areas, but enhance long-term profit for communities.

The Ministry registered over 10,000 fishing canoes in the country and fitted number plates on them all. The data was recorded and shared with Local Councils. This was intended to assist the Councils in the licensing of canoes to generate revenue for their communities. Fishing officers were deployed to the ten out-stations to serve as extension officers, whilst at the same time operating as community organisers. The fishing officers have a deep understanding of working with their respective communities to enable them manage the marine protected areas.

The Ministry provided fishing inputs including legal fishing gears under the incentive for change package supported by the Government of Japan. The legal fishing nets were provided in exchange for illegal fishing nets at an affordable and subsidised rate. A portion of the proceeds from the sales of new nets were provided to communities to empower their local development activities.

The Government established the Joint Maritime Committee (JMC) in 2009 following Cabinet's approval. The JMC led by the MFMR comprised all major maritime stakeholders, including the Maritime Wing of the Republic of Sierra Leone Armed Forces, the Maritime Police, the Sierra Leone Maritime Administration, the National Ports Authority, and the Office of National Security (ONS). The JMC undertook fisheries protection and maritime security surveillance operations in 2017. The Government provided a more advanced and tamper-proof vessel monitoring system (VMS) to monitor the position and activities of licensed fishing vessels at sea. Monitoring using the VMS is completed through the radio operations room at the Ministry and the JMC operations room on a daily basis. It was noted that since the installation of this system, trawler incursions in the Inclusive Economic Zone (IEZ) had significantly reduced. Many fishermen report they no longer have to compete with trawlers for fishing grounds. Fish sizes also improved, a positive sign for wealth creation in the artisanal fisheries sector.

In addition to the onshore patrol boat donated to the Ministry by the Isle of Man Government, GoSL procured a sophisticated patrol vessel, named, Sorie Ibrahim Koroma - (SIK), at a cost of 6 million USD. This vessel regularly patrols the entire Exclusive Economic Zone of the country.

Community surveillance patrols were jointly conducted at the fisheries out-stations and forward operating bases by the Maritime Wing and MFMR within the JMC framework. The community surveillance occurred in the 6 coastal districts of Moyamba, Portloko, Kambia,



Western Area, Bonthe and Pujehun. This patrol used the patrol boats that were procured under the Artisanal Fisheries Development Project.

For prosecutions of defaulters, the Ministry contracted a legal adviser to guide with legal proceedings on illegal, unreported and unregulated fishing (IUU) and other fisheries enforcement related matters. Joint Maritime patrols were organised by the JMC and

*A Fish Pond at Makali*

the African Maritime Law Enforcement

Partnership (AMLEP) and led to the arrest, prosecution and levying of fines against various categories of vessels. These initiatives conveyed a strong message to defaulters that IUU fishing is no longer accepted in Sierra Leone.

Revenue generation increased from Le 4.3 billion in 2007 to Le 70 billion as of December 2017. This revenue mainly came from fines, licenses and royalties. Revenue generation was expected to increase through the introduction of a Quota Management System based on Total Allowable Catches (TACs).



The Ministry made strides toward advancing the standards of aquaculture. Construction of 40 fish ponds in Bo, Kenema, Kono and Tonkolili districts were completed in 2017. This was done in collaboration with the Diversified Food Production Project (DFPP) of the Ministry of Agriculture, Forestry and Food Security (MAFFS) to identify suitable fish farming sites in Bombali and Koinadugu districts. In partnership with

the FAO, the Government constructed 12 (400m<sup>2</sup>) fish ponds at four sites in Koinadugu and Kono districts and 15 bags of fish feed was imported from Brazil then distributed to enhance fish farming. The growth rate of fish species improved tremendously under these interventions. Training sessions were conducted for fish farmers and they were provided with fish farming inputs free of charge to improve fish production in the Northern, Southern and Eastern Provinces.

With support from the New Partnership for Africa's Development (NEPAD) and Partnership for African Fisheries (PAF), the Government carried out aquaculture needs assessments and cost-benefit analysis for the development of an aquaculture opportunity and investment strategy. The goal was to develop and promote a viable commercial aquaculture sector in Sierra Leone and to enhance fish production in this all-important fishery sub-sector.

Furthermore, the Ministry adopted the European Union Certification Process in order to gain access to European markets and other lucrative international markets. In this regard, several trainings were organised such as those on Fish Hygiene, Sanitation, Safety and Control.

Substantial rehabilitation of fisheries out-stations were carried out and new fisheries out-station buildings were constructed. These facilities were furnished to provide an enabling environment for service delivery.

A Public Private Partnership (PPP) proposal for the construction of a fish harbour complex was developed. The proposed investment is expected to have a transshipment quay capable of berthing over 14 vessels at a time and a refer quay. Three possible sites were identified in the Western Urban and Western Rural Areas.



### ***Challenges and recommendations***

In spite of the sector's huge potential to contribute to economic growth and poverty reduction in Sierra Leone, it continues to face daunting challenges, including:

- Supply of fish for the domestic market is not reaching its potential because of:

- limited fishing equipment
- limited preservation facilities
- under-skilled fisherfolk
- Insufficient attention

to inland fisheries and aquaculture.

- Export of fish is held back by:
  - weak harbour infrastructure
  - inadequate fish sanitary standards
  - continuation of illegal, unreported and unregulated (IUU) fishing
  - Under-investment.
- There is little value-added on fisheries goods because:
  - there is a lack of processing facilities
  - there are no strategic 'hubs' of value addition.
  - weak regulation of the sector could threaten long-term sustainability.

### **3.3 Local and International Tourism**

The tourism sector is crucial in terms of promoting inclusive growth, reducing poverty and ensuring prosperity for all. The main objective for the tourism sector as highlighted in the AFP is to be an eco-friendly sector that can compete with other West African tourist hubs in terms

of value-for-money and providing jobs for Sierra Leoneans. In an effort to achieve this objective, several activities were undertaken in this direction in 2017.

### ***Key policy measures, strategies and activities undertaken***

The following marketing and promotional activities were implemented under the Sustainable Tourism Development Promotion Project (STDPP). The STDPP supported the upgrading and hosting of the National Tourism Board (NTB) website and the production and printing of the following promotional materials:

- 2,000 copies of Visitors Guide to Sierra Leone;
- 2,000 copies of Handy Guide copies;
- 2,000 copies of Destination Brochures;
- 2,000 of copies Tourist Maps;
- 2,000 copies of Hotel Directories;
- 2,000 copies of Press Folders;
- 2,000 copies of posters depicting different sceneries.

Festivals were organised by the sector in 2017 to attract local and international tourists and to promote revenue generation for the Government. Below are some of the key national festivals organised in 2017:

- Madegn Cultural Festival (in Freetown, December 2017);
- Made in Salone Festival (in January 2017);
- Freetown Musical Festival;
- Sierra Leone Chamber of Commerce Trade Fair (in April and December 2017).

The country organised and participated in various national and international engagements to learn and source opportunities to strengthen the tourism sector in Sierra Leone. The Tourist Board, in collaboration with the Ministry of Tourism and Cultural Affairs (MTCA) and the private sector, organised a ten-day familiarization visit for international tour operators, travel writers and journalists from Germany and Austria. The purpose of the tour was to explore the diverse tourism potential, specifically eco-tourism and identify opportunities for improving the quality of products and service delivery with a view towards increasing international tourist flows into the country. The Board participated in an International Tourism Bourse (ITB) in Berlin, Germany in 2017. The programme was designed as re-launch of Sierra Leone to the German and Austrian markets after the Ebola disaster. The country also participated in the International French Travel Market (IFTM Top Resa) in Paris, France in 2017.

Over the period of the AfP, the high cost of visiting Sierra Leone has been a major challenge to the inflow of tourists into the country. The Government, in 2017, investigated the high cost of traveling to Sierra Leone. The outcome of that investigation was that high taxes levied by



airports, sea ports and roads authorities increased the cost of travel. Plans began under the World Bank project to reduce aviation costs (i.e. tickets, policies, taxes, fees and procedures), in addition to streamlining visa fees and processes.

The review and amendment of the Tourism Development Act of 1990 was completed in 2017 and the Eco-tourism Policy and Action Plan was formulated in 2016 and published in 2017. Lastly, the 1982 Tourism Development Master Plan was reviewed by MTCA.

Preparations began to conduct a training needs assessment and develop a training plan for the tourism industry. With the recommencement of the World Bank project, various trainings were undertaken for both the private and public sectors. Furthermore, preparations were underway for the rehabilitation and refurbishment of the 24 bedrooms, 6 classrooms, kitchen, serving room and restaurant of the Hotel and Tourism Training Centre (HTTC) in Freetown. The Environmental and Social Impact Assessment commenced for the rehabilitation work. Preparations began for the development of five eco-tourism sites (Tiwai Island, Banana Island, River No. 2, Wara Wara Hills in Kabala and Tacugama Chimp Sanctuary). These sites will be developed under the World Bank STDPP project.

### *Challenges and recommendations*

- The limited budgetary allocation, as well as the delay in accessing funds from the Ministry of Finance and Economic Development to undertake activities funded by the Government was a major challenge.
- As stated earlier, 70 percent of activities in this sector are supported under the Sustainable Tourism Development and Promotion Project (STDPP) supported by the Enhanced Integrated Framework (EIF) Tier 2. At expiration of the project lifespan, major activities were not implemented owing to the following challenges:
  - The dispute on ownership of assets between HTTC and Hilltop Group hindered rehabilitation of the HTTC. The Project was only meant to assist the HTTC with assets that were not in dispute.
  - Lack of a National Tourism Policy that will direct the formulation of an Eco-tourism Policy and Action Plan and the amendment of the Development of Tourism Act of 1990. This situation subsequently delayed the implementation of these activities.
  - Lack of information regarding the Environment Protection Agency (EPA) process involved in undertaking an ESIA study. NTB believed that the eco-tourism sites development was to be undertaken simultaneously with the ESIA. However, on consultation with EPA, it was realized that development of the sites and rehabilitation of the HTTC were to commence after an ESIA study was completed. As a result, site development and the rehabilitation of the HTTC were put on hold.
  - Inadequate knowledge of the EIF process. NTB did not undertake due diligence to ensure the ownership of the HTTC, along with the EPA

requirement for sites development. These ended up being fundamental causes for the delay.

- The resignation of the Ag. Project Manager of the National Implementation Unit (NIU) affected implementation.
- Delays in approving expenditures of the project resulting from the requirement of NIU to seek clearance from the Executive Secretariat (ES) and the Trust Fund Manager (TFM) before granting approval.
- Additional bureaucratic procedures established by the Permanent Secretary of MTCA before signing project cheques.
- The outbreak of the deadly Ebola Virus Disease in 2014, which not only claimed the lives of over 3,000 Sierra Leoneans but also crumbled the country's socio-economic and cultural bases. A state of health emergency was declared on the 22<sup>nd</sup> July 2014 that restricted the movement of people within the country. In fact, some of the eco-tourism sites such as Tiwai Island and Wara Wara Hills – Kabala were forbidden areas and referred to as red zones.

### ***Recommendations***

- MoFED to increase the tourism sector budgetary allocation, as well as ensure timely disbursement of resources.
- Enhance the capacity of NTB project staff for future project management and implementation.
- Avoid political inference in project implementation.
- NTB still awaits approval of the repackaged STDPP by the EIF. It is highly recommended that the Ministry of Trade facilitate the approval promptly.

## Chapter Four: Pillar Two Managing Natural Resource

### 4.1 Mineral resource revenue and management

The mineral sector of Sierra Leone is a major contributor to the country's GDP. With five operational large-scale mining companies, the sector contributed a total of Le 340 billion to national revenue in 2017. The National Minerals Agency (NMA) established by an Act of Parliament in 2012 is a semi-autonomous agency that work alongside the Ministry of Mineral Resources to administer, regulate and enforce the Mines and Minerals Act of 2009 and other acts and regulations related to the trade in minerals. The separation of policy-making by the Ministry and policy implementation by the Agency created a healthy institutional balance to ensure strong policy measures were undertaken. The main objectives of the mining sector during the AfP were to ensure that wealth derived from mineral resources is used to support national economic and social development in a sustainable manner and that the mining sector becomes more transparent and accountable, while promoting sound investments. Against this background, the sector implemented programmes and activities in 2017 that were aimed at its stated objectives.

Table 4.1 presents a summary of key indicators in the sector. The mining sector's contribution to government revenue was considerably high in the first year of the AfP implementation. However, it fell from 2014 until 2016. This could be attributed to the closure of the major mining companies due to the Ebola outbreak and the drop in the price of iron ore.

*Table 4.1: Status of key indicators of the sector*

Indicator	Baseline 2013	2014	2015	2016	2017
Amount of Govt Revenue collected from mining operations.	Le. 440 billions	Le. 386 billions	Le. 345 billions	Le. 315 billions	Le 340 billion
Value added to mineral products in Sierra Leone	*	*	*	*	*

*Source:* National Mineral Agency

#### *Key policy measures, strategies and activities undertaken in 2017*

The Ministry of Mines and Mineral Resources undertook several activities in 2017. A review of the National Minerals Policy was completed which made it possible for the Ministry to align national policies to international best practice and standards such as the Africa Mining vision and the ECOWAS Directives. The draft policy following its approval by Cabinet will

replace the Core Minerals Policy. The Artisanal Mining Policy, was drafted and validated and awaits adoption by Cabinet and translation into a draft legislation.

Following the establishment of the National Minerals Agency in 2012, there were overlaps of functions due to conflicting mandates, roles and responsibilities in the Mines and Minerals Act of 2009 and the National Minerals Agency (NMA) Act of 2012. This urged the government to conduct an assessment of the functions of both institutions in 2015.

The report and recommendations published by the Public Sector Reform Unit were adopted by both the Agency and the Ministry. Job descriptions and job titles were developed and approved by the Human Resource Management Office which led to Civil Service Steering Committee granting approval for the establishment of a Policy Unit in the MMMR.

The Ministry completed the Benchmarking report in 2017, detailing findings of the Sierra Leone Extractive Sector Benchmarking process—a national diagnostic tool to identify key priorities for the governance of the mining sector. As the country pursued programmes to improve the mining sector and plan for the future within the context of the twin crises—the fall in commodity prices and the recent Ebola outbreak—the report aimed at building consensus and laying foundations for inclusive policy processes. Furthermore, it was intended to identify and improve upon weaknesses in the mining sector to ensure that the country was well positioned to benefit when the sector rebounds.

With support from the UNDP, the Government was able to establish a Resource Centre in order to empower government and the public with research materials in the extractive sector. The center was completely furnished and equipped with supplies in 2017. The Government also developed its five-year Strategic Plan for the mining sector in 2017, to establish an effective governance regime and promote policies that will enhance multi-stakeholder coordination and participation; promotes transparency, accountability and human rights protection in the mineral sector. The Ministry undertook implementation of the Extractive Industry Technical Assistance project (EITAP) with support from the World Bank in order to build the current capacity of government to manage and regulate the extractive sector and strengthen institutions with the mining sector. Support was also provided to the National Mineral Agency through training opportunities and the procurement of a 315KVA transformer for the Geological Surveys Department. Other benefits acquired from the EITAP project are as follows:

- Needs assessment for the EPA
- Hired an independent Administrator for the EITAP report to determine compliance.
- Consultancy services for the preparation of Airborne Geological Survey
- Capacity building to the Environmental Protection Agency and the Petroleum Directorate.

### ***Challenges and recommendations***

- The total cash disbursed by MoFED is lower than approved allocation.
- The late disbursement of these resources have been a major challenges to the delivery of output in the sector.
- Inadequate technical and administrative staff
- Insufficient vehicles and motor cycles for efficient implementation of Ministry’s activities
- Insufficient and inadequate equipment (Computers, Photocopies, Printers).

## 4.2 Environmental sustainability

All development activities are dependent upon the environment and its underlying resources such as forests, water, air, soil, and minerals. Sierra Leone therefore needs a collective multi-stakeholder involvement in the protection and effective management of the environment hence a priority in the Agenda for Prosperity. The main policy objective of the Environmental Protection Agency (EPA) in Sierra Leone is to effectively protect and manage the environment and its natural resources to ensure that there is a quality environment that is adequate for human health and well-being of all in Sierra Leone. Against this background, EPA undertook several activities in 2017 that were geared towards achieving its stated policy objectives in the AfP.

Table 4.1 presents summary status of progress made by the Environment Sector from 2014 to 2017. The number of Environmental Impact Assessment (EIA) reviewed was 28 in 2017, exceeding the target of 20, by about 40 percent increase and increased the number of environmental desks established in key MDAs from 45 in 2015 to 63 in 2016. The number of newly established desks, however, dropped to 55 in 2017, not meeting the target of 60. The amount of persons in district councils trained on environmental issues almost remained the same since 2014. The staff in all 19 local councils were trained on key environmental issues in 2017 and were also supervised and monitored for environmental compliance.

The number of projects monitored by for EIA compliance recorded in 2017 was 160, exceeding the target of 140 by 7.1 percent. Sub-regional environmental programmes implemented have grown progressively since 2014 to 2016, the figure however dropped to 6 in 2017.

**Table 4.1: Status of key indicators of the sector**

Indicator	2014	2015	2016	2017	Status
				Target	
Number of reviewed Environmental Impact Assessment (EIAs)	20	35	40	20	28
Number of environmental desks in key MDAs	45	45	63	60	55
Number of district councils trained on environmental issues each year	19	19	17	19	19

Number of district councils supervised and monitored for environmental compliance	19	19	*	19	19
Number of projects monitored for EIA compliance each year	113	158	150	140	160
Number of sub-regional environmental programmes implemented	7	25	37	N/A	6

*Source:* Environmental Protection Agency

### ***Key policy measures, strategies and activities undertaken in 2017***

In 2014 and 2015, 45 environmental focal points were established by the Environmental Protection Agency in 20 ministries, 10 agencies, 13 local councils and 2 NGOs. Plans were underway to increase the total amount to 63 in 2016. Correspondence was sent to MDAs and Civil Society Organizations (CSOs) and follow-ups were made. Meetings were organized to discuss the key issues, mandates, policies, functions and roles related to the environment. In 2017, EPA targeted the creation of six additional focal desk officers, in order to bring the total to 61 focal desk officers. However, the Agency did not achieve this target and the number of focal desk officers remained at 55.

District Councils are key players in ensuring a healthy and sustainable environment. In 2014, all nineteen District Councils were trained in environmental issues which included collaboration in areas of monitoring and assessing the status of these Councils' environmental activities, training and capacity-building of Councils' environmental units, environmental sensitization activities, serving as a member of the Steering Committee of Council projects, and participating in the monthly district coordination meetings organized by the various councils. Monitoring and assessment activities were also undertaken in four Councils in the southern region to determine the status of the environmental activities of those Councils (Bo, Kenema City and Pujehun). In 2015, an assessment was conducted to ascertain the depth of integration of environmental issues in the District Councils operations. The assessment identified gaps and provided the basis for effective collaboration with Local Councils in their operations and to promote sound environmental management practices. In 2017, training on guidelines of Environmental Compliance and Environmental Impact Assessment for key sectors were organized for 19 environmental officers from various councils.

A survey report of District Councils and Council Municipalities across Sierra Leone was conducted to confirm the level of integration of environmental issues into council's plans, programs and budgets. The survey revealed that, one of the key reasons for little or no integration of environmental issues into council's plans and programmes was the lack of capacity at the council-level. To overcome this challenge, the Agency in 2017 continued to build the capacity of councils' environment and project development officers. In addition to implementing Environmental Management Systems (EMS) at the local government level. EMS are an effective and strategic tool for improving the local environment through tangible impacts and improvements to municipal activities. The Agency also engages local councils on important issues, such as deforestation.

Protecting Sierra Leone's forestry resources is a major concern for EPA. Previously, the Agency established four reforestation projects in Port Loko, Koinadugu, Bombali and Bonthe districts. As the rate of deforestation continues to rise, EPA is attempting to reverse the trend by maintaining the four aforementioned projects on reforestation and establishing three additional projects in Kenema, Kono and Kambia district. Similarly, three community reforestation projects were established in 3 Local Council areas: Kambia, Bo and Bombali districts. Integrating communities and the voices of women into environmental action ensures long-term sustainable change.

Gender and youth are critical considerations for promoting environmental protection in Sierra Leone. In 2016, women organizations were supported to implement smart agricultural programmes. This project was conducted in close collaboration with the Ministry of Agriculture, Forestry and Food Security's (MAFFS) technical teams in the districts. The groups were further guided to develop a proposal to seek additional funding. Five of these groups had access to the Global Environment Facility (GEF) Small Grant Programme. In 2017, 10 women groups were trained in Environmental Protection and Management. Each group was provided with environmentally sustainable alternative livelihoods options. Furthermore, 18 youth groups were trained on environmental protection and management, as well as proposal development so that they might access GEF funding.

Establishing standards is one way to mitigate the effects of water, air and noise pollution. In 2017, standards on the discharge of effluent into water bodies, ambient air quality-limits for common pollutants were developed, published and gazetted. This was done in collaboration with the Sierra Leone Standards Bureau (SLSB) who are solely responsible for the development of standards within the country. There were several correspondences and a Memorandum of Understanding signed by the two agencies (EPA & SLSB). Draft water and noise standards have yet to be validated, published and gazetted. Environmental Monitoring Guidelines and Regulations with standards for ambient air, water and noise quality were drafted and circulated among relevant MDAs, NGOs and CSOs.

Standards are also a key policy instrument for regulating the mining and manufacturing sectors. The standards for heavy metals were embedded in the Environmental and Social Regulations for the Mining Sector, 2012. The draft was circulated in collaboration with the National Minerals Agency and Ministry of Mines and Minerals Resource before it was passed in Parliament. The Hazardous Chemicals and Pesticides Control and Management Act and the Toxic and Hazardous Substances Regulations were also drafted. However, this Act and these Regulations were yet to be passed by Parliament. Several attempts were made for these documents to be passed with no success. The National Environmental Quality Monitoring Committees on Air, Water and Noise were formed and lunched in 2016. In 2017, the Agency hired the services of a consultant to undertake a desk review and field data collection for waste water pollution. This research analysis was presented in a draft report. The field data

was taken from six pilot companies: Kings Production (SL) Limited, Kadco (SL) Limited, Sierra Leone Brewery Limited, Sierra Leone Bottling Company Limited, Victory Enterprise and Rainbow Paints and Chemicals (SL) Limited.

Updating the EPA Act and other legislative documents will enhance the legal capacity of the Agency. The draft amendment to the EPA Act of 2008, as amended in 2010, was submitted to the Office of the Attorney General and the Minister of Justice for review after internal validation in 2017. The Agency reviewed and updated its five- year strategic plan to cover the period of 2018 to 2023. Policies on electronic waste and noise were also drafted and validated in 2017 and submitted to the office of the Attorney General and the Minister of Justice for review. Several regulations were also drafted and/or submitted to the Office of the Attorney General and the Minister of Justice in 2017. They are as follows:

- Environmental Regulations on the Agricultural Sector
- Environmental Regulations on Manufacturing Sector
- Environmental Impact Assessment Regulations for Communication Towers
- Environmental Impact Assessment Regulations for Sand Mining
- Environmental Impact Assessments for the Tourism Sector

Several significant studies were conducted by the Agency and other international and national experts. These are as follows:

- National Implementation Plan on the Management of Invasive Alien Marine Species in the Abidjan Convention Area
- Climate Vulnerability Assessment for Coastal Communities
- Economic Loss and Damage Assessment for the 2016 & 2017 Flood Incidents
- National Land Use / Land Cover Map Developed
- Household Disaster Mapping Survey
- Mapping of Ecologically Sensitive & Protected Areas

It is also important to mention the following challenges the Agency faced in 2017. These issues will require concerted efforts to address them in 2018 and beyond:

- Limited laboratory field test equipment and the absence of a mobile environmental laboratory to support rapid response on reported pollution issues from the public.
- Limited policies and regulations for the effective management of chemicals, pollution and hazardous substances.
- Non-timely payment of licensing and monitoring fees.
- Disregard for the rule of law by MDAs to ensure compliance for sound environmental management practices.
- Reluctance to comply with the EPA Act of 2008 as amended in 2010 (Government-funded projects).
- Locating companies in remote areas due to incorrect addresses.



- Illegal construction of structures on environmentally sensitive areas.
- Connivance of local authorities with companies to flout compliance with environmental laws.
- Delay in the prosecution of environmental violations.
- Poor cooperation from some Ministries Departments and Agencies (MDAs) whose sectors are related to environmental protection and climate change, which slows down the progress of the Agency in achieving its planned targets.
- Lack of national environmental protection and climate change resources to support the implementation of climate change initiatives in MDAs and local councils.
- Lack of climate change enforcement regulation.
- The absence of legislation which can be used to prosecute infringements or non-compliance makes enforcement difficult.
- Lack of sharing data and metadata between MDAs and external organisations.
- Poor data quality and security.
- Interference by local authorities in the enforcement of environmental laws.
- Analytical integrity of results from third party service providers.
- Small scale miners masquerading as artisanal miners.
- Limited understanding by some MDAs of their environmental responsibilities in their planning and activities.
- Conflicts and overlaps of mandates among MDAs.
- Judges have limited knowledge of environmental law.
- Delays in reviewing draft polices and legislations by the Office of the Attorney General and the Minister of Justice.
- Limited understanding of the mandate of the EPA-SL by MDAs and the public.
- Low capacity of national chemicals management practitioners, and
- Limited civil society capacity to enable participation on chemicals management issues.

In a bid to improve on the implementation and achievement of the targets for the performance indicators, the Agency has the following recommendations:

- MDAs need to comply with the environmental laws and recognize their responsibilities to implement international environmental benchmarks.
- MDAs should work in partnership with the Agency to develop and mainstream environmental safeguards into their sector policies, plans and programs.
- The Agency should further engage government on the need to ensure compliance by government funded projects to undertake environmental impact assessments.
- The Agency should develop sector-specific EIA fee regulations and ensure their enactment.
- The Agency should develop more legislations and regulations to handle environmental violators and defaulters.
- Punitive measures should be put in place for connivance by local authorities.

- The Ministry of Justice in collaboration with the Agency should expedite the establishment of an environmental court.
- National funds provided by central government for the implementation of environmental and climate change initiatives by MDAs and local councils.
- There is need to upscale the Climate Change Policy into a Climate Change Act.
- Improvement on data sharing and shared metadata among MDAs.
- Discourage interference in the enforcement of environmental laws through a policy statement indicating that such interference shall be reported to the Ant-Corruption Commission.
- Enact drafted regulations on chemicals, pollution standards and hazardous substances.
- Improve on collaboration and information sharing and cooperation between the Agency, MDAs and Local Councils.
- More training opportunities for the Agency on emerging management issues.

### **4.3 Sustainable use and management of water resources**

The unique topography and meteorological features of Sierra Leone mean that it is rich in water resources. The country boasts of over 29,000 km<sup>3</sup> of renewable water resources per capita, which is six times the average for countries in Africa. The vastness of this essential natural resource in Sierra Leone is estimated to be around 160 km<sup>3</sup> of total mean annual runoff from the nine river basins. Rain water also accounts for a sizable proportion of water resources, and is often available in the rainy season between late May and late October, with peak periods from June to August. Annual rainfall in Sierra Leone ranges from 1,800 mm to 5,000 mm. Opposed to this backdrop, Government's main aim is to effectively manage the country's water resources, in order to significantly contribute to the reduction of poverty through increased access to potable water for domestic, commercial, industrial and other uses. The objectives of the water sector, as articulated in the AfP and the National Water and Sanitation Policy 2010 and in line with the Goal 6 of the United Nations Sustainable Development Goals are as follows:

- Increase national access to water from 51.8 percent to 100 percent.
- Improve water and related service delivery.
- Enhance the management of water resources in a sustainable manner through:
  - the creation of an agency that manages all water resources
  - ensure the equitable distribution of water resources across competing usages

In an effort to monitor and enhance implementation of activities outlined in the AfP under the water sector, a Water, Sanitation and Hygiene (WASH) Survey was conducted in 2016/2017. The survey was organised in over 10,562 households, as well as in health facilities and schools in all districts. Sanitation service providers and retailers were engaged to better understand the factors affecting the sanitation sector. A Water Point Mapping Survey, aimed

at updating the water mapping data of the country, was completed alongside the larger survey. The main findings of the survey are summarised below:

### **Access to Basic Water Facilities**

It was reported that over 50 percent (of the total sample of households) have access to an improved water source and about 42 percent collect water from a water source within a 30-minute walk from their home. About 50 percent of households reported to have access to water for at least 12 hours a day; but improved water sources were unavailable, as piped water is more difficult to access than unimproved water sources. Water quality was a serious concern expressed by respondents. One-third of household's experience seasonality in water supply, whereby water is scarce over the months of February, March, April and May. Three-quarters of the schools surveyed have access to basic water, whilst this was true for two-thirds of the surveyed health facilities.

### **Access to Basic Sanitation**

It was reported that more than 40 percent of the surveyed households use improved sanitation facilities and about 15 percent have no access to any sanitation facility. Only about 20 percent use improved sanitation facility that is not shared with other households. About 17 percent of surveyed households were found in communities declared open defecation free (ODF) and about 80 percent of these believe this continues to be the case. In the surveyed schools, 40 percent had basic sanitation, while in health care facilities over 90 percent had improved sanitation on site.

### **Access to Hygiene Facilities**

Only about 16 percent of households surveyed in the 2016/2017 WASH Survey had hand washing facilities with both soap and water, whilst 65 percent of households had none. In schools, over 50 percent of those surveyed had hand washing facility and only 30 percent had both soap and water. In healthcare facilities, over 97 percent of those visited had hand washing facilities. There are few facilities for menstrual hygiene management, as only 8 percent of schools surveyed had these in place, compared to 40 percent of health care facilities.

### **Key policy measure, strategies and activities undertaken in 2017**

#### **Emergency Wash Response to the Landslide**

Due to the landslide disaster that occurred in August 2017, the Ministry of Water Resources (MoWR) coordinated and implemented the WASH response, which involved the provision of millions of litres in trucked water, the construction of rainwater harvesting systems for thousands of households in the affected communities, the provisions of sanitary and hygiene

kits, water quality testing and monitoring, and solid waste management. The overall response can be considered a success due to the prevention of a water-borne disease outbreak and the ability of citizens, especially women and children, to access safe water and sanitation facilities.

### ***Annual WASH Conference***

Through the Annual WASH Conference, MoWR was able to bring together all WASH Partners to appraise activities in the sector, while providing detailed evaluations and insights into the development of policies and the delivery of WASH services across the country. Additionally, the Conference assesses the progress and shortcomings in-line with the thematic areas that were agreed upon in the preceding Conference and charts the way forward for the coming years. Through this Conference, much valuable information was collected and shared amongst partners. This knowledge is intended to feed into the policy and implementation review.

### ***Hand Pump Preventive Maintenance Strategy***

Due to the high number of non-functional water points across the country, the Government, in collaboration with the InterAide Organisation, undertook the Hand Pump Preventive Maintenance Strategy in Tonkolili and Bombali districts. This led to an increase in the functionality rate of hand pumps in the two aforementioned districts. The Ministry later decided to roll the programme over to all other districts in the country. An orientation workshop was organised to target District Council Chairmen and administrators, district WASH engineers and NGOs. The training was organised for over 110 hand pump technicians across all the districts to repair damaged and faulty hand pumps.

### ***Ground Water Mapping and Hydrogeology Atlas***

There is significant pressure upon surface water availability because of competing needs across the country and the persistent pollution of limited surface water. This situation requires an in-depth understanding and appreciation of the country's ground water potential. In this regard, the Government, through the Sierra Leone Water Company (SALWACO), requested the technical assistance of Hydro Nova to prepare a digital groundwater map for the entire country. This map provides essential baseline hydrogeologic information. After the completion of the technical examination and evaluation of the gathered information, a report was prepared. This report included the main elements of the hydrogeology of Sierra Leone and described the mapping products, while also providing guidance on sustainable groundwater use.

### ***Capacity Building Efforts***

With a constrained set of resources from the central government to meet the competing demands, the leadership of MoWR engaged its local and external partners to seek additional support to undertake capacity strengthening of the Ministry. Over the period, a number of staff benefited from these capacity building efforts. Below is a summary of some of the trainings attended by staff of the Ministry:

- Five MoWR staff were trained in Water Resources Management at Ghana's Water Resources Management Commission (September 2017);
- Two staff of the Ministry attended a sub-regional training workshop on Enhancing Skills of Water Professionals in the Assessment, Monitoring and Management of Water Quality in Agenda 2030 SDGs (3rd to 4th October 2017, Ghana);
- Two staff attended a regional workshop for the Validation of IWRM Indicators of ECOWAS regional water observatory (25th – 27th October 2017, Lomé, Togo);
- One staff attended GEMS/UN Water Monitoring programme and network design for surface water bodies in Kenya, December 2017
- One staff attended Water Quality Management and Salinity Control, Egypt, February 2018.

### ***Challenges and Recommendations***

There were several challenges in the execution of the Ministry's key mandate and strategic objectives since its establishment in 2013. Below is a summary of the key challenges faced:

- Limited office space that is not ideal as a working environment for the growing number of staff members in the Ministry.
- The lack of harmonisation of policy with sector legislations rendered.
- The late disbursement of funds from MoFED resulting in the non-achievement of significant portions of the Ministry's key deliverables for the period under review.
- Sector coordination in terms of the implementation of activities, especially with NGOs, was problematic during the period due to limited resources on the part of the Ministry to effectively monitor NGO activities across the country.
- Deforestation, especially in the Western Area, resulted in catchment areas drying up and leading to a shortage of water supply in the capital city.
- Low tariff rates in the sector has particularly been a demotivating factor for private sector participation in terms of capital injection and even the utility companies' ability to meet their operating and maintenance expenses and invest in sustainable capital expenditures. Additionally, the seemingly snail-pace participation of the private sector is due to GoSL (MoFED) unwillingness to issue a Sovereign Guarantee to overseas private companies wanting to invest in the sector on a PPP arrangement.
- Significant variation in the ratio of population growth compared to investment in water has resulted in an inadequate supply of water to meet people's needs. In essence, the demand for water is far greater than the supply of water.

- As a relatively new Ministry, there are many capacity gaps, in terms of human resources, logistics and technical capacities. Significant strides were made in this regard, however logistical and technical capacities remain a challenge.

### ***Lessons Learned***

Some of the lessons learned so far are:

- Capital injection into the sector is highly needed.
- Sector coordination with Development Partners is lacking in terms of the alignment of activities with the Ministry of Water Resources.
- Environmental protection of catchment areas through collaboration with relevant MDAs, Non-State Actors and Parliament was overlooked.
- There were no policies to regulate and standardise activities and output in the water sector (i.e. Urban Water & Sanitation Policy, update of the National Water & Sanitation Policy).

### ***Recommendations***

- Improve sector coordination with Development Partners and ensure alignment of activities with the Ministry of Water Resources.
- Further enhance the platform for coordination and interaction with key MDAs, CSOs, Local Councils and other authorities to ensure alignment of activities.
- Enhanced private sector participation, in order to encourage capital injection into the sector, especially in Freetown, where market potential exists and the funding requirement for expansion and rehabilitation is very high.
- Further deepen our relationship with our traditional Development Partners, whilst expanding to new ones as the traditional donors begin to experience fatigue.
- Continue to increase access to safe water supply across the country through enhanced resource mobilisation from grants, direct GoSL funding and private sector financing on a PPP basis, such as Build-Operate-Transfer (BOT).
- Secure resources for the establishment and operationalisation of the new Water Resource Management Agency.
- Develop more relevant policies to regulate and standardise activities and output in the water sector (i.e. Urban Water & Sanitation Policy, update of the National Water & Sanitation Policy).
- Construction of a new dam for Freetown and surrounding communities from the Rokel River (i.e. the actualisation of the Rokel Water Supply Project).
- Revise and update the 2015 Standards and Technical Guidelines for WASH in public institutions to enhance the achievement of desired health outcomes.

## **4.4 Land Resource Management**

The Government recognized the strategic importance of land resource in creating economic growth and prosperity and its potential for creating conflict and inequalities within a nation. It therefore endeavoured to prioritize the sustainable management and optimal use of the country's environment and natural resources, which included effective land management, in its drive to attaining a green middle-income status by 2035. Against this background, the ministry of lands, Country Planning and the Environment in 2017, implemented programme and activities geared towards ensuring effective land management in the country.

**Table 4.2: Key Indicators of the sector**

Indicators	Baseline	2014	2015	2016	2017	
					Target	Status
Strengthened legal framework for effective land management and administration	No National Land Policy (NLP)	Draft NLP developed	Cabinet approval secured	Implementation Plan developed	Comprehensive National Land Policy developed	Comprehensive National Land Policy developed
New Town & Country Planning Act (TCPA) enacted	TCPA (1946) outdated	TCPA reviewed	Amendments proposed reviewed by Law Reform Commission	-	New TCPA enacted	Proposed amendments at the Law Officers Dept. for drafting
Improved spatial and regional integration	No National Spatial Development Framework (NSDF) to support regional planning and integration	Research study conducted	Draft NSDF developed	-	NSDF developed and approved	Draft NSDF developed
Enhanced work flow process	No database system	Needs assessment conducted	Solution for Open Land Administration (SOLA) designed & customized	SOLA Registry & Network developed & installed	Integrated web-based GIS Management System and Spatial Database System developed	SOLA Registry tested & deployed
Living conditions of communities	No National Action Plan (NAP) to	Consultancy for research	Draft NAP developed	Draft NAP validated	NAP aligned with the 10-year UNCCD	NAP developed and validated

Indicators	Baseline	2014	2015	2016	2017	
					Target	Status
affected by land degradation improved	combat land degradation	study awarded, & stakeholder consultation awarded			framework	

*Source:* Ministry of Lands Country Planning and the Environment

### ***Key Policy Measures, Strategies and Activities undertaken in 2017***

In an effort to implement programmes and projects in the Agenda for Prosperity (AfP), the Ministry of Lands, Country Planning and the Environment (MLCPE) with support from UNDP, FAO and other donors, was actively engaged, since 2013, in nationwide consultation processes to develop of a comprehensive National Land Policy (NLP). The NLP was approved by Cabinet in 2015 and launched by His Excellency in March 2017. The Government provided support to the preparation of an Implementation Framework, an Implementation Plan, and a Financial Plan to enhance the successful implementation of the Policy. These documents were validated nationally in October 2016 with participation from CSOs, land users, land owners, MDAs, private sector, academia, farmers association, youth groups, traditional leaders, local authorities and women associations.

The Government undertook intensive implementation of Voluntary Guidelines for the Responsible Governance of Tenure (VGGT) for Land, Fisheries and Forestry within the context of food security to enhance land tenure governance and land service delivery in the country. To enhance the implementation of the Policy, MLCPE established the institutional framework, which comprised of the National Land Steering Committee (NLSC), the Project Reform Unit (PRU) and gender-sensitive Regional Land Oversight Committees (RLOCs) in the respective regions.

The Ministry in collaboration with FAO and Alliance for Large Scale Land Acquisition (ALLAT) conducted trainings for Parliamentarians on the Land Policy and VGGT implementation in Sierra Leone. In collaboration with the Ministry of Local Government, Green Scenery and ALLAT, the Ministry conducted the following training and sensitisation programmes:

- Training for journalists on the National Land Policy and land tenure governance in Bo;
- Conference for land users and owners in Freetown; and
- Awareness raising workshops with traditional leaders and local authorities on the NLP and VGGT in Bo, Port Loko, Pujehun, Kambia and Makeni.



Furthermore, the Government conducted a two-day “National Land Governance” conference in Freetown in July 2017. This was the first National Land Governance conference organised by Government in collaboration with the World Bank, UNDP, FAO and other donor partners. The conference brought together all stakeholders to advance their understanding of the complex and dynamic political, economic, environmental and social linkages between good land tenure governance, food security and poverty alleviation.

The Government, with support from FAO, developed a software called Solution to Open Land Administration (SOLA) software for processing survey cadastre plans. SOLA was designed to support tenure security by establishing an effective cadastre system, also referred to as a comprehensive land information system. This software allows for the automation of the land management and administration workflow processes at the Ministry. The other output was an operational implementation of a customised SOLA Registry that digitally recorded all survey plans received by the MLCPE Charting section, along with monitoring each new survey plan until approval by the Director of Surveys. The system generated a schedule of monthly approved survey plans for onward transmission to the Office of the Administrator and Registrar General (OARG) through a VPN link.

Several training workshops were conducted for staff of the Ministry and OARG to improve on the level of understanding and the functionalities of the SOLA software. The work plan for piloting the use of SOLA was aligned to use the results of the Technical Cooperation Partnership study for refining the piloting activities planned for completing the VGGT-II programme.

The Ministry established the Legal Reform Technical Working Group (LRTWG) which comprised of MDAs, CSOs, academia and development partners with the aim of developing a draft of the following bills by 2019:

- Customary Land Right bill
- Land Title Registration bill
- Land Commission bill
- Commercial Use of Land bill

In the area of environmental management and protection, the Government through the MLCPE in 2014 developed a “National Action Programme 2014-2018” to combat desertification and mitigate the effects of drought and/or desertification, through effective action at all levels. In line with the National Action Plan for the country, MLCPE identified nationwide a total of six clusters of land degradation hotspots. Four of those clusters were located in the northern region, one in the Southern and another in the eastern. Furthermore, eight land degradation neutrality targets were set.

### ***Challenges and recommendations***

- *Funding:* The lack of funding is a major challenge affecting service delivery in the Ministry. Presently, the Ministry is grossly under-resourced to implement projects, programmes and activities. Annual budgetary allocations from the Government are inadequate and often not disbursed on time.
- *Weak Alignment of Funding with Policy Objectives:* A variety of development partners provided funding with specific policy objectives that were not necessarily aligned with the policy objectives of the AfP for Land Resource Management.
- *Poor Coordination:* It was very difficult to acquire all the necessary funding from one single development partner and also a challenge to coordinate several donor with different project objectives.
- *Weak Technical Capacity:* The Ministry does not have the required technical capacity to implement programmes and activities. This could be attributed to the lack of competent professional staff, as well as the lack of automated systems. Technical expertise is primarily acquired through consultancies funded by donor support. Strengthening technical capacity at all levels within the Ministry is therefore critical for effective implementation of project activities.

### ***Lessons learned***

- Regarding land management, it is important to work with local authorities, traditional leaders and the Local Councils in different localities to promote the participation of communities in the management and administration of land resources.

### ***Recommendations***

- Adequate financial resources should be provided to enable the Ministry implement programmes and project activities in the AfP.
- A financing plan should be developed to support the implementation of the AfP.
- A monitoring and evaluation plan with clear targets and indicators, which are sector specific should be developed to ensure effective monitoring of the AfP.
- Partnership and collaboration with relevant stakeholders, MDAs, development partners, civil society, local authorities, traditional leaders and private sector should be enhanced.
- Strengthen engagement with development partners to encourage the accomplishment of Government priorities.

## **Chapter Five: Pillar Three Accelerating Human Development**

Addressing the challenges of human capital development has been a central aim of the Government since the launch of the AfP in 2013, noting that that empowering people through education, improved healthcare, water and sanitation, and ensuring efficient population management is a prerequisite for sustainable development. Against this background, the Government in 2017 paid great attention to improving access to quality education, providing extensive health services, managing HIV/AIDS infection, providing safe water and improved sanitation, mainstreaming gender issues, and implementing integrated national population policy.

### **5.1 Improving access to quality education**

#### ***School Enrolment***

Since 2013 the overall enrolment at school level increased significantly from pre-primary to senior secondary school. Primary enrolment for male and female grew by 5 and 5.6 percent, recording a total of 736,275 in 2017 compared to 702,178 in 2016; and 750,664 in 2017 compared to 710,346 in 2016 respectively. Pre-primary enrolment however saw a slight decrease in 2017 for both male and female, at 38,103 from 38,162 in 2016 for male and at 42,016 compared to 42,761 in 2016 for female. Junior secondary enrolment for male also saw a decrease to 156,394 in 2017 compared to 161,961 in 2016. Junior secondary enrolment for female however grew slightly from 154,438 in 2016 to 156,525 in 2017. Senior secondary enrolment for male and female increased from 91,675 in 2016 to 94,187 in 2017 for male and from 79,749 in 2016 to 85,034 in 2017. The proportion of disabled children enrolled in primary education increased from 25 percent in 2016 to 26.6 percent in 2017. Primary level

gross completion rate/proxy completion rate saw a slight decrease from 77 percent to 64.7 percent.

*Table 5.1: Status of key indicators in the sector*

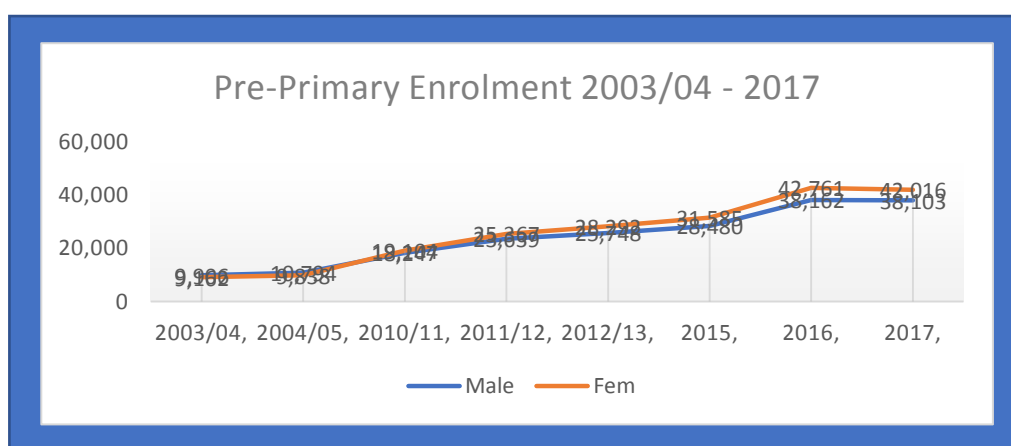
<b>Indicator</b>	<b>Baseline 2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
Pre-primary enrolment: male	25,748	Ebola outbreak; all schools closed	28,480	38,162	38,103
Pre-primary enrolment: female	28,292	Ebola outbreak; all schools closed	31,585	42,761	42,016
Primary enrolment: male	684,303	Ebola outbreak; all schools closed	665,103	702,178	736,275
Primary enrolment: female	650,605	Ebola outbreak; all schools closed	673,107	710,346	750,664
Junior secondary enrolment: male	143,132	Ebola outbreak; all schools closed	146,661	161,961	156,394
Junior secondary enrolment: female	133,461	Ebola outbreak; all schools closed	139,796	154,438	156,525
Senior secondary enrolment: male	78,812	Ebola outbreak; all schools closed	86,769	91,675	94,187
Senior secondary enrolment: female	60,835	Ebola outbreak; all schools closed	69,751	79,749	85,034
Percentage of gross enrolment rate for primary school	124.4% (primary)	Ebola outbreak; all schools closed	125% (primary)	124%	119%
Percentage of gross enrolment rate for junior schools	67.2% (JSS)	Ebola outbreak; all schools closed	61% (JSS)	67.2% (JSS)	55.9% (JSS)
Percentage of children enrolled at the primary level with disability	0.48%	Ebola outbreak; all schools closed	1.53%	2.5%	26.6%
Primary level gross completion rate / proxy completion rate	71%	Ebola outbreak; all schools closed	66%	77%	64.7%
Primary school pupils to classroom ratio	49.5:1	Ebola outbreak; all schools closed	46:1	51:1	
Percentage of schools with potable drinking water (pipe or borehole)	40%	Ebola outbreak; all schools closed	40%	55%	
Percentage of primary schools with working/ useable toilets	65%	Ebola outbreak; all schools closed	58%	63%	
Gross enrolment rate for JSS	67%	Ebola	61%	67%	

Indicator	Baseline 2013	2014	2015	2016	2017
		outbreak; all schools closed			
Gross completion rate for JSS	67%	Ebola outbreak; all schools closed	51%	64%	
JSS student: classroom ratio	39:1	Ebola outbreak; all schools closed	49:1	42:1	
Gross enrolment rate for SSS	35%	Ebola outbreak; all schools closed	28%	30%	36%
Gross completion rate for SSS	37%	Ebola outbreak; all schools closed	20%	28%	
SSS student's classroom ratio		Ebola outbreak; all schools closed	43:1	-	
Percentage of qualified primary school teachers (TEC or above)	67%	Ebola outbreak; all schools closed	63%	60%	
Total number of children benefiting from school feeding	*	*	*	*	807,061

Source: Ministry of Education Science and Technology

### Pre-primary Enrolment

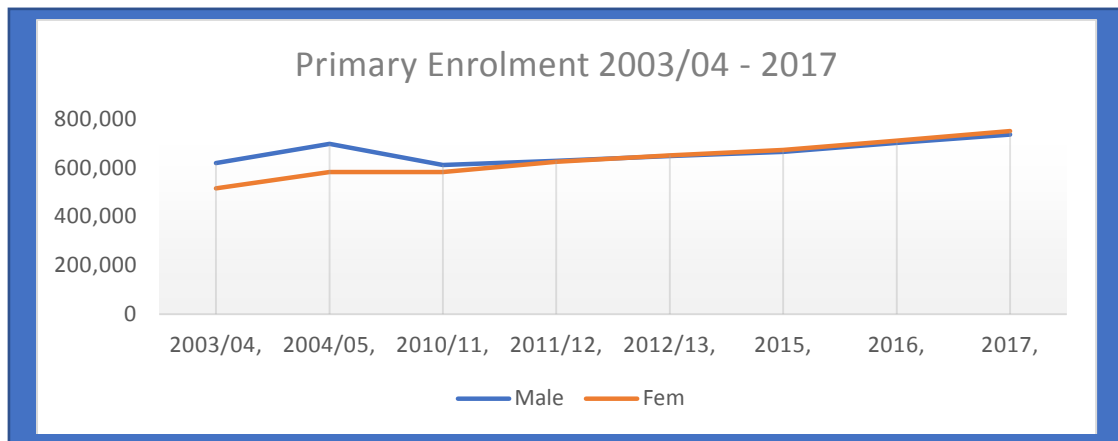
A key reason for the annual increase in pre-primary enrolment between 2013 and 2016 is the construction of classrooms and accessibility. The slight decrease noted between 2016 and 2017 may have been caused by enrolment in learning centres not captured. In fact, it is worth noting that between 2013 and 2016 the rate of increase in enrolment was greater for pre-primary than for primary. Considering the slight decrease recorded in 2017 that was due to collection error as well as the large mismatch between pre-primary school/classroom. With the provision of more classrooms together with increase in the population of 3 to 5 years, there was reason to suppose that pre-primary enrolment would continue to increase and will do so at an increased rate.



*Figure 5.1: Pre-primary enrolment from 2003 to 2017*

### **Primary Enrolment**

The rate of increase in primary enrolment was slightly sharper since 2015 largely owing to more ‘out-of-school’ children going to school and the effort by Paramount Chiefs to get parents to send their children to school had positive results. Classroom provisions at the primary level were better than at the pre-primary level. The Primary Gross Enrolment Rate of 119 percent indicated that the total number of places available exceeded the number of children of the official primary age (6 to 11 years) in the population. The indications are that even though enrolment is likely to continue to increase due to the currently out-of-school children that will be entering the system with the introduction of ‘free’ primary education, the rate of increase is not expected to be as sharp for the pre-primary level assuming that the necessary provisions are made for pre-primary level of schooling.



*Figure 5.2: Primary enrolment from 2003 to 2017*

### **Junior Secondary Enrolment**

Enrolment at the junior secondary level increased annually until 2017 when a drop in the enrolment of boys was reported. The drop in the enrolment of boys was unexpected and the reason currently unknown. With the enrolment of boys dropping below that of girls, the Gender Parity Index (GPI) was slightly above 1, which meant that between 2016 and 2017, the enrolment of girls at JSS level increased whilst that of boys decreased. Given the fact that enrolment and completion at the primary level continued to increase as the number of schools at JSS level, the decrease in enrolment between 2016 and 2017 was suggested to have been caused by the different time periods during which the data collection was conducted for both 2016 and 2017. Therefore some JSS3 students may not have been captured.

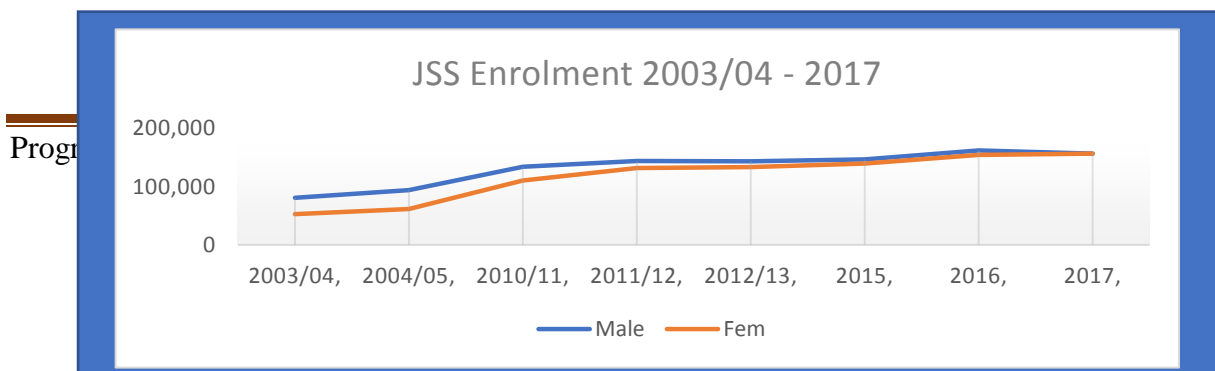


Figure 5.3: JSS enrolment from 2003 to 2017

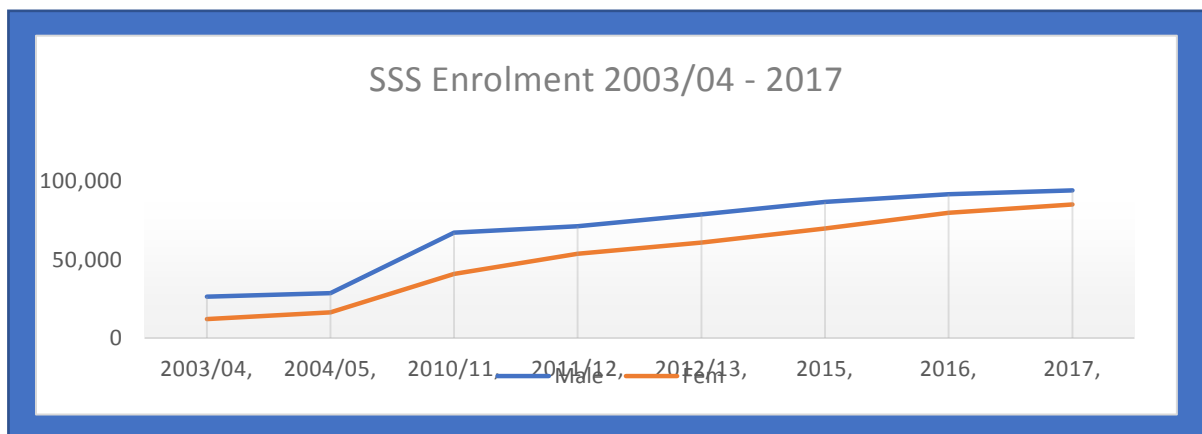
**Senior Secondary Enrolment**

SSS enrolment increased steadily since 2013 and is expected to continue as the number of years of senior secondary schooling is expected to decrease from four (4) to three (3). It can be seen from the figure that the rate of increase slowed down slightly between 2016 and 2017 but this was probably a result of differences in the time of data collection. Interestingly, the difference in the enrolment between boys and girls decreased steadily over the years. For example, whilst the girls to boy’s ratio in the 2011 school year was 0.6 in 2017 it was 0.9. (Please note that this is not the same as the GPI). If the trend continues there could be as many girls as boys at SSS within the next 7 years.

The requirements for BECE passes designed for transition to the SSS level had some impact on enrolment at the SSS level but it is worth noting that the number of passes increased steadily over the years. It was the number of SSSs available locally and the cost that appeared to be have had a greater negative effect on enrolment at that level.

With a Gross Enrolment Rate of 36 percent, increasing BECE pass rates and increasing number of SSSs being established, enrolment at the SSS level should keep increasing as long as the cost does not become too exorbitant. Notwithstanding, it should be noted that the loss of one year of SS schooling may result in fewer students.

It is expected that the rate of increase in enrolment would continue to be higher at the SSS and pre-primary levels than at the primary level. The rate of increase of JSS enrolment was also expected surpass that of the primary level. Both the pre and post primary levels had more room for increase in enrolment than the primary. For the basic education level i.e. pre-primary to junior secondary, the challenge was getting the ‘out-of-school’ children into school, the cost and other resources necessary for schooling.



*Figure 5.4: Senior enrolment from 2003 to 2017*

### ***Gross Completion Rate/Proxy Completion Rate (GCR/PC)***

The gross completion rate also known as the proxy completion rate was highest for the primary and lowest for the senior secondary level as it was expected that given the relative enrolments in the final grade of each level. The GCR for the primary level was in excess of 60 percent for many years but the difference in enrolment between Grade/Class 1 and Grade/Class 6 suggested that the GCR could be significantly increased simply by getting more primary school pupils to stay and get to Grade/Class 6. The decrease in the GCR at primary level from 77 percent in 2016 to 62.1 percent in 2017 showed that there was much room for improvement.

### ***Key policy measures and strategies undertaken in 2017***

A range of strategies and measures were undertaken to deliver planned outputs and outcome in the education sector. These include the following:

There was increased community mobilization and engagement of parents to send their children to school, especially in light of the protracted school lockdown at the onset of Ebola.

- The government offered education grants and subsidies to ease burden on parents, especially the vulnerable in financing school and encouraging them to take kids back to school after Ebola.
- Efforts were pursued to support more than 319,010 pupils from low-income food insecure families with cost efficient programmes over the next five years with a view to addressing inequality in accessing and complementing primary education.
- Strengthening performance-based financing to increase value for money in the education sector was strongly pursued by Government, a venture aimed, among other things, at reducing or removing charges to parents in the Local Councils with the lowest education outcomes and the highest poverty levels. A total of 941 primary schools, in the districts of Kambia, Kenema, Pujehun and Tonkolili received US\$ 366,678 in 2016 to meet school needs such as renovation or construction new classrooms.
- To tackle the problem of slow growth of the pre-primary school sub-sector, resulting in low provision of pre-school education, cost-effective community-based pre-school models were developed and piloted, to target the most marginalised communities. This was supported through the Revitalization of Education in Sierra Leone (REDiSL) project funded by the Global Partnership in Education with fund managed by the World Bank.



The REDiSL project is currently financing the construction of new classrooms in the districts of Kenema, Pujehun, Kambia and Tonkolili, targeting to complete 50 classrooms by August 2017 in support of pre-school development.

### ***Challenges and recommendations***

The major challenge faced by the education sector in Sierra Leone is insufficient funding as exemplified by a low budgetary allocation that made it difficult to deliver on the targeted activities to meet growth in enrolment and improvement in quality. To date, national budgetary allocation to the sector accounts for approximately 20 percent of the recurrent national budget and is projected to decrease in percentage terms from around 2020. Another related challenge is the accessibility/availability of allocated funding in a timely manner. An increase in the funding made available for education in a timely manner will allow complete or part resolution of the following challenges:

- Meeting needs caused by the rapidly expanding growth in enrolment at the pre-primary, post-primary and tertiary education levels
- Inequity in the geographical distribution of competent and qualified teaching staff
- Inequity in geographical distribution of schools of quality based on status of buildings/classrooms, qualification and competence of teachers and performance in WAEC conducted examinations
- Inadequacy of female teachers and lectures / instructors in the system
- Corruption in the system
- Getting all out of school children back into the system
- Getting the output and quality of output of the teacher training institutions to meet the needs of the system
- Getting MEST to more effectively fulfil its mandate
- Getting the technical and vocational needs of the nation met
- Insufficient trained and appropriately qualified teachers on the payroll to meet the needs of GoSL schools and GoSL-assisted schools
- Mushrooming educational institutions operating without prior clearance from MEST to be established and/or to commence operations
- Approved schools seeking financial support from the GoSL that cannot be accommodated.
- The late remittance of subsidies and subventions to education institutions
- An estimated 200 unfilled positions at MEST HQ and the districts resulting in reduced impact and effectiveness of MEST and an inability to fulfil its mandate completely
- Human resource capacity issues / Adequacy of staffing and conditions of service not only for MEST but also its commissions and associated bodies
- Inadequate supply of needed / essential teaching and learning materials in all GoSL and GoSL-assisted educational institutions

- Tertiary Education and Technical Vocational Education not properly tailored to meet the growing demands of the Sierra Leone economy thus compounding the problem of unemployment
- Many NGO activities unlinked to mainstream educational support structures
- Inadequate community participation and ownership of some education interventions of NGOs
- Inequity in geographical distribution of interventions by NGOs
- Excessive organisational bottle necks by donor partners who intend providing support to the education sector leading to the delay in implementation of pegged donor support activities
- Provision of adequate security for project and MEST resources in general
- Operationalising institutions, bodies, etc. in a timely manner
- Access to required information and assets in a timely manner
- Sufficiency of space for work and records
- Delays in review and revision, as necessary, of mandates, policies, guidelines, curricula, syllabi, etc.
- Need to increase and make timely payment of WAEC fees
- Making timely payment of invigilators, supervisors and examiners
- Payment of backlog government contribution to WAEC Head Quarter in Accra
- Meeting the equipment and technology needs of all arms of the Ministry
- Getting educational institutions and staff to submit correct required bank account information

***Recommendations to overcome challenges include the following:***

- Undertake school mapping exercise to identify regions, districts and chiefdoms with specific needs across the various school levels.
- Ensure timely disbursement of school subsidies and explore other avenues of financing education.
- Increase support for marginalized children. Scale-up capacity to identify them and ensure effective resource targeting to reach them.
- Increase support to out of school children, ensuring that non-formal schools are strengthened to increase coverage of children out of formal school systems with a view to absorbing them into formal institutions in later dates.
- Explore new financing options for tertiary institutions, paying attention to support research and development; strengthening university-employer relations is critical in this regard.

## **5.2 Improving access to and quality of basic health**

The impact of the Ebola epidemic exposed the challenges of the health sector. After the epidemic was brought under control in 2015, the Government ensured that a basic plan and

framework for the recovery of the health sector was quickly put together and this was complemented by multi-sectoral efforts led by the Office of the President to ensure that there was a comprehensive recovery plan that emphasised improving the health sector. Considering the impact of the outbreak on the health sector, especially on vulnerable women and children, the main focus of Government was to meet citizens' demand for services and put measures in place that would enhance quality service delivery by i) investing in infrastructure and systems to improve the quality of care; and ii) introducing quality assurance and quality improvement interventions to deliver better healthcare services.

### ***Key policy measures, strategies and activities undertaken in 2017***

Following the end of the Ebola virus disease (EVD) outbreak in 2015, the Ministry of Health and Sanitation (MoHS) successfully restored the provision of both preventive and curative services in all public health facilities across the country. Free health care services were expanded to include EVD survivors and, by the end of 2017, victims of the August 2017 mudslide disaster. There was a recorded increase in the uptake of essential health services at all level and the coverage of postpartum care within 48 hours was recorded at 90 percent for women and 85 percent for neonates. The number of family planning visits rose significantly and there was a massive reduction in the malaria parasite prevalence rate among children aged 6-9 years between 2015 and 2017. This could be attributed to the vigorous preventive efforts against malaria in the form of increased coverage of insecticides and treated bed nets among pregnant women and children under-five from 31.6 percent to 35 percent. Similarly, national coverage for immunization exceeded its target, as it recorded above 90 percent.

Maternal infant and young child morbidities and mortalities remained high, in part due to the high prevalence of anaemia which was 45 percent for women of reproductive age, 70 percent for pregnant women and 76 percent for children under five years of age. The “Sierra Leone National Multi-sectoral Strategy to Prevent and Control Anaemia” was developed and launched in 2017. Targeted supplementary feeding was carried out in Bonthe, Kenema, Port-Loko and Kambia districts. These districts had a high level of food insecurity, thus it was important to treat all moderately malnourished children under five years. This feeding program treated over 37,000 children in the four aforementioned districts. Plans begun to scale-up the treated supplementary feeding across the country. Treatment sites for Severe Acute Malnutrition (SAM) were scaled up from 639 (52 percent) to 743 facilities (62 percent) increasing the coverage by 10 percentage points. Nationwide, 97.6 percent (28,595 out of 29,303) of the SAM children who were discharged from the programme were considered cured. In an effort to reduce nutrition-related maternal and infant morbidities and mortalities, nutrition services were strengthened nationwide. With support from WFP, blanket feeding was on-going in several PHUs for all children aged 6-23 months, along with all pregnant and lactating mothers, to reduce the high prevalence of stunting in Sierra Leone.

The Government conducted the first post-Ebola Service Availability and Readiness Assessment (SARA) in 2017. The assessment covered 100 percent of health care facilities including private owned facilities. The report of this assessment was meant to inform the public and policy makers of the availability and readiness of health services. It was also intended to demonstrate the investment gains in the health sector following the end of the EVD outbreak, while providing information on areas that require special attention.

One of the major areas of improvement in the health sector was information management. The health management information system was significantly strengthened in terms of data completeness and timeliness of reporting. This intervention addressed 95 percent of Sierra Leone's completeness and reporting in the health sector, which surpassed many countries in the sub-region in 2017. The Ministry was able to provide oversight on all health-related research conducted in the country through the National Ethics Committee. This oversight enabled the Government to regulate and enhance ethics in research, while simultaneously gaining an understanding of all the studies conducted in-country and their relevance to national development. A web portal was developed ([portal.mohs.gov.sl](http://portal.mohs.gov.sl)) that hosts numerous health related information and documents which can be used by development partners and individuals, including researchers and students within and outside Sierra Leone.

Enhancing the capacity of medical professionals in Sierra Leone begins with strengthening medical training institutions. Support was given to the country's Post-Graduate Medical Training Institute to provide specialised training to medical doctors locally in diverse areas. The rationale of the programme was to reduce the need for overseas medical treatment. Through this programme, local specialists would have additional skills to provide essential medical services to the citizens of Sierra Leone. In addressing the staff capacity constraint in district hospitals, the Government with support from development partners, notably the World Bank, strengthened the Foreign Medical Doctor scheme which involved securing the services of foreign Doctors to support local staff in the delivery of healthcare services. This reduced the workload for national doctors, thereby enhancing quality secondary care facilities across the country. Over 15,000 community health workers were trained to help communities with preventive health care services. The number of midwifery training school rooms rose from three to five with one in every region. These training facilities aim to ease the shortage of midwives and consequently reduce infant and maternal mortality rates.

Progress was made to enhance medical service delivery by addressing transportation constraints, teenage pregnancy, and laboratory services. A National Emergency Medical Service (NEMS) was established to provide pre-hospital care, along with transportation services of patients to hospitals. NEMS utilises a public private partnership to strengthen Sierra Leone's medical referral system. Over 1000 adolescent and youth-friendly centres were established nationwide to address the issue of teenage pregnancy. The capacities of government-owned laboratories were strengthened nationwide to ensure a safe, functional and operational environment for effective testing and service delivery.

### ***Challenges and Recommendation***

- The health sector budget allocation for the period was low. It remained below the Abuja Declaration of 2001 that recommended 15 percent of GDP. This affects activity implementation and promotes donor dependency.
- Late disbursement of funds for activity implementation.
- Following the EVD outbreak, many of the country's gains were reversed. Equally, the outbreak necessitated measures such as strengthening integrated disease surveillance (IDSR), WASH and Infection Prevention & Control (IPC) enhancement and introduced new health technologies in all facilities. This ultimately requires additional funds and personnel to insulate the country against future outbreaks.
- Maternal and child health indicators remained among the worst in the region and teenage pregnancy is still very high.
- The capacity of the country's health system to provide general health services remained weak. This was as a result of poor equipment, laboratory diagnostic capacity, medicines and commodities, inadequate health technologies (medicines, supplies and laboratory) and poor supply chain management.
- Poor human resources both in terms of quantity and quality in order to provide sufficient health care.
- A shortage of skilled personnel, coupled with low absorption into the civil service and compounded with retention challenges ranging from poor accommodation to remote allowance.

### **3.2 HIV/AIDS**

The National HIV/AIDS Secretariat (NAS) implemented programmes, projects and activities of the Agenda for Prosperity in 2017 that were focused upon ensuring zero new HIV infection cases, zero discrimination and zero AIDS related deaths. The specific goals of the Secretariat were:

- Reduce the incidence of HIV by 50 percent.
- Reduce morbidity and mortality amongst People Living with HIV (PLHIV).
- Create equal opportunities for PLHIVs and the general population.
- Ensure that laws and policies to protect the rights of PLHIV and orphans are widely applied.
- Effectively manage the coordinating structures at a national and decentralised level.
- Conduct appropriate research, monitoring and evaluation of systems to strengthen the HIV response.

Table 3.2 presents summary status of progress made in the HIV/AIDS sector in 2017. The number of New HIV/AIDS Infection have annually declined since 2013. In 2017, the total

number of new infection dropped to 1,344 compared to 1,434 in 2016, about 6.23 percent decrease; percentage of infant born with HIV to infected mothers also dropped from 10.2 percent in 2013 to 7.9 percent in 2017; the target of 5 percent was, however, not met. The proportion of women aged 15-49 with more than one sexual partner reporting the use grew from 6.8 percent in 2013 to 16.9 percent for women and 50 percent for men in 2013 to 49.9 percent for men in 2015 respectively. The number of facilities with post-exposure prophylaxis (PEP) have been maintained at 105 throughout the AfP period, the target of 525 in 2017 was however not achieved.

The number of trained healthcare workers providing PEP services grew by 18.4 percent in 2017, recording a total of 58 compared to 49 in 2016. The proportion of pregnant women who receive anti-retroviral therapy have grown progressively since 2014, recording 80 percent in 2017 from 77 percent in 2016, almost achieving the target of 95 percent.

The number of healthcare facilities providing PMTCT services remained the same from 2013 to 2014 at 687 and grew to 718 in 2015 and have been maintained until 2017, the target of 750 was also not met. The number of healthcare facilities with anti-retroviral services increased from 136 in 2015 to 305 in 2016 and remained same in 2017, exceeding a target of 170. Other achievements made within the sector in 2017 are detailed in the section below.

**Table 3.2: Status of key indicators in the Sector**

Indicator	Baseline 2013	2014	2015	2016	2017	
					Target	Status
Number of new Infections	1,565	1,544	1,504	1,434		1,344
National HIV/AIDS Prevalence Rate	1.5%			N/A	1.3%	TBD
The percentage of PLHIVs alive 12 months after initiation of treatment	Adult 80.4% survival 63.7% Retention			Adult 82.1% survival 76% Retention	Adult 90.0% survival 80% Retention	Adult 82.1% survival 76% Retention
Percentage of Infants born to HIV-infected mothers who are infected	10.2%	11.1%	9.5%	8.5	5%	7.9%
Percentage of adults aged 15-49 years who had more than 1 sexual partner in the past 12 months reporting the use of condoms	Women 6.8% Men -50.0%		Women 16.9% Men - 49.9%		Women 15.2% Men - 60.0%	N/A
Number of Facilities with post-exposure prophylaxis (PEP)	105	105	105	105	525	105
Number of Trained Health Care Workers Providing PEP services according to national and international standards	50	50	50	49	250	58
Percentage of HIV+ pregnant women who received anti-retroviral therapy to reduce the risk of mother to child transmission	74%	56%	69%	77%	95%	80%
Number of health care	687	687		718	750	718

facilities providing PMTCT services			718			
Percentage of adults and children with advanced HIV infection receiving antiretroviral therapy	42% (8680) Adults (385) children	35.4% (10,289) Adults (383) children	39.8% (13,466) Adults (575) Children	29.7% (17,058) Adults (785) Children	80%	38.1% (22,710) Adults (983) children
Number of Health facilities offering ART Services	131	136	136	305	170	305
Number of Health Care Workers trained to provide ART services according to National and International standards	400	400	400	610	510	610

*Source:* National HIV/AIDS Secretariat

### ***Key policy measures, strategies and activities undertake in 2017***

A number of activities were conducted in 2017 towards the goal of zero discrimination for PLHIVs. In and out of school sensitization campaigns to reduce stigmatizations directed at people living with HIV/AIDS were conducted. Trainings of teachers and peer educators were held and school health clubs formed to increase awareness of the unique challenges facing PLHIVs. Installation of HIV/AIDS Information, Education and Communication (IEC) and Behaviour Change Communication (BCC) communication materials were designed to teach and to convince citizens about HIV/AIDS. These communication materials included billboards, posters and leaflets. Additionally, school quizzes, debates, HIV dramas and jingles programmes were conducted across the country.

The Secretariat made a countrywide enhancement of basic HIV information, stigmatization, discriminatory and non-violence campaigns. Vulnerable girls, especially those engaged in sex in exchange for money (FSWs) were identified and provided with alternative career training including catering/confectionery, tailoring/dressmaking, *gara* tie-dye, and other skills of their choice. They were linked to vocational institutions and awarded with short and long-term skills training spanning from three months to one year. Additional sensitisation engagements were organized across the county to encourage the appropriate use of contraceptive methods to prevent new HIV infections. Boys and men who normally perpetuate unnecessary violence against young girls were reached and sensitized on HIV and other non-violence and anti-discriminatory messages.

In addition to the aforementioned sensitisation efforts, legal techniques were utilised to achieve zero discrimination. The HIV Act of 2011 was heavily relied upon and workplace policies required that no person should be discriminated against or denied job opportunities on the grounds of her/his HIV status.

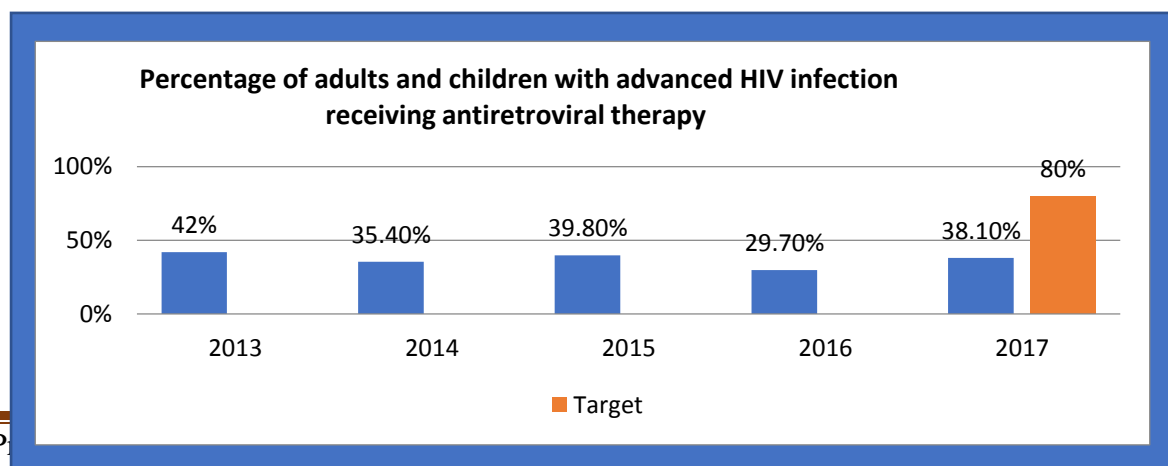
Efforts were made to enhance service delivery for PLHIVs. HIV treatments were provided free of charge in all government health care facilities. The Government attempted to ensure

that services were rendered to needy clients without any form of discrimination and stigmatisation. An expansion of Prevention of Mother-to-Child Transmission of HIV (PMTCT) facilities was completed. The Secretariat trained more PMTCT staff, traditional birth attendants (TBA) and nurses, as well as introduced Early Infant Diagnosis (EID) and viral load testing. The Government sought compliance with WHO PMTCT treatment guidelines, improved adherence monitoring and undertook appropriate monitoring and evaluation exercises. Anti-retroviral therapy (ART) significantly reduces the risk of mother to child transmission during and after pregnancy. Thus, ART utilisation results in fewer new HIV infections among new-borns from infected pregnant women. The percentage of HIV+ pregnant women who received ART rose.

The Government supported HIV/AIDS care in all districts. A key component of this care was the provision of antiretroviral (ARV) prophylaxis for PLHIVs and nutritional support to all under nourished PLHIVs. Educational support was made available to orphans and vulnerable children, along with psychosocial support to needy families. The Government ensured the establishment of new ART facilities nationwide, in addition to providing essential ART, drugs, test kits and other essential supplies and equipment. The Secretariat trained and deployed essential staff to manage the facilities and offer nutritional support to PLHIVs. There was an increase in the number of PLHIVs receiving treatment in 2017.

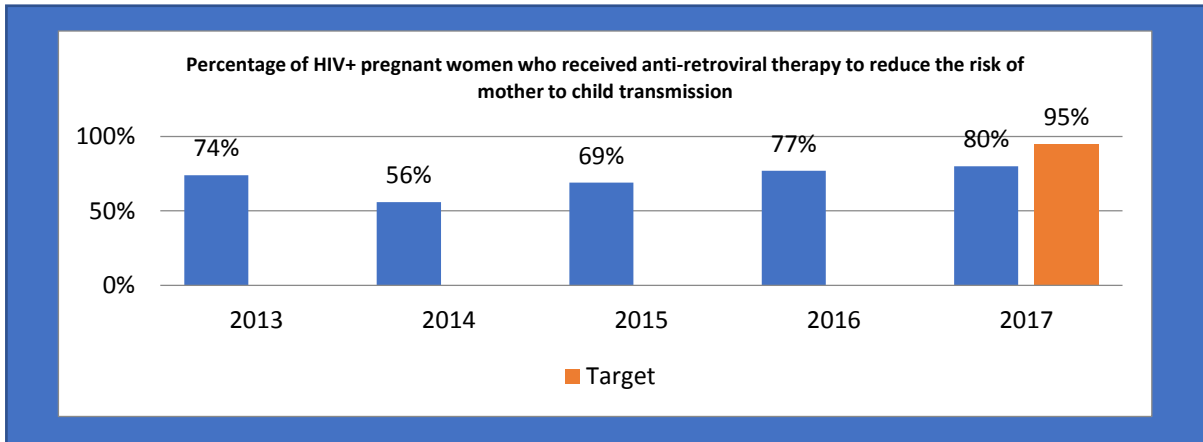
During 2016 an additional 169 facilities were established, which brought the total to 305 ART facilities. In each of the additional 169 facilities, 2 additional staff were trained. As of 2017, 610 staff were trained. Unfortunately, as staff deployment was not solely under the control of NAS, some of the additional staff were transferred to non-ART facilities within the health sector.

Regarding capacity strengthening, staff needs were identified, and trainings were conducted. Monitoring forms were reviewed, refined and updated to help conduct data collection in a more effective manner. With the support of UNAIDS, the Secretariat adopted new software to produce accurate projections. Other financial software was utilised to ensure accurate accountability of resources. Technical assistance from national and international partners was sought and reports were jointly validated.

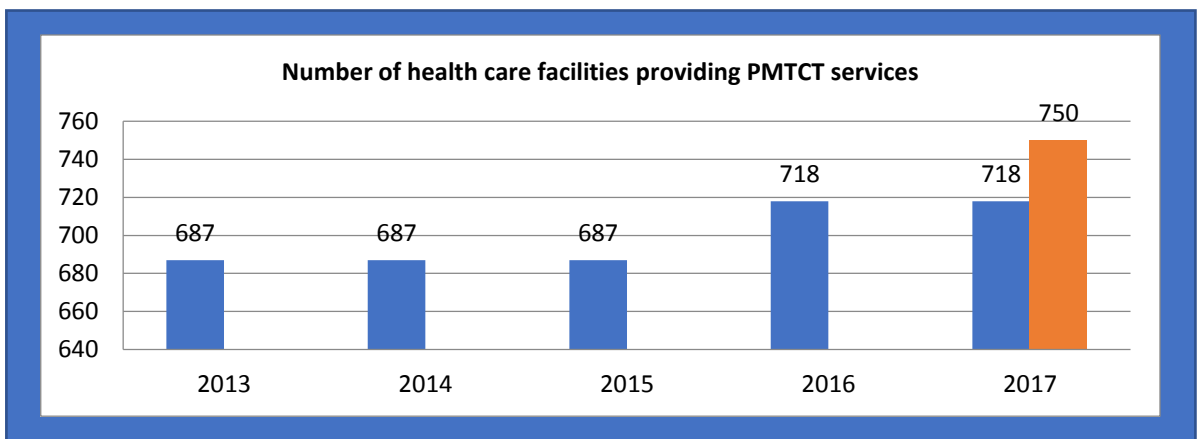




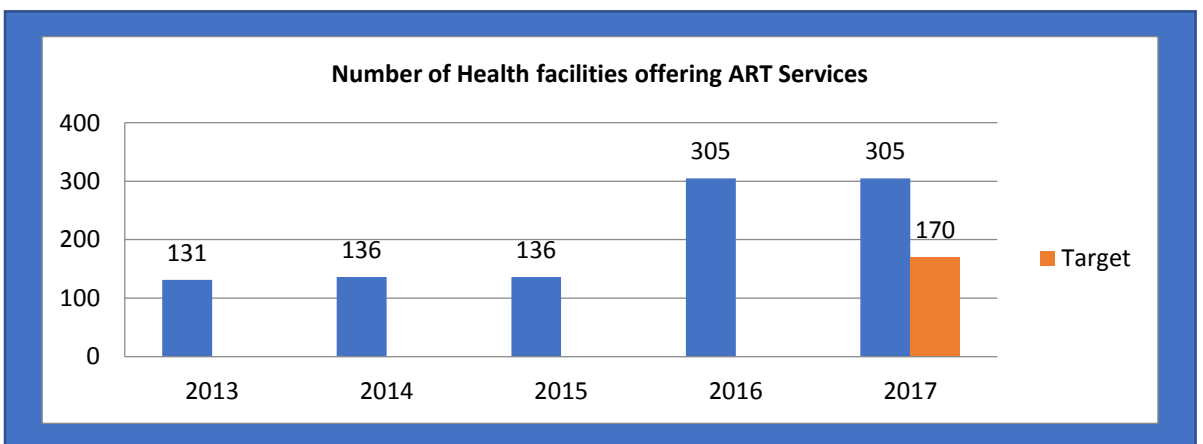
Source: UNAIDS\_Spectrum Sierra Leone 2017



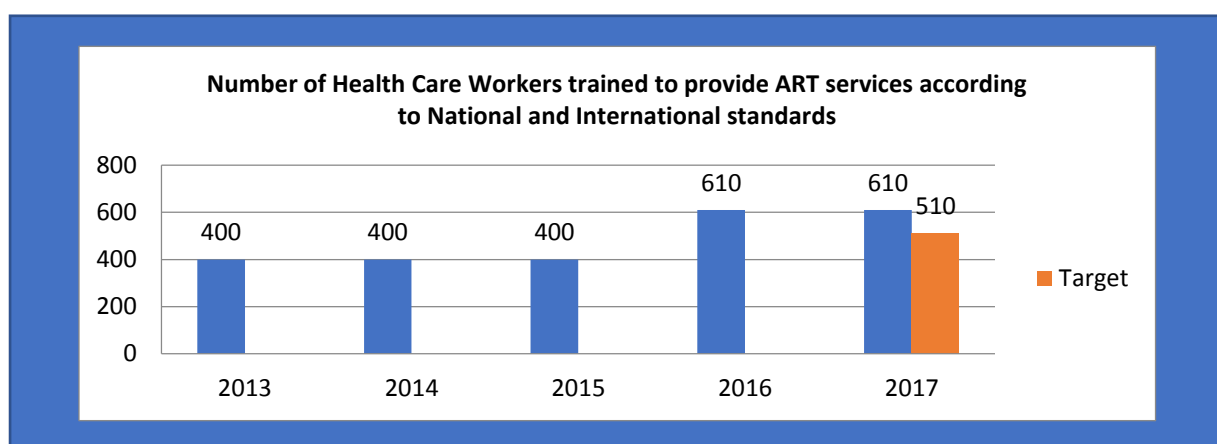
Source: UNAIDS\_Spectrum Sierra Leone 2017



Source: UNAIDS\_Spectrum Sierra Leone 2017



Source: NACP Program data



*Source: NACP Program data*

## **Challenges**

The main challenges and gaps affecting the national HIV/AIDS response during 2017 were:

- Insufficient behavioural impact of prevention interventions for adolescents and young people.
- The high rate of early marriage, low condom use and multiple sexual partners with early sexual debut.
- Large coverage gap for testing services in the general population and pregnant women, reducing the chances of preventing mother-to-child transmission and early initiation of HIV positive clients on ART.
- The absence of early infant diagnostic interventions for children.
- The high dependency on international funding (GFATM) at 95 percent due to other competing and overburdened priorities, especially during and after the EVD period.
- Persistent stigma and discrimination against PLHIVs by community members coupled with gender inequalities and violence against women.
- Emergencies and disasters including the 2014/2015 Ebola epidemic and the 2017 floods and mudslide were setbacks to the full attainment of the set targets.
- The legal environment surrounding key populations (female sex workers (FSW), men who have sex with men (MSM) and people who inject drugs (PWID)) does not favour an optimal provision of services to highly infected groups. For example, the law incriminates homosexuality and justifies enforcement agencies (i.e. police) to abuse key populations, which drives them underground and makes it difficult for them to access prevention and treatment interventions due to fear, stigma, discrimination and imprisonment.
- Weak partnership and poor collaboration among partners engaged in health response.

### *Lessons learned*

- New HIV infections continued to emerge amongst the general population and more frequently amongst key populations (FSW, MSM and PWID). Therefore, the response should be tailored to address the unique needs of key populations who have a proportionately higher prevalence of new infections.
- The country needs to harness resources, especially domestic resources, as donor funds are dwindling. This is critical to meet the financial gaps of the National Strategic Plan 2016-2020, which aims to end AIDS by 2030.
- The need for a robust response for all programmes coordinated nationally by the Secretariat cannot be overemphasized.

### *Recommendations*

- Government should come up with innovative ways to mobilize AIDS response resources locally.
- Seek more funding for the AIDS response from international donors (i.e. PEPFAR, EU, GIZ, DFID).
- Operationalize the National Prevention Strategy, as well as the Behaviour Change, Communication & Advocacy Strategy.
- Decriminalize the laws that make FSWs, MSMs and PWIDs criminal, in order to enhance maximum provision of health related support for these key populations.
- Update the EMTCT Strategy and bring it to scale.

## **5.3 Population Management**

The need for enhanced statistical data to build effective policy responses to complex development problems facing the world, as well as to monitor development progress, has become even more acute in recent times as we plan and implement the Agenda for Prosperity (AfP).

### *Progress in 2017*

The availability of reliable and timely data remains an ongoing issue, however significant strides have been made. Statistic Sierra Leone (SSL), in collaboration with the MoHS, conducted the second Demographic and Health Survey (DHS) in 2013 to measure progress in the health sector, along with other socioeconomic sectors, throughout Sierra Leone. The survey covered 13,006 households in 435 enumeration areas across 14 administrative districts.

The Sierra Leone Labour Force Survey (LFS) conducted, in 2014, with support from GoSL, ILO, the World Bank and GIZ, aimed to provide accurate data on the country's labour market. The findings of the LFS were presented to the GoSL and development partners in June 2015. The review and finalization of the National Strategy for the Development of Statistics (NSDS) was completed in 2017. SSL compiled and published the consumer price index, foreign trade statistics, transport and tourism statistics and a variety of other indicators in 2017. The energy statistics and the annual statistical digest, which contains key socioeconomic indicators, were compiled and published.

Statistics Sierra Leone produced and published quarterly data on Producer Price Index and the Business Confidence Index. The Annual Economic Survey on Enterprises was updated to cover 16 out of the 21 industries of the economy classified according to the International Standard Industrial Classification (ISIC) of all economic activities, ISIC Revision 4. It was updated to cover all 16 districts throughout the country. The survey was delayed due to inadequate funding.

Preparations begun to secure funding from the GoSL and development partners for the construction of a modernised building for the SSL headquarters office in Freetown. The institution secured parcels of land in 12 districts across the country, in order to construct district headquarter offices. Discussions have begun with the Ministry of Lands to provide a parcel of land for the construction of the Freetown office.

## **Chapter Six Pillar 4: International Competitiveness**

A competitive economy is critical for raising a country's standard of living, creating jobs, and sustainably reducing levels of poverty. While macro-economic conditions matter, Sierra Leone's economic growth has mostly been determined at the micro-economic level: it has been a function of the success of its companies and industry clusters, enabled by a supportive business environment. Achieving competitiveness and economic growth has required a partnership between the public and private sectors characterized by dialogue and cooperation. A key element has been the supply of energy, transport and ICT infrastructure to ensure that goods and services are efficiently produced and transported to market centres. This required effective management and allocation of resources, greater private sector participation in the economy that has raised productivity and employment in key productive sectors.

### **6.1 Trade and Private Sector Development**

The Ministry of Trade and Industry (MTI) is responsible for promoting private sector development, improving the investment climate and encouraging the expansion and diversification of exports. The Ministry is also responsible for developing policies and programmes to stimulate local and export trade, as well as enhance investment, economic growth and industrial expansion.

Table 6.1 presents a summary of the progress made in the sector in 2017. The total number of SMEs supplying goods and services to foreign companies increased to 712 in 2017 compared to 617 in 2016, recording a 15 percent increment. The number of trained small and medium-sized enterprise (SME) owners increased by 23 percent in 2017, recording a total of 1,087 compared to 887 in 2016. The country's ranking in the World Bank Doing Business Index

dropped to 160 in 2017 relative to 148 in 2016. This reduction could be attributed to the poor rating given to the indicator for accessing building permit at the Ministry of Works and Infrastructure.

**Table 6.1: Key indicators of the sector**

Indicator	Baseline 2013	2014	2015	2016	2017	
					Target	Status
Number of SME supplying goods and services to foreign companies	*	*	326	617	1000	712
Number of trained SME owners	*	*	*	887	1000	1,087
Amount of annual traded agricultural products (000'mt)	*	*	*			
Ranking in the World Bank Doing Business index	*	*	*	145		148
Number of SMEs accessing financing through SME fund	*	*	*	-	-	

*Source:* Ministry of Trade and Industry

### ***Key policy measures, strategies and activities undertaken from 2017***

A number of private sector development activities have focused on SME development. In 2017, the MTI facilitated the development of the SME Policy, along with the Small and Medium Enterprises Development Act 2016 and assisted in the operationalisation of the Small and Medium Enterprises Development Agency. Office space and furniture was provided to the Agency and the Agency, in collaboration with the President Priority Delivery Team, commenced development of a national SME database in 2017. This was followed by a national outreach and sensitisation programme, and launch of the Financial Literacy Week campaign in collaboration with the Bank of Sierra Leone. During the same period, the Ministry established a scorecard reporting system and monitoring of companies' local content performance through the Local Content Agency. A scorecard template was developed, and 50 companies were trained and reported across four sectors of the economy.

In order to enhance the business climate in the country, the Ministry of Trade and Industry is pursuing a variety of *Doing Business* reforms. The overarching objective is to minimise administrative barriers and build an investment climate that attracts foreign direct investment (FDI), while simultaneously supporting the development of the domestic private sector. MTI conducted workshops with key stakeholders to review questionnaires regarding the reforms and continue monitoring the implementation of reform programmes. One of the new reforms is the issuance of construction permits, which was highlighted in the World Bank's *Doing Business* report for Sierra Leone. Radio and TV programmes, as well as the printing of posters, were undertaken to inform the general public of key efforts made by Government on the reforms.

Some of the Doing Business reforms focused on:

- **Starting a Business-** The incorporation of companies at the Corporate Affairs Commission was made fully functional with a one-stop shop electronic portal for the registration of companies in the country. The entire registration process is online from start to finish, including bank transfers or mobile money payments. Companies can register as sole proprietorships or as partnerships. Companies were incorporated within 24 hours of the receipt of completed documents. Both the Taxpayer Identification Number (TIN) and NASSIT number were issued during the incorporation process. The entire registration process is complete for a flat fee of Le 250,000.
- **Access to Finance and Credit-** The Bank of Sierra Leone, with support from the International Finance Corporation (IFC), created the Sierra Leone Collateral Registry, to increase access to finance for micro, small and medium-sized enterprises (MSME). The collateral registry facilitated the use of movable/personal assets as collateral.
- **Construction Permit Application-** Construction permits were obtained online through the website of the Ministry of Works, Housing and Infrastructure, which is located at New England, Freetown.
- **Fast Track Commercial Court-** The Court is designed to expedite commercial legal cases. On average, cases were disposed within 44 days. The Chief Justice, under his administrative functions, appointed three permanent judges and two ad-hoc judges to supervise the legal and administrative components of the Fast Track Commercial Court. This enhanced the swift and speedy settlement of claims, along with the effective and efficient delivery of judicial processes for the court. Cases were adjudicated upon without delay.
- **Electricity Distribution and Supply Authority (EDSA)-** A one-stop shop was established at the ground floor of the Electricity House on Siaka Stevens Street. Customers accessed electricity within 14 days upon making their request.

The country was ranked 160 among 190 economies in the Ease of Doing Business index, according to the 2017 World Bank annual ratings. This country's ranking dropped in 2017 relative to 148 position in 2016. The average Ease of Doing Business in Sierra Leone ranking was 147.4 from 2008 to 2017, reaching an all-time high of 160 in 2017 and a record low of 137 in 2012. The drop could partially be explained by the negative impact of acquiring construction permits at the Ministry of Works.

In 2017, MTI in a bid to address trade issues at the regional level focused on the ECOWAS trade liberalization scheme (ETLS). The target was for seven Sierra Leonean industries to be registered and benefit from the ETLS. In light of this, the National Approval Committee (NAC) was reconstituted and several meetings were held. Some of the subsequent key

decisions included the registration of industries to benefit from the scheme. Five companies were approved by ECOWAS to benefit from the ETLs. The Ministry also facilitated the establishment of the National Trade Facilitation Committee to ensure the implementation of the Trade Facilitation Agreement.

One of the key aims of the ministry in 2017 was to develop an Africa Growth and Opportunity Act (AGOA) strategy. AGOA is a United States Trade Act, which enhances market access to the US for qualifying countries in sub-Saharan Africa. Part of Sierra Leone's AGOA strategy is the establishment of a comprehensive database for applicable products. Three sectors namely fisheries and fishery products; arts and crafts, textiles and garment; and agro-business were identified as potential beneficiaries of the AGOA programme. Stamps and signatories for AGOA export process were identified and the drafting of the strategy commenced.

The second Sierra Leone Trade Policy review was completed in 2017, in collaboration with the World Trade Organisation. This was part of efforts towards presenting the country as a comprehensive trading and business friendly environment to attract Foreign Direct Investment and international support. Mechanisms were put in place to sustain the availability and stabilization of prices of essential food and fuel commodities. Following the recruitment of trade monitors, the Ministry monitored the prices of essential commodities nationwide and cross-checked businesses for the sale of expired and contraband goods. Technical support was provided to nine growth centres across the country and trainings conducted on managerial skills for growth centre staff. This was followed by a perception survey to ascertain the impact of the growth centres on their respective communities.

Special attention was given to upgrading the standards of products in Sierra Leone. In 2017, the Sierra Leone Standards Bureau developed 80,000 standardised cups to encourage the metric system in the commerce and general trading sector. The Bureau introduced and implemented the metric system in the petroleum sector by standardising petroleum pumps nationwide. The national laboratory was established and operationalised to carry out analysis on food and water commodities. A mechanism for detecting highly acidic levels in palm oil was developed to mitigate the health risks from adulteration and informal traditional practices. The Bureau established standard operating procedures, as well as technical and quality assurance manuals in accordance with international best practices. The Bureau also enforced the rejection and disposal of sub-standard products like rice, flour, petroleum fuel, etc. that were imported into the country. It conducted inspections of high risk goods such as food products, building and construction materials, alcoholic and non-alcoholic beverages at the Port and the Gbalamuya Guinea border crossing point.

Also, the government has shown commitment to supporting local production by ensuring that public institutions consume local food. In 2017, the Sierra Leone Produce Marketing Company (SLPMC) working with the Presidential Priority Initiative implemented an institutional feeding programme. As part of its mandate to procure and supply 10 percent of



locally produce goods to institutions, the SLPMC identified milling facilities to enhance and expedite the supply of 30,000 50kg bags of rice per year.

The Cooperate Affairs Commission (CAC) enhanced its existing website to facilitate online registration and streamline the process of incorporation. With support from the IFC, the CAC conducted a workshop for CSOs and carried out consultative meetings with private sector stakeholders for the drafting of the corporate governance code. The Commission launched the code and introduced the enhanced website to companies and embarked on trainings for women in Waterloo on the Economic Partnership Agreement, which is a trade deal between the EU and ECOWAS. Additional sensitisation activities for Economic Partnership Agreements including TV and radio programmes were organised.

The petroleum industry is a cornerstone sector in Sierra Leone's economy. The Sierra Leone Petroleum Regulatory Authority collaborates with the Oil Marketing Companies (OMCs), NRA, MoFED and the Bank of Sierra Leone on a routine basis to ensure that the OMCs fulfil their financial obligations, accurately and on time. Robust monitoring and verification led to an increase in cooperation from BSL and NRA, which ultimately resulted in a very significant payment from the OMCs of long outstanding GoSL arrears. Some of these arrears dated back to 2016. As a result of this payment, the balance of outstanding arrears dropped from Le 72 billion as of 30<sup>th</sup> April 2017 to Le 9.74 billion on 31<sup>st</sup> October 2017.

The Ministry was also committed to increasing the capacity of Sierra Leonean cooperatives. The Department of Cooperatives, in 2017, enhanced the capabilities of 40 women cooperatives in Koinadugu, Kenema, Kailahun and Kambia districts. Additionally, an audit of the Cooperative Credit Unions was undertaken country-wide. In order to improve the legal basis of cooperatives, a review of the Cooperative Act of 1977 was completed.

### ***Challenges and Recommendations***

- Late and insufficient budgetary allocation
- Limited and weak capacity of staff members
- Inadequate logistical support including vehicles, computers etc.
- Inadequate office space to house the growing of staff members

### ***Recommendations***

- Government to provide adequate and timely resources for the operationalisation of MTI programs.
- There is need to increase the number of staff members and undertake capacity building activities for them.
- Government to also provide improved office space and logistics for the Ministry.
- There is need for a restructuring of the Ministry to meet the emergent trade issues and challenges of trade globally.

- There is need for an identification and appointment of trade attachés in consonance with MTI.

## 6.2 Improving Electricity Supply

Expanding energy generation is a key priority for sustainable development. The overall objective of the energy sector is to increase installed capacity from 90MW to 1,000 MW by 2018. This target was based upon the projected demand for energy by mining companies, estimated at 650MW, while residential consumers, SMEs and commercial entities were projected to require 350MW. The provision of 1,000MW required significant new investments in generation, transmission and efficient distribution. In pursuit of this, the government implemented programmes and projects to enhance electricity generation, transmission and distribution in 2017.

Table 6.2 presents summary of progress made in the sector from 2013 to 2017. The total amount of electricity generated and supplied has increased annually since 2013. It grew from 247.5 million kWh in 2016 to 261.7 million kWh in 2017, recording a 7 percent increase. The amount of additional kilometer of transmission and distribution lines constructed also increased by 76 percent, recording a total of 316km transmission line in 2017 relative to 205km in 2016. The amount of distribution losses decreased from 12 percent in 2016 to 10 percent in 2017 and the total number of district and headquarter towns with reliable electricity supply has remained same throughout implementation of the AfP, seven in total. Other key policy interventions undertaken in Energy sector in 2017 are elaborated below.

*Table 6.2: Status of key indicators for the energy sector*

Indicator	Baseline 2013	2014	2015	2016	2017
Total energy generated and utilized	164,385,550 kWh – Freetown 193,451,808 kWh - National	199,298,548k Wh – Freetown 216,950,016k Wh - National	228,804,678k Wh - Freetown 255,981,329k Wh – National	247,511,551kWh – Freetown 298,562,724kWh – National	261,734,236kWh – Freetown 347,175,995kWh – National
Additional km of transmission and distribution lines constructed	161kV Transmission lines 205km	161kV Transmission lines 205km	161kV Transmission lines 205km	161kV Transmission lines 205km Transmission lines 0km	161kV Transmission lines 316km Transmission lines
Distribution System Losses	13%	13%	13%	12%	10%
Number of districts and headquarter towns with reliable electricity supply	F/town Urban, F/town Rural, Lungi, Bo, Kenema, Kono, and Makeni	F/town Urban, F/town Rural, Lungi, Lunsar, Bo, Kenema, Kono, and Makeni	F/town Urban, F/town Rural, Lungi, Lunsar, Bo, Kenema, Kono, and Makeni	F/town Urban, F/town Rural, Lungi, Lunsar, Bo, Kenema, Kono, Makeni and Magburaka	F/town Urban, F/town Rural, Lungi, Lunsar, Bo, Kenema, Kono, Makeni and Magburaka

*Source:* Ministry of Energy

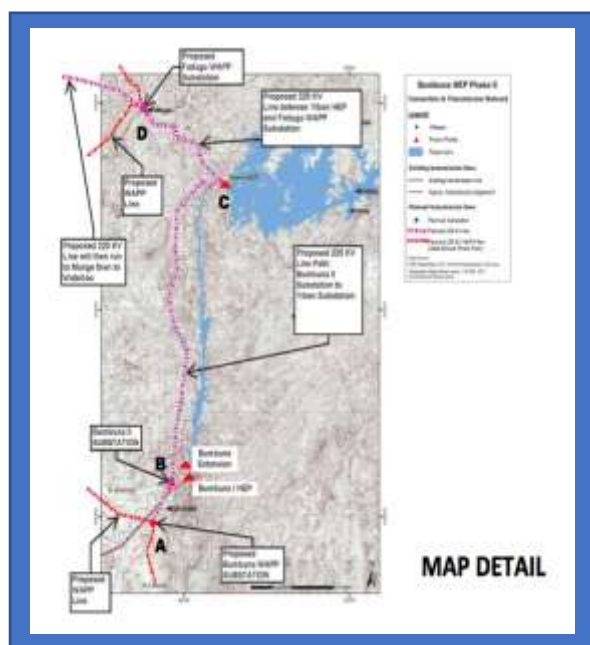
### ***Key policy measures, strategies and activities undertaken from 2017***

The Ministry embarked on a variety of efforts toward its goal of 1,000MW by 2018. A total of 13 districts were provided with power since 2013, through the installation of thermal and mini-hydro power facilities. Over 8,880 solar street lights were erected in provincial headquarter towns including Freetown. Preparation was begun in 2017 for the construction and installation of a 57MW power plant. This project will operate on heavy fuel oil (HFO) under the leadership of Global in the Kissy Dock area of Freetown. The construction and installation of a 6MW solar park to be connected to the national grid is on-going and is expected to be completed in August 2018. Solar photovoltaic (PV) systems were installed in 54 chiefdom health centres and mini-grids were constructed and installed in 50 villages. Solar power plants and solar home systems were installed in six districts: Kono, Kenema, Kailahun, Bombali, Port Loko and Kambia districts. Through these solar projects, approximately 16,000 households were connected to an electrical grid. Preparations began for the construction and installation of the Bumbuna Phase II Project (143MW), along with initial proceedings for a 50MW solar plant and the Rural Electrification Project, which is expected to commence in 2018. These activities will significantly increase power generation and expand the distribution of electricity across the country.

In partnership with the Barefoot College Initiative of India, the Ministry was able to undertake partial solar electrification of 33 towns/villages in the country, which totalled up to 2,950 solar PV systems. The College sent 12 illiterate women for training under the India Scholarship and screened an additional 150 illiterate women for possible training as solar engineers in the Barefoot Women Solar Training Centre in Konta Line, Northern Province, Sierra Leone. With support from the United Nations Industrial Development Organization (UNIDO) for Micro Enterprises, the Ministry constructed two production workshops and with support from GoSL, undertook the construction of a Barefoot Solar Training Centre. The solar electrification of 12 villages was carried out where the 12 Indian-trained Barefoot Women originated from (Konta Line, Mayainmibana, Kissy Koya, Makandeh, Maboima, Yoni-Bombali, Romakneh, Robikie, Yoni-Bana, Conakry-Dee, Petifu-Lokomasama and Giema-Dama). The solar electrification of police stations, police posts, houses of worship in rural and urban areas and provinces were completed as well as the repairs of solar cold chains in Port Loko District. The training of caretakers for the UNIDO Growth Centres in Sierra Leone and Liberia was also conducted. This training included 59 rural women already trained as Barefoot Solar Engineers and 18 rural electronic workshops (REW) established. 35 young males were trained as solar technicians by Barefoot Women Solar Engineers and were working with the Barefoot Women during installations and maintenance.

In its effort to pursue the Western African Power Pool Project, the Ministry commenced implementation of the Cote D'Ivoire, Liberia, Sierra Leone and Guinea (CLSG) Interconnection Project. The project was divided into two components: first, the construction of the 225 KV transmission line traversing seven districts and, second, the electrification of 26

communities along the 225KV transmission line. Design and bidding documents were completed and submitted. The review of documents to be submitted to the World Bank was done by the Committee and a request for Expression of Interest (EOI) was drafted and submitted. Presently, the auditing firm’s recruitment process is underway.



In 2017, the Ministry of Energy received support to undertake capacity building programmes to improve the capacity of its staff to match up the numerous tasks of the ministry. The Foundation for International Development Africa (FIDA) was contracted to carry out the training programmes and nineteen (19) senior and ten (10) middle level officials benefited. In spite of the WAPP training, the Ministry also benefited from lots of trainings organized by the Government of the Peoples Republic of China, Japan, Civil Service Training College in Sierra Leone, Ghana and other places.

Figure 6.1: Map of distribution network in Western Area

Table 6.3 Status of key projects in the sector

Project	Project Status
Energy access project	<p>The project aimed at upgrading the Freetown distribution network (11KV/33KV) covering a distance of 7.6 km from Blackhall Road to Wellington. This process includes the construction and installation of substations at Wilberforce, Kingtom, Roportee and Wellington.</p> <p><b>Current status of the project is as follows:</b></p> <ul style="list-style-type: none"> <li>• Installation of 20,000 Prepaid Meters is complete; Revenue Management System was installed and Network investment plan finalised; Statistical Meters were 98 percent complete and awaiting commissioning; The EDSA Business Plan is complete; All foundations for 33kv and 161kv support structures were completed with some corrections on-going; Cable trench civil works were also on-going; All contractual civil works were completed and construction of the transformer foundations was on-going</li> </ul>
Emergency electric power supply programme in Sierra Leone	<p><b>Current status of the project is as follows:</b></p> <ul style="list-style-type: none"> <li>• First factory acceptance test was conducted on poles and cables including accessories in China; Second factory acceptance test was scheduled in India on cables and sub-station equipment and accessories</li> </ul>
The Bumbuna expansion project	<ul style="list-style-type: none"> <li>• Publication of the Environmental and Social Impact Assessment (ESIA) was undertaken; Launch of the Engineering, Procurement and Construction (EPC) tender was also completed ; Presentation to cabinet for approval was done and Parliamentary ratification of Agreements was on-going as well as the EPC Negotiation</li> </ul>

### 6.3 Improving the Road Network

The road network is an essential infrastructure asset required to drive economic development. The Government embarked upon a re-classification process of the country's road network to enhance functionality and planning. Through this process, the Government identified 8,200 km of roads across the country that comprises of primary and secondary trunk roads and feeder roads. Since the launch of the AFP in 2013, massive efforts have been made to improve the road network of the country. These efforts were further enhanced in 2017 that led to an increase in the proportion of good and excellent roads in the country from 8.6 percent to 11.9 percent in 2017; the total proportion of road in good and fair state increased from 29.4 percent in 2016 to 41.4 percent in 2017 and from 22.17 percent in 2016 to 23.57 percent in 2017, respectively.

**Table 6.4: Status of selected indicators in the roads sector**

	2013	2014	2015	2016	2017
Total Length (km)	11,300	11,300	11,300	11,300	8,200
% of total network	100%	100%	100%	100%	72.5%
Excellent State (km)	742	780	925.40	978.80	983.4
% of total network	6.57%	6.90%	8.19%	8.66%	11.92%
Good State (km)	2,775	2,927	3,061.87	3,325.67	3,397.23
% of total network	24.45%	25.90%	21.10%	29.43%	41.41%
Fair State (km)	2,854	2,1817	2,602.64	2,505.44	1,687.65
% of total network	25.26%	24.93%	23.03%	22.17%	23.57
Poor state (km)	4,929	4,776	4,710.09	4,490	2456
% of total network	43.62	42.27%	41.68%	30.74%	29.95%

Source: Sierra Leone Roads Authority

There were vast number of road projects undertaken in 2017, for which some are still ongoing. Road projects whose implementation plans were at an advanced stage in 2017 are shown in the table below. This table outlines the nature of each project and status as at end of 2017.

**Table 6.5 Status of key road projects**

NO.	Road	Status
1	Reconstruction of Robol Junction-Mile 91 Road (52km)	<ul style="list-style-type: none"> <li>An MOU was signed between the Government of Sierra Leone and a firm to undertake a feasibility study for the project</li> <li>A letter of intent (LOI) was submitted to SLRA and permission was granted to the firm to commence feasibility studies</li> <li>The feasibility study was completed and submitted to SLRA. The study was reviewed and feedback was provided to commence detailed engineering design studies</li> <li>The detailed engineering design was completed, submitted and reviewed. Feedback was given to the committee</li> <li>The procurement committee agreed to let the contract on a sole sourcing mode of procurement</li> <li>This was tabled before the SLRA Boards of Directors and an approval was granted</li> </ul>

		<ul style="list-style-type: none"> <li>• Design and building contracts were initiated based on accepted specs and standards</li> <li>• A contract was signed and the contractor was expected to commence mobilization</li> </ul>
2	Reconstruction of Songo Junction –Moyamba Road (75km)	<ul style="list-style-type: none"> <li>• A MOU was signed between the Government of Sierra Leone and a firm to undertake feasibility study for the project</li> <li>• A letter of intent (LOI) was submitted to SLRA and permission was granted to the firm to commence feasibility studies</li> <li>• The feasibility study was initiated and a concept design submitted to SLRA, reviewed and feedback was given. Instruction was granted to continue with the feasibility study followed by a detailed engineering design study</li> <li>• Clarification was sought from the NPPA and approval was granted to put the contract on sole sourcing</li> <li>• The Procurement Committee agreed to let the contract on sole sourcing mode of procurement</li> <li>• This was tabled before the SLRA Board of Directors and an approval was granted</li> <li>• Design and building contracts were initiated based upon the accepted specifications and standards</li> <li>• A contract was signed and the contractor is expected to commence work</li> </ul>
3	Reconstruction of Mano Junction-Tongo-Bumpeh Road (85km)	<ul style="list-style-type: none"> <li>• An MOU was signed between the Government of Sierra Leone and a firm to undertake feasibility study for the project</li> <li>• A letter of intent (LOI) was submitted to SLRA and permission was granted to firm to commence feasibility studies</li> <li>• The feasibility study was initiated and a concept design was submitted to SLRA, reviewed and feedback was given. Instruction was granted to continue with the feasibility study followed by a detailed engineering design study</li> <li>• Clarification was sought from the NPPA and approval was granted to put the contract on sole sourcing</li> <li>• The Procurement Committee agreed to let the contract on sole sourcing mode of procurement</li> <li>• This was tabled before the SLRA Board of Directors and an approval was granted</li> <li>• Design and building contracts were initiated based upon the accepted specifications and standards</li> <li>• A contract was signed and the contractor is expected to commence work</li> </ul>
4	Reconstruction of Koidu-Tombodu (21.44km)	<ul style="list-style-type: none"> <li>• An MOU was signed between the Government of Sierra Leone and a firm to undertake a feasibility study for the project</li> <li>• A letter of intent (LOI) was submitted to SLRA and permission was granted to the firm to commence feasibility studies</li> <li>• The feasibility study was completed and submitted to SLRA. The study was reviewed and feedback was given to commence detailed engineering design studies</li> <li>• The detailed engineering design was completed, submitted and reviewed; feedback was given to the committee</li> <li>• The procurement committee agreed to let the contract on sole sourcing mode of procurement</li> <li>• This was tabled before SLRA Boards of Directors and an approval was granted</li> <li>• Design and building contracts were initiated based upon the accepted specifications and standards</li> <li>• A contract was signed and the contractor was expected to commence</li> </ul>

		mobilization
5	Reconstruction of N'gaiya junction-Wokor Road (31.33km)	<ul style="list-style-type: none"> <li>• An Executive Order was received from the Government and a Letter of Intent (LOI) was submitted to SLRA and permission was granted to a firm to commence a feasibility study</li> <li>• A letter of intent (LOI) was submitted to SLRA and permission was granted to a firm to commence feasibility studies</li> <li>• The feasibility study was completed and submitted to SLRA. The study was reviewed and feedback was given to commence detailed engineering design studies</li> <li>• The detailed engineering design was completed, submitted and reviewed; feedback was given to the committee</li> <li>• The procurement committee agreed to let the contract on sole sourcing mode of procurement</li> <li>• This was tabled before SLRA Boards of Directors and an approval was granted</li> <li>• Design and building contracts were initiated based upon the accepted specifications and standards</li> <li>• A contract was signed and the contractor was expected to commence mobilization</li> </ul>
	The Provision, Installation and Maintenance of Solar Lights on Selected Streets/Roads in Freetown and Lungi-Tagrin Road (Phase II)	<ul style="list-style-type: none"> <li>• The Procurement committee met and made a decision to seek advice from the NPPA</li> <li>• Based on the number of street/roads involved, NPPA issued a no objection and advised that project be divided into two phases</li> <li>• A proposal was reviewed to incorporate a one-year maintenance period after installation</li> <li>• The financial commitment was sent a letter to MoFED through the MoWHI, however, no feedback was received</li> <li>• A contract was prepared and signed between SLRA and CSE for Phase 1 of the project</li> <li>• A request for advance or mobilization payment was submitted to SLRA which was processed and forwarded to MoFED via MoWHI. Now, the Authority is awaiting advance payment to be made upon the provision of guarantee and performance bond</li> <li>• Based on discussion between the MoFED and MoWHI, a resolution was reached and permission was granted for one of the contractors, Compagnie Sahelienne d'Enterprises (CSE), who provided and installed Solar Street Lights along the 2.2km of Hillside By-Pass Road Phase I, to submit a proposal to do the same for selected streets in Freetown.</li> </ul>

*Source:* Sierra Leone Roads Authority

## 6.4 Sea Transport

### *Sierra Leone Port Authority*

#### *Key Achievements in 2017*

As part of its transport policy and compliance with a productive and efficient contemporary trend in port management, the Government decided to privatise core mandates of the Sierra Leone Port Authority (SLPA) in 2010. This privatisation effort included outsourcing the container operations to Bollare Freetown Terminals Ltd (FTL) in 2011; the bulk and break - bulk operations to Nectar Sierra Leone Bulk Terminal (NSBT) in September 2015; and the ship repair facility to Holland Shipyards in 2014. The Cargo Tracking operations were also

outsourced to Transport and Port Management Systems (TPMS) in 2015. In compliance with GoSL's policy decision, the Authority developed a mechanism to accelerate effective and efficient port operations to improve productivity. This resulted in improvements in key industrial benchmarks, such as a significant reduction in vessel turnaround and dwell times. Furthermore, there was an overall improvement in cargo productivity. These improvements led to a significant reduction in operational costs, along with enhanced safety and security at the Port.

Along with the management improvements, the Port's infrastructure also saw dramatic enhancements. The main exit road of the Port previously in a deplorable state was renovated and became open to vehicular traffic. The Government through the SLPA and the National Commission for Privatisation (NCP) signed a 21-year agreement with the NSBT Company for the construction of a new multipurpose berth at the Queen Elizabeth II (QEII) Quay and preparation work was begun. The construction work is expected to be completed in 2020. The SLPA outsourced the construction of two new weigh bridges to the bulk terminal operators, NSBT, in compliance with the new International Maritime Organization (IMO) Safety of Life at Sea (SOLAS) Convention that came into effect in June 2017. The weigh bridges came into full operation at the end of 2017. A new container inspection facility was constructed at the quay to meet International Ship and Ports Facility Security (ISPS) Code's requirements. The new facility will help to reduce lengthy vehicular congestion at the port. A contract agreement was signed with a preferred bidder for the construction of a multi-purpose facility that includes a passenger waiting hall, conference room and a 20-bedroom lodging at the Kissy Ferry Terminal. Construction work on the multi-purpose facility was begun and is expected to be completed in 2020. Additionally, the rehabilitation of the Port's medical clinic was completed, in order to provide medical services to port staff and other users.

### ***Maritime Administration***

#### ***Key Achievements in 2017***

In 2017, a consultant was recruited to review the Sierra Leone Maritime Administration Act, the Merchant Shipping Act and the Maritime Zone Establishment Act. Similarly, the Maritime Legislations and the Maritime Pollution Act were drafted and were awaiting enactment by Parliament. A National Maritime Policy working document was developed and the Administration was working, in collaboration with the UNDP and the US Embassy, to develop a National Maritime Strategy (NMS). When the NMS is completed, it will be used to develop the National Maritime Policy.

The Administration procured 6,000 life jackets and distributed 4,026 of them to boat operators in riverine districts (North 1,760; Western Area 1,130; South 1,236). A desk review of the draft Human Resource Policy was completed by the Board of Directors, Management and experts from the Ministry of Labour and Social Security. Six Maritime Personnel benefited from short courses at the Regional Maritime University (RMU) in Ghana. The training and



certification of 672 Coxswains and vessel operators was undertaken nationwide in collaboration with the Ministry of Transport and Aviation and the World Bank. A three-week nationwide safety and security sensitisation campaign was conducted in the three riverine provinces: the South, the North and Western Area. Plans were underway for the procurement and installation of *aids to navigation* in the Shebro River. Additional support was outsourced from donors to complete the procurement process. The Administration undertook annual safety inspections of 450 vessels in the coastal and inland waterways. A total of 488 vessels were registered and licensed in 2017, which exceeded the target of 455 vessels. Preparations were begun for the construction of an additional Search and Rescue (SAR) coordination centre in Bonthe District.

In 2016, the Administration achieved Le 27.7 billion in total revenue, compared with a target of Le 28.9 billion. The revenue came from rent, registration and licensing of vessels and freight levy collection. The total revenue collected for 2017 was Le 34.4 billion, about 92.3 percent of the projected target of 37.4 billion through registration, licensing and freight levy, a 19 percent increase. In addition, the Administration formulated a robust debt collection taskforce to recover all outstanding debts owed to government.

### ***Sierra Leone National Shipping Company (SLNSC)***

#### ***Key achievements in 2017***

In 2017, the SLNSC secured a concession license for the provision of stevedoring services at the Queen Elizabeth II quay in partnership with Nectar Group Limited UK. A stevedore is a waterfront manual labourer that is involved in loading and unloading ships and trucks. The rehabilitation of the company's flat at its Scan Drive headquarters was completed. The Company increased the services that it provides in protection, indemnity and ship-to-ship transfer with a number of charterers (i.e. Nyala Shipping SA, Addax Energy SA and Mocoh Shipping SA). The clientele base in the clearing and forwarding departments was increased through the signing of contracts with UNFPA, UNDP, CRS and the National HIV/AIDS Secretariat. An institutional financial manual was developed to guide the company's financial undertakings. Staff salaries were increased by 15 percent to enable them to maintain the pace of wage growth in the country and to ensure that salaries are competitive with other companies in the shipping sector. About 90 percent of long outstanding debts owed to institutions and service providers were settled. This enhanced the debt profile of the Company. The company was also able to secure scholarships from the Chinese Embassy for four of its staff members to pursue short-term studies in China to boost their productivity.

### **Meteorological Agency (SLMET)**

#### ***Key achievements in 2017***

The Agency gradually digitalized the meteorological data in the newly established Climatological Office. The MESA (Monitoring Environment for Security in Africa) equipment was successfully installed at Lungi International Airport to help improve weather forecasting. The Agency continued to provide 24-hour weather forecast at Lungi International Airport to support the smooth operations of the Airport, as well as provided the public with timely weather forecast updates. Due to the August 2017 landslide disaster, the Agency invited a team of experts from the World Meteorological Organisation (WMO) to conduct a post-disaster assessment and make recommendations to the Government of Sierra Leone. The WMO was requested to assist the Agency in the development of a National Strategic Plan for the Meteorological Agency. With support from the UNDP through the Global Environment Facility (GEF) project, the Agency was able to send seven observers to Nigeria to undertake a one-year middle-level technician course. With similar support from the UNDP, the Agency procured a new Automatic Weather Station for Lungi International Airport. The rehabilitation of the Meteorological Head Office on Charlotte Street and the Lungi International Airport Forecast Office was ongoing.

## **6.6 Improving Information and Communication Technology (ICT)**

### ***Key policy measures, strategies and activities undertaken from 2017***

The Ministry of Information and Communication (MIC) finalised and validated the National ICT Policy, which was approved by Cabinet in 2017. Plans were underway to establish modalities to launch the policy and commence its implementation. The Ministry through Sierra Leone Cable Limited (SALCAB) extended the Government Platform to over 80 MDAs. These institutions were provided with broadband internet, as well as ICT infrastructure for data exchange. In collaboration with the West Africa Regional Communication Infrastructure Program (WARCIP), the Ministry was able to secure support from the World Bank and connected IP-Telephony in MDAs at the Youyi Building to easy voice communications within connected institutions. With similar support from the Bank, the Ministry provided broadband internet in ten secondary schools and ten universities across the country. The objective of this intervention was to enhance learning beyond the confines of the physical classrooms. Contract agreements were signed with contractors (ZTE Corporation) to revamp the Dedicated Security Information System (DSIS) at State House. Within the system, 24 cells out of 34 were up and running. The contractors were awaiting spare parts from abroad to operationalise the remaining cell sites. Preparation was begun for the Ministry to work with the Office of National Security (ONS) to review the management committee for the operations of DSIS. The roadmap for the migration from analogue to digital terrestrial television broadcasting was developed in accordance with the International Telecommunication Union G06 regulation. The House of Parliament approved the signed agreement with WTS Media Group to go commence implementation of the project; a feasibility study was carried out and discussions with the contractor was begun. The Ministry was awaiting support to commence implementation of the Project Management Unit. Regular weekly press conferences, TV/Radio programmes and monthly district town hall meetings

were conducted throughout the year to provide the public with access to government information, activities and plans. The Ministry through the Altitudinal and Behavioural Change (ABC) Secretariat conducted public education campaigns on mitigating politically motivated violence and enhancing political tolerance nationwide.

With support from stakeholders, the Ministry developed and validated the National Digital Broadcasting Policy and Migration Framework, and preparations underway to table the policy before Cabinet for approval. The main objective of the Policy was to direct the development of the Regulatory Framework to effectively harness the development of digital broadcasting. A cabinet memo was prepared for the establishment of an Internet Exchange Point to primarily keep local internet traffic within local infrastructure and to reduce the costs associated with traffic exchange between Internet Service Providers (ISPs). A National Records Management and Archive Policy was developed and presented to Parliament to be passed into law in 2017. Preparations to commence a review of the National Telecom Law of 2006 (which was amended in 2009 and 2014) was begun, to reflect the latest developments that have taken place in the sector and to incorporate other regional and international obligations. The Ministry started expansion of a broadband connectivity to MDAs and Local Councils, to extend the national fibre optic infrastructure to the remaining districts and major towns across the country.

### ***Challenges and Recommendations***

Below are some of the key challenges the ICT sector faces.

- Significant challenges resulted from the availability of annual and development budgetary support to carry out critical ICT projects and programmes that were essential towards achieving targets set out in the Agenda for Prosperity. Vital ICT projects and activities were stalled as a result of this.
- The Ministry encountered serious shortage of supply logistics, tools and equipment to effectively deliver its mandate and functions.
- There is insufficient office space to house its growing number of staff, which increasingly impeded their performance.
- It is important that staff receive regular training to build their capacity and improve their performance. However, funds are not available for the purpose of staff training.

### ***Recommendations***

- There is need for increased investment in ICT ventures to close the gap in quality broadband access and to significantly reduce the digital divide.
- There is also need to localize digital broadcasting across the four regions of the country to effectively communicate and interact with the indigenes through tailored TV programs in order to restore and preserve our socio-cultural values as a country.

- Government should enhance effective and effectual delivery of public service, all MDAs are to be fully connected to the national broadband service thus integrating electronic governance (e-governance) in the management and operations of the state.
- In an attempt to bringing the benefits of ICT to the doorstep of the people in every district, there is need to finalize the national Fibre Ring by expanding the backbone to the remaining major cities including Moyamba, Kabala, Kailahun and Pujehun.
- Under the Universal Access programme, Government should design and implement the last miles solutions for all 149 Chiefdoms to avail people with the innovate tools that ICT/Telecom provides irrespective of Geographic locations.
- As mentioned earlier, the should continue to hold discussions with development partners to translate the digital learning (e-learning) project from pilot to a full-blown project for learning institutions across the country.
- To make the public sector more effective and accountable, there is need to design and deploy e-Government services and applications to improved government productivity and performance and reduce cost.
- Government should endeavour to disburse the agreed allocation for the sector and should be done on a timely basis.
- There is need to recruit more technical staff for certain divisions within the ministry.

## **Chapter Seven: Pillar Five Labour and Employment**

Capacitating the labour force of Sierra Leone and working towards full employment is key to ensuring economic growth and promoting sustainable development. The Ministry of Labour and Social Security (MLSS) is the main institution responsible for developing and administering labour and social security regulations and policies, maintaining cordial industrial relations among operatives in the labour market, ensuring Occupational Health and Safety (OHS) in workplaces and providing social security in an effort to reduce poverty among the most vulnerable. The Ministry promotes a stable industrial climate through tripartite dialogue, ensures the highest standards of occupational health and safety in the workplace, facilitates access to employment and effectively manages social protection programmes, including for those with special needs (i.e. households below the poverty lines, the elderly and persons with disability). To enhance its work, the MLSS developed and implemented policies and programmes relating to employment creation, provision of social security, fostering harmonious industrial relations and strengthening the capacity of the labour administration.

### ***Key policy measures, strategies and activities undertaken in 2017***

A National Employment Policy, Strategy and Implementation Plan was developed, validated, approved and launched in May 2017. An Inter-Ministerial Committee was formed to provide directives and share information between stakeholders, MDAs and Cabinet. A programme to facilitate the popularisation of the National Employment Policy was developed and popularisation sessions for the Policy were successfully held in the South and the North Provinces.

In collaboration with social partners, the Joint National Negotiating Board (JNNB) successfully negotiated a review of the national minimum wage. After decades of having a minimum wage of Le 21,000, the review suggested an increase to Le 500,000 in 2016. An Integrated Labour Inspection Survey was carried out in 2017 to monitor and ensure compliance.

Preparation of the Sierra Leone Labour Migration Policy commenced in 2016. The Migration Policy was validated and approved by Cabinet in 2017. Plans were underway to print, launch and disseminate copies of the Policy to stakeholders and the general public to enhance its implementation. The ban placed on the recruitment of migrant workers was temporarily lifted in 2017, which enabled recruiting agencies with job orders to recruit and save young Sierra Leoneans from losing a potential opportunity abroad. Three registered operating companies were issued license to operate (Beowulf Worldwide SL Limited, Human Power Global SL Limited and the Unified Overseas Recruiting Company SL Limited). Forty-four Sierra Leoneans were recruited for employment in Dubai and Qatar by two of the aforementioned companies. Unified Overseas Recruitment Company recruited 20 taxi drivers and the Human Power Global SL Limited recruited 24 construction workers.

Following Cabinet's approval in March 2015, work commenced on the review of the labour laws which will be consolidated into five legal instruments: the Employment Act, the Industrial Relations Act, the Workers' Compensation Act, the Occupational Safety and Health Act and the Work Permit Act. In 2017, the tripartite body, the Joint Consultative Committee (JCC), comprising of members from the Sierra Leone Labour Congress, the Sierra Leone Employers Federation and the MLSS was reconstituted and work progressed unhindered. The consolidated draft was shared with the ILO for comments. Subsequently, it was submitted to the Attorney General and Minister of Justice for drafting into legislation.

The oversight responsibility of the National Social Security and Insurance Trust (NASSIT) was strengthened. Measures were taken to reintroduce the periodic meetings between the NASSIT Board of Trustees and the Senior Management Team of MLSS. This was intended to create an enabling environment to keep the Ministry abreast with developments within NASSIT. The Factory Inspectorate Division inspected 680 Factories in 2017, whilst 850 factories registered or renewed their registration within the same period. This contributed to the reduction of accidents and disasters at workplaces as only two accident cases were reported in 2017. In addition, 147 artisans/apprentices were examined and awarded Trade Test Certificates by the Factory Inspectorate Division.

Industrial harmony was enhanced through regular labour inspections and the settlement of labour disputes. Approximately 98 industrial matters were reported to the Ministry since the start of 2017. Out of these 98 cases, 45 cases were resolved within the Ministry, whilst 53 remained pending. With respect to matters referred to the industrial court, seven were concluded, whilst six were ongoing. The drop in industrial complaints was associated with the regular integrated labour inspections and labour education programmes, which were conducted for employers and employees. Approximately Le7 billion were paid to employees as end of service benefits, workers compensation benefits and back log salaries through the Ministry and the Industrial Court's mediation efforts. The Ministry through the National Social Safety Net Scheme commenced work on a policy for the elderly. The main objective going forward is to

provide legitimacy and direction to the safety net scheme. The contract for the establishment of a Labour Market Information System (LMIS) was awarded to a company called Lamtech and the consultant commenced work on the establishment of the LMIS, which is intended to provide real-time information to policy makers, academics and tertiary institutions on the trends in Sierra Leone's labour market.

In June 2017, the Ministry procured and delivered Personal Protective Equipment (PPEs) to the Occupational Health and Safety Department. Additionally, desktop computers, printers, furniture and other basic working tools were distributed to the regional offices in Makeni, Bo, Kenema, at Cline Town and in Kono District. Strides were underway to train staff especially the middle-level cadre. The Ministry benefited from short-term courses in the People's Republic of China as two labour officers were trained in development and machinery industry in July and August 2017. Other staff also benefited from additional trainings: workshop on the protection of rights for migrant workers and their families and another on the promotion of peaceful co-existence and protection against exploitation and xenophobia (May 2017). The Senior Occupational Health and Safety Officer participated in an Analytical Chemistry course conducted from May to June, 2017 at the Protechnik Laboratories in Pretoria, South Africa. Five senior officers also benefitted from an ILO training on improving access to financial and non-financial services for micro and small enterprises conducted in July, 2017. Three labour officers participated in a Monitoring and Evaluation (M&E) training organised by GIZ in July, 2017. The Ministry partnered with the National Commission for Children and the National Commission for Persons with Disability to commemorate the World Day against Child Labour in June 2017.

### ***Challenges and recommendations***

The Ministry of Labour and Social Security faces serious challenge in the execution of its mandate at both the central and local level. If these challenges are properly addressed, it will enhance the Ministry's capacity to delivery efficiently:

- There is serious lack of coordination and information sharing among MDAs; responsible for job creation and employment promotion;
  - Inadequate funding and technical capacity to conduct establishment surveys;
  - Deficient support to the regional labour offices and employment centres to collect relevant labour data to supply the headquarter;
  - Insufficient support to the Ministry in terms of modern tools and technical equipment to conduct Labour and Occupational Safety and Health (OSH) inspections;
  - Obsolete labour laws that adversely affect labour administration;
  - The Ministry is unable to collate, store and share labour data with key policy makers without a coordination framework;
- The inability to produce relevant labour data due to fact that it lacks the resources and technical skills to conduct establishment surveys;

- There is need to review the labour laws to respond to current and emerging trends in the labour market.

### ***Recommendations***

Given the aforementioned challenges, the following are recommended for Government/partners intervention:

- Establish a coordination framework for the implementation of policies and programmes in the Labour and Employment sector and the Social Protection sector;
- Identify focal persons and task them to update the ministry with relevant information on the two main policy areas (Labour and Employment and Social Protection) and convene coordination sessions to support the work of the coordination framework;
- Provide skills training in surveys, data collection and management for core Ministry staff to enhance service delivery;
- Provide funding to support coordination sessions, skills training and execution of labour market surveys
- Provide funds to support the operationalisation of the Labour Market Information System;
- Support the Ministry to conduct Labour Inspections and Occupational Safety and Health (OSH) inspections;
- Provide modern tools and technical equipment to the Occupational Safety and Health Department to enhance its OSH inspections;
- Carry out a Labour Force Survey;
- Support the implementation of the National Strategy on Productivity Improvement and Management as part of the Implementation Plan of the NEP;
- Develop an Employment Creation and SME department within the MLSS;
- Strengthen Employment Centre services across the country;
- Map the informal economy;
- Streamline National Social Protection and Management



## Chapter Eight: Pillar Six Strengthening Social Protection

### 8.1 National Social Security and Insurance Trust

The National Social Security and Insurance Trust (NASSIT) is a statutory public trust charged with the responsibility of administering Sierra Leone’s National Pension Scheme. The mandate of NASSIT is to ensure that all members and their families enjoy adequate basic protection from a number of financial hazards. These include income replacement to dependants when a worker (member) dies, becomes disabled, or retires. The scheme is a “defined benefit social insurance scheme” where members contribute during their working life and are paid benefits at the onset of any of the three contingencies of old age, invalidity and death. To achieve its sectoral policy objectives, NASSIT implemented programmes and activities relating to the provision of universal social protection for all Sierra Leoneans as well as the expansion of social security coverage in 2017.

A summary of progress made in the sector in 2017 is presented in Table 8.1. The number of active public sector employees registered with NASSIT dropped from 77,198 in 2016 to 75,311 in 2017, about 4 percent decrease. This was partially due to the rightsizing of the civil service in 2016 and 2017. The number of private sector employees increased by 6 percent, recording a total of 157,520 in 2017 from 148,309 in 2016 and the number self-employed/informal workers increased from 2,267 in 2016 to 2,621 in 2017, about 15 percent increase. The establishment of the Social Health Insurance Scheme and the attractive Scheme for Informal Sector Workers presently stands at 75 and 50 percent completion rate, respectively. Additional analysis on these are elaborated below.

*Table 8.1: Status of key indicators in the sector*

Indicator	Baseline 2013	2014	2015	2016	2017
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Coverage of NASSIT					
• Public Sector employees	80,607	86,284	82,247	77,198	75,311
• Private sector employees	122,862	134,685	141,146	148,309	157,520
• Self-employed/ Informal workers	1,773	1,825	1,982	2,267	2,621
Establishing a Social Health Insurance (SLeSHI) Scheme	7% completion	10% completion	30% completion	40% completion	75 % completion
Establishing an attractive Scheme for Informal Sector Workers	10% completion	15% completion	30% completion	40% completion	50% completion

*Source:* National Social Security and Insurance Trust

### ***Key policy measures, strategies and activities undertaken in 2017***

Following study visits to Social Health Insurance Schemes in Ghana, Tanzania, Rwanda and Thailand by the SLeSHI Technical Committee, NASSIT Management in collaboration with the Board of Trustees carried out a survey, “Willingness to JOIN & PAY for Social Health Insurance Scheme among Households in the Informal Sector in Sierra Leone”. The report of the survey was used as a guide to inform the establishment of the Sierra Leone Social Health Insurance Scheme (SLeSHI). The SLeSHI Coordinating Team presented the SLeSHI concept paper and the status update on the Health Insurance Option in Sierra Leone to the former President and Cabinet Ministers. The objective was to gain political will for the SLeSHI project. A roadmap detailing a step-by-step approach to the implementation of the SLeSHI project was developed and presented to the Minister of Labour and Social Security. The SLeSHI Coordinating Team facilitated the inception actuarial valuation exercise. The Final Actuarial Valuation report was launched in 2017 and the Coordinating Team in collaboration with other stakeholders carried out nationwide consultations with local authorities. The Team in collaboration with the Ministry of Health and Sanitation also carried out a nationwide assessment of the current health infrastructure in the country. In December, 2017 the House of Parliament passed the Act that will govern the Social Health Insurance Scheme and official launching of the Scheme is scheduled for the 1<sup>st</sup> quarter of 2018.

In 2013, the National Social Security and Insurance Trust developed a pilot report on the Social Security Priority and Needs Survey. The survey is the first sampling survey of its kind to be carried out by NASSIT. Its aim was to provide some insight into the risk priority and social security needs of informal sector workers, who are largely without social security. In 2015, a nationwide survey on Informal Sector workers was carried out reflecting the views of stakeholders in designing the proposed scheme and the willingness of respondents to join the scheme. The Technical Committee on the proposed Informal Sector Scheme carried out a consultative conference in all regions across the country and the Blueprint that will guide the implementation of the proposed Informal Sector Scheme was developed in 2017.

### ***Challenges and recommendations***

Social security organisations like all financial institutions worldwide grapple with many challenges. The primary challenge for NASSIT is the informal nature of the Sierra Leone

economy. The composition of the economy of Sierra Leone is primarily rudimentary with retail trading and subsistence agriculture employing the bulk of the labour force. Such an arrangement creates a large presence of self-employed/informal/domestic workers that have the potential to threaten coverage and expansion. Although a considerable number of institutions and employees are members of the current NASSIT Scheme, there is much left to do to bring informal sector participants and the self-employed into the Scheme.

### ***Lessons learned***

Some the lessons learned during the implementation of programmes and activities are:

- The extremely poor are mainly found in the informal sector of the economy;
- That the Sierra Leone's informal sector accounts for more than half of the annual Gross Domestic Product (GDP) of the country;
- That the informal sector constitutes over 90 percent of the active workforce in the Social Health Insurance (SLeSHI) Scheme;
- That the SLeSHI has the potential to be an effective tool to promote social cohesion and reduce poverty;
- That the SLeSHI may mitigate health risks not covered by the current NASSIT Scheme and may improve labour productivity; and
- Progress with the implementation of the proposed Informal Sector Scheme was slowed down due to poor disbursement of funds from the Ministry of Finance and Economic Development.

### ***Recommendations***

- The Ministry of Finance and Economic Development should assist with seed money for the proposed schemes;
- Government/development partners to assist with capacity building of teen staff members in the institution;
- Coordination and data sharing should be strengthened within the public sector to ease delivery of services.

## **8.2 National Commission for Social Action**

The statutory mandate of the National Commission for Social Action (NaCSA) is to promote community-based demand-driven sustainable development activities, which lead to the alleviation of poverty and reduction and the threat of renewed conflict. The Commission works in cooperation with NGOs, relevant MDAs and private sector partners to fulfil its mandate. The Commission's principal sectoral policy objectives for 2017 were to promote social and economic service delivery to the poorest and most vulnerable. It is important that these populations are afforded an equal opportunity to basic services.

The Commission's work ranges from building feeder roads to labour-intensive projects to

cash and in-kind transfers. Table 8.2 below presents a summary of progress made in the sector in 2017. The total length of feeder roads constructed by NaCSA between 2013 and 2016 was 436.5km, this rose to 539.3km in 2017. A total of 102.8 km was rehabilitated in 2017 in three piloted districts (Kailahun, Kono and Koinadugu), thereby meeting its target for the year. The figure however fell short of the total length constructed or rehabilitated in 2016 (131.5 km), about 20 percent less. Through the Labour Intensive Public Works (LIPW) project, the Commission provided temporary employment to 10,845 youths in Moyamba, Kono, Bombali and Western Area. This resulted in a cumulative total of 15,549 youths employed in these districts between 2013 and 2016. This figure rose to 20,370 in 2017, exceeding its target of 20,076 by 1 percent. The total number employed in 2017 exceeded the total in 2016 (15,549), over a 31 percent increase. Basic social protection packages were provided to 29,560 women in Kono, Bombali, Moyamba, Western Area Rural, Port Loko, Bo, Kenema, Tonkolili and Kailahun in 2017, exceeding its target of 21,083 women by about 40 percent. The Commission provided cash and in-kind packages to poor and vulnerable households during the period of emergency and early recovery of the floods and mudslide disaster. However, this figure fell below the target of 1,905 persons, mainly as a result of poor coordination and limited resources. A residual caseload of 9,654 out of 16,219 female war victims of sexual violence were physically re-verified by NaCSA in the Western Area, Southern, Eastern and Northern Regions for a one-off rehabilitation grant. This figure fell below the targeted amount of 16,219 female war victims by about 41 percent.

**Table 8.2: Status of key indicators in the sector**

Indicator	Baseline 2013	2014	2015	2016	2017	
					Target	Status
Public Works (Feeder and Town roads rehabilitated)	*	115.5 km Koinadugu & Kailahun Districts	189.5 km Kono, Kailahun and Koinadugu Districts	131.5 km Kono, Kailahun and Koinadugu Districts	102.8 km Kono, Kailahun and Koinadugu Districts	102.8 km Kono, Kailahun and Koinadugu Districts
Labour Intensive Public Works	6000 youths temporarily employed for 3 months and 4,960 commenced employment under the YESP/CFW project in 2013	NaCSA created temporary employment lasting for 2 months for 4,960 youths	Provided 5,600 unemployed youth with short-term employment through the Labour Intensive Public Works (LIPW) in targeted project districts of Moyamba, Bombali, Kono and Western Rural	LIPW Project provided temporal employment for 10,845 youths, giving a cumulative total of 15,549 youths in Moyamba, Kono, Bombali and Western Rural districts by Dec 2016	26,076 Kono, Kailahun and Koinadugu Districts	20,370 Kono, Kailahun and Koinadugu Districts

Provide basic social protection packages for disadvantaged women and the disabled	0	1,469 women	13,547 Women	5,106 women	21,083 women Kono, Bombali, Moyamba, Western Area Rural, Port Loko, Bo, Kenema, Tonkolili, and Kailahun	29,560 women Kono, Bombali, Moyamba, Western Area Rural, Port Loko, Bo, Kenema, Tonkolili, and Kailahun
Provide cash and in-kind packages for poor and vulnerable households and communities during periods of emergency and early recovery	0	0	171,932 Countrywide	*	1,905 Western Area Rural	1,850 Western Area Rural
Physically re-verify female war victims of sexual violence and war widows	*	*	*	*	16,219 women Western Area, Southern, Eastern and Northern Regions	9,654 women Western Area, Southern, Eastern and Northern Regions

*Source:* National Commission for Social Action

### ***Key Policy Measures, Strategies and Activities undertaken in 2017***

The Commission in its labour intensive public works programme improved 106.8km of feeder roads between food production areas and markets, which also created temporary employment for 20,370 youths. To further improve livelihoods through income generation, support was provided to promote and enhance value-added activities for agricultural goods, by securing funding for the requisite infrastructure for six selected value chains and other agro-processing facilities in the country. The Commission provided support for the engagement of 32 Micro Enterprise Groups (MEGs) and 118 Self Help Affinity Groups in livelihood activities. In an effort to build resilience to withstand price shocks, the Commission provided micro grants, loans and mentorship support to 2,360 vulnerable women in 118 Self Help Affinity Groups (SAGs) across the country. Over 32 Micro Enterprise Groups (MEGs) comprising of 640 beneficiaries were also supported and provided with grants and handholding support in financial literacy.

In addition, the Commission secured funds from the Islamic Development Bank (IDB) to support the formation of 400 new SAGs and 320 new MEGs across the country. Between the 3<sup>rd</sup> October and 5<sup>th</sup> November 2017, four consultants from an Indian consultancy company,

MYRADA, visited Sierra Leone and conducted Training of Trainers (ToT) for 60 NaCSA staff, facilitated the formulation of 26 new SAGs, six SAG federations and trained 60 book writers in SAG book keeping in four districts (Moyamba, Tonkolili, Port Loko and Kenema).

In line with its mandate of providing relief and resettlement, the Commission provided protection support to survivors of the 14<sup>th</sup> August 2017 landslide by leading and coordinating the Shelter Pillar Working Group. NaCSA coordinated the management and administration of two transit centres at Old Skool and Juba Barracks in Freetown for an estimated 1,905 survivors. The Commission facilitated unconditional cash transfers to the aforementioned survivors.

A total of Le 42 million in cash grants was provided to 84 exempted Liberian refugee family heads and other nationals in the Western Area as business support for Cash Based Interventions (CBIs). The Commission, through its the Relief and Resettlement Programme, trained 84 refugee families residing in the refugee settlements in Taiama, Jimmi Gbargbo, Bandajuma Sowa, Gerihun, Jembeh, Largo Tobanda and Gondama. The families were trained in financial literacy and business management. Each household was provided with a cash transfer of one million Leones.

To strengthen community resilience, the Commission secured funding to support the public health and education sectors for the provision of modern health facilities and schools in four districts under the Growth Poles Project. Cash transfers were disbursed to 29,560 extremely poor beneficiary households with a Social Security Number (SSN) in nine districts (Kono, Bombali, Moyamba, Western Area Rural, Port Loko, Bo, Kenema, Tonkolili, and Kailahun). Furthermore, as part of the Government's commitment to the recommendations of the Truth and Reconciliation Commission's (TRC) report, a residual caseload of 9,654 out of 16,219 female war victims of sexual violence were physically re-verified by NaCSA in the Western Area, Southern, Eastern and Northern Regions for a one-off rehabilitation grant from the Government of Sierra Leone. In 2018, the Commission intends to deal with the remaining 10,979 sexually violated victims and war widows from Bombali, Kambia, Koinadugu, Port Loko and the remaining chiefdoms in Tonkolili district for a possible rehabilitation grant. An eight-person delegation from the Republic of Gambia visited the Commission in August 2017 on a study tour to learn best practices from Sierra Leone's reparations programme.

### ***Lessons Learnt***

There are two notable lessons pertaining to cash transfers and beneficiary selection:

- **Cash Transfers:** The cash transfer project can contribute to broad, substantial improvement in household food security and livelihoods as shown by the impact evaluation conducted by the World Bank.

- **Beneficiary selection:** The increased involvement of community persons with basic literacy skills has been critical in setting up community structures. The attainment of basic literacy skills was never considered a criterion during the initial selection of Community Identification Committees (CICs) members to support the implementation of the Social Safety Nets Project (SSNP). This led to the selection of many illiterate people making it difficult to absorb basic concepts in the implementation process. In the future, only people who can read and write should be considered to ensure effective implementation of such a project.

### *Challenges and recommendations*

The Commission faced minimal internal, but substantial external challenges in 2017 that affected the attainment of strategic programme objectives and planned outcomes. Some of the key challenges faced by NaCSA during this period include:

- Difficulty in accessing adequate government counterpart funding.
- Economic downturn leading to the adoption of austerity measures by the Government that adversely affected the implementation of several programmes/projects.
- Managing the high expectations of communities for NaCSA programmes.
- Delay in the disbursement of funds from some donors due to procedural glitches in the implementation of the Sierra Leone Community-Driven Development (SLCDD) II project.
- Minimal cooperation from some MDAs in coordinating the delivery of social services projects.
- Difficulty in mobilizing financial resources to address the needs of the residual caseload of Victims of Sexual Violence (VSV) and War Widows within the war reparations programme.
- Comparatively inadequate institutional capacity to address the huge logistical requirements.
- Inadequate technical staff, in terms of numbers and motivation, due to low remuneration packages.
- Unwillingness on the part of the exempted Liberian refugees to opt for the available two durable solutions (local integration or voluntarily repatriation), which pose a great challenge to the entire NaCSA.

### *Recommendations*

The Commission has the following recommendations:

- Government to ensure prompt payment of counterpart funding.
- Timely disbursement of funds by donors for project implementation within agreed timelines.
- Donors/Government to increase logistical inputs to the Commission to support project implementation across the country.
- NaCSA be accorded a perpetual operational mandate as a Commission after 2018.



## Chapter Nine: Pillar Seven Governance and Public Sector Reform

### 9.1 Anti-corruption Commission

The Government had stayed the course to fighting corruption during implementation of the AfP. It was identified that a major risk to achieving the country's vision of becoming middle income by 2035 was the effect of corruption on national development programmes. The AfP emphasised the need for good governance and justice in ensuring a transparent and accountable governance systems. The National Anti-Corruption Strategy incorporated policies to align corruption control interventions with the Agenda for Prosperity's pillars and build on the policy triangle of growth, poverty reduction and governance. The rationale for linking corruption control with the AfP was as a result of the huge financial and human resource wastage in public sector management and the shortage of resources for development activities. In this regard, the Anti-Corruption Commission implemented programmes and activities that were geared towards achieving its stated sector objectives in the AfP.

Table 9.1 present summary of status of progress made by the sector in 2017 as measured by the indicators in the table. The 2017 Transparency International (TI) report on Corruption Perception Index (CPI) indicated no change in ratings from 2016 to 2017. The Country's rating remained at 30 point on a scale of 0 (highly corrupt) to 100 (low corruption). This means Sierra Leone's performance between 2016 and 2017 was a marginal improvement from 2015 levels. Despite the country's limited progress on TI rankings, Sierra Leone scored 53 percent on control of corruption under the Millennium Challenge Cooperation in 2017 as compare to 16 percent in 2016.

Between 2016 and 2017, the number of cases brought to closure increased progressively from 92 to 111, however, the 2015 figures recorded the highest cases recommended for closure. The records indicated that the set target of 100 was met and exceeded. It should also be worth noting that, cases of mal-administration reported to the Commission were referred to the appropriate institutions for actions whilst some cases were kept in view for want of adequate evidence.

In terms of conviction on ACC cases, there is decrease in the number of convicted cases compares to the preceding year; nonetheless, the number of acquittals for the period under review remained the same as compare to 2016. On average the amount of revenue generated from recovery in 2017 saw an increase as against 2016 and yet much lower than that of the baseline year of 2013. However, amount of recovery depends on the nature of offence and total amount misappropriated.

During the period under review there was a marginal increase of practically no recruitment process in 2017 due to government moratorium on recruitment as austerity measures across the public sector. From the indicator table, there was slight drop of staff in 2016, largely owing to staff attrition caused by retirements, dismissals, disciplinary actions and

resignations. However, the ACC may fill in these vacancies through government support in its drive to strengthen the institution and achieve its targets.

**Table 9.1: Status of key indicators in the sector**

Indicator	Baseline 2013	2014	2015	2016	2017	
					Target Status	Status
Corruption perception index	30	31	29	30	Not available	30
Number of corruption cases brought to closure	43	77	120	92	100	111
Number of convicted cases	6	6	1	11	Not available	9
Number of non- convicted cases	0	0	3	1	Not available	1
Amount of revenue recollected and recovered by government from corrupt practices	Le 1,608,981,911	Le 725,040,000	Le 68,917,000	Le 474,069,365	Not Applicable	Le 953,988,000
Number of ACC staff position filled and functional	193	194	203	193	Nil	194

*Source:* Anti-corruption commission

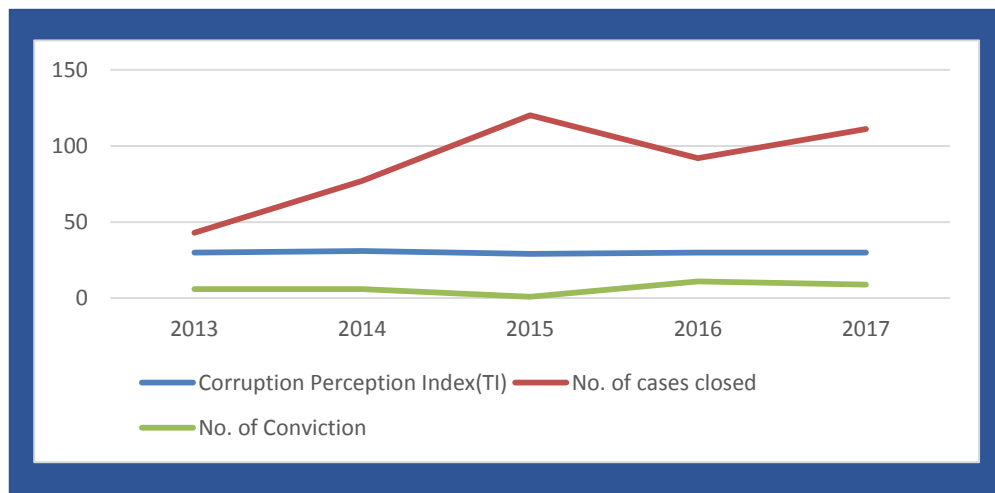
### **Key policy measures, strategies and activities in 2017**

The Anti-Corruption Commission (ACC) established Memorandums of Understandings with several accountability institutions in order to coordinate and ensure complementarity in the fight against corruption in 2017. Governance institutions such as the Transparency and Accountability Committee in Parliament; Audit Service Sierra Leone; HRMO; SLIEPA to name but a few. The Commission strengthened the asset, income and liability declaration regime for public officers across all levels of the public service. An online declaration of assets was introduced, which enabled public servants to more easily declare their assets. The Commission took leadership in the production of Citizens Service Charters for service delivery in MDAs. This was as a result of systems reviews conducted in MDAs. The review reports revealed that most citizens were unaware of services delivered by MDAs and the cost of those services.

The Anti-Corruption Policies were also developed in selected MDAs (the Ministries of Education, Health, Water Resources, Mineral Resources, SLRSA, Agriculture, etc.), in order to enable them to take the onus in the fight against corruption.

The ACC in collaboration with DFID launched a reporting platform called ‘Pay No Bribe’ in 2017 to collect statistical data on bribery. The platform strengthened and empowered citizens to report their experiences of bribery in service delivery sectors such as health, education, electricity and water. The Commission introduced the idea of Integrity Pacts and Pledges by public officials to demonstrate a high level of integrity in the workplace. The Commission engaged in routine overt operations in different government revenue generating institutions such as the Immigration Department, Births and Deaths, National Registration Secretariat, Customs Services at key border posts and the Queen Elizabeth II Quay. These interventions

created a positive impact on revenue mobilization and enhanced a culture of accountability. Through investigations, the ACC recovered large quantities of stolen funds from convicted government officials or from out-of-court settlements. From 2013 to 2017, the ACC recovered Le 3.8 billion.



**Figure 9.1: Progress trend in the fight against Corruption in Sierra Leone**

The Commission in 2017 continued to monitor the implementation of the MOU between the National Revenue Authority (NRA) and commercial banks. This MOU requires revenue collected be remitted to the Central Bank within 24 hours. An Integrity Pact was introduced to hold government officials and third-party contractors accountable to the terms of government contracts. The Commission conducted a systems and processes review at the Customs and Excise Department of the NRA and the Ministry of Fisheries and Marine Resources, respectively. This review was designed to maximise the revenue generation capabilities of both institutions. A service charters was introduced in all 19 local councils to address the issue of wastages and help to define roles and responsibilities in service provision. Training was conducted for senior staff and management of Local Councils on policy formulation and policy implementation, in order to enhance their decision-making capabilities. The Commission monitored the allocation and expenditure of funds to Local Councils and carried out a system and processes review in the Ministry of Local Government and all 19 Local Councils.

The Commission conducted many trainings and capacity building exercises for its staff members in 2017. There were routine promotions accompanied by incremental remuneration increases for staff members.

The Commission presently has regional offices in all regions and a functional sub-regional office in Kono, which is led by a manager along with core support staff. Plans are underway to expand to all districts across the country. The ACC developed and produced an advisory opinion report on the first Extractive Industries Transparency Initiative (EITI) report and actively participated in the development of the beneficial ownership roadmap for the country.

It also carried out a system and processes review in the Ministry of Lands to ensure transparency and accountability in the management of land resources, thereby reducing opportunities for corruption. Lastly, the Commission secured a seat on the Land Policy and Planning Committee to ensure implementation of the Land Policy along with other recommendations from the system review.

### ***Challenges and recommendations***

- The reluctant behaviour of some public officials causes undue delays in their response to official requests made by the ACC.
- There is evidence of non-compliance to the systems and processes review report recommendations, which are design to reduce corruption vulnerabilities in MDAs.
- The ACC is grossly under-staffed considering the national coverage of the work. In most of the critical Directorates, there is significant pressure on existing staff members.
- There are delays in the prosecution of cases in court. This is evident in the fact that there remain matters before the High Court, Appeal Court or the Supreme Court without a hearing or a judgement. In some instances, cases had to be reopened, due to changes in the trial judge.
- As a means of ensuring speedy trial and developing the jurisprudence on anti-corruption, the ACC is working with the judiciary and the Law Officers Department to establish a special division within the High Court for anti-corruption cases.
- The ACC continues to operate with inadequate office accommodation in a privately rented facility. The facility rental absorbs a substantial proportion of the Commission's budgetary provision with implications for expenditure in many other critical areas of the Commission's work.

## **9.2 Audit services Sierra Leone**

The Audit Service Sierra Leone (ASSL) over the years has made significant contributions to strengthen governance and accountability by undertaking effective and efficient audit services for the Government. Using an audit planning system and a risk-based audit approach, ASSL increased its financial and compliance audit coverage. In an effort to further enhance accountability and governance, the Department implemented programmes and projects to achieve the following objectives as stated in the AFP:

- to strengthen the Institution
- to build the capacity of Audit Service Sierra Leone
- to enhance the impact of public resources
- to enhance monitoring of donor funds
- to disseminate the Auditor General's report to the general public in collaboration with the media, non-state actors and civil society

Table 9.1 presents summary of status of progress made in the sector from 2013 to 2017. The total number of streamlined ASSL functions increased gradually since 2013; the total amount rose to 5 in 2015 compared to 4 in 2015, and remained same in 2017, however not achieving the stated target of 7. The number of technical staff saw massive growth in 2014, recording a total of 120 compared to a total of 70 in 2013, almost doubling the amount; this remained same onto 2017, the target of 150 was also not achieved. The proportion of cases dealt with per total cases prosecuted rose to 85 percent in 2017 compared to 75 percent in 2015. Details of other achievements made in the sector are highlighted in the next section.

**Table 9.2: Status of key indicators in the sector**

Indicators	Baseline 2013	2014	2015	2016	2017	
					Target	Status
Number of streamlined ASSL Functions	3	3	4	5	7	5
Number of technical staff employed in ASSL	70	120	120	120	150	120
Proportion of cases dealt with by the ASSL (Percentage of Government Expenditure)	70%	70%	75%	85%	90%	85%

*Source:* Audit Service Sierra Leone

### ***Key policy measures, strategies and activities undertaken in 2017***

The ASSL received support from the Consolidated Revenue Fund (CRF) to carry out its daily operations. Unfortunately, funds were not made available to commence construction of a new office building. No renovations have been made since 2011 and the building is in a dilapidated state. The ASSL continued to work with the Public Accounts Committee (PAC) before, during and after public hearings. A special chapter of the Auditor General's (AG) annual report was updated on the status of audit recommendations was updated on status of implementation of audit recommendations into major MDAs. ASSL expanded audit coverage to 85 percent in 2016. It faced resistance in obtaining the performance management contracts as vote controllers were reluctant to submit documents for review. The ASSL undertook a few specialised audits in Procurement, Environment and IT, despite the limited number of staff due to inadequate office space. Staff retention was maximised, which led to an increase in the number of professional staff from 1 in 2007 to 25 professionally qualified staff by the end of 2017. There are more than 50 staff members with a Master's Degree in various financial and audit disciplines. A fully functioning performance management system was put in place. The ASSL continued to work with Non-State Actors (NSAs) in the dissemination of its report. The AG's report is now available online (<http://www.auditservice.gov.sl/>) in an abridged version for easy comprehension by the public at large. The Department was actively seeking support to conduct the annual survey to understand public perception on the relevance and quality of the ASSL report, but no funds were granted.

### ***Challenges and recommendations***

Two major issues the institution is grappling with is the lack of proper office accommodation for the increasing number of staff members. This makes internal management, communications and supervision significantly more difficult. The poor implementation of Audit recommendations is another challenge that requires greater attention. The institution faces difficulties in fulfilling its audit mandate, due to the number of entities that do not produce or submit financial statements on time for an audit. ASSL encounters problems in obtaining requested information (records and documents) from auditees in a timely manner. Another challenge is that some institutions fail to implement audit recommendations to enhance operations, so the same issues are reported year after year.

### **9.3 Public Service Reform**

The public sector in Sierra Leone covers a wide variety of actors, including the civil service, judicial service, local government service, security sector, Parliamentary service, other governance institutions, semi-autonomous agencies that receive partial funding from the government and the growing body of public non-state institutions. The public sector translates policies and programmes into tangible outputs for the people of Sierra Leone. The Public Sector Reform Unit (PSRU) is responsible for coordinating public sector service delivery and performance. The PSRU implemented programmes and activities to ensure an accountable and efficient public service that is perceived as citizen-friendly and providing enhanced public services to all Sierra Leoneans.

#### ***Key policy measures, strategies and activities undertaken in 2017***

In order to enhance the quality of the public sector in Sierra Leone, the consulting firm KPMG was enlisted for advice. In October 2017, KPMG held a final de-briefing session on their recommendations at HRMO. Representatives from other implementing agencies were in attendance. With the aim of improving the competitiveness and quality of the civil service, the following recommendations were made to improve the civil service pay structure:

- Establish a committee or taskforce to map out strategies to implement the recommendations from the KPMG report. HRMO, as the environmental manager for the civil service and the institution mandated to conduct ongoing job evaluation and labour market surveys, is well placed to establish this committee.
- The Ministry of Labour and the unions should be invited to all subsequent meetings related to the implementation of the recommendations from the KPMG report.

KPMG submitted all relevant reports under the contract to provide consultancy services for the Job Evaluation and Labour Market Survey. These together with a proposed new Pay and Grading structure for the civil service were circulated to leadership. Since then, no objections have been raised.

The Government of Sierra Leone has hired Ghana's Fair Wages and Salaries Commission as a quality assurance consulting firm. During the Commission's last visit to Sierra Leone, they emphasised the need for MoFED to establish a small taskforce comprising of a small number of senior MoFED staff to identify various options for the pay structure and to run financial scenarios for each option. It was recommended that the Public Service Commission and HRMO be consulted regarding the preferred options (i.e. a focus on Grade 6-10). It was advised that access to this sensitive information be limited, in order to manage expectations.

The National Policy on the Absorption of Local Technical Assistants (LTAs) into the Sierra Leone Civil Service was approved by the Civil Service Steering Committee (CSSC) in August 2016. The PSC was awaiting the list of outstanding LTAs from HRMO and it was in the process of developing an action plan for mainstreaming. The verification protocol of the mainstreaming was to be done against a list of named LTAs with agreement between GoSL and the World Bank. This list was to be compiled at the start of the project, in line with the approved National Policy. However, mainstreaming of those LTAs was completed in 2015/16 before the Policy was approved. GoSL made a formal project extension request and a number of informal requests to replace the agreed list with LTAs in other MDAs. The request was not accepted and the Work Bank Task Team Leader (TTL) advised that this disbursement-linked indicator (DLI) was not going to be met. The purpose of this indicator is to improve the performance and productivity of MDAs and individual public servants. It requires a two-step verification by the Cabinet Secretariat team in compliance with the CSSC approved performance management process by HRMO, as well as by an independent third-party consultant. The DLI was assessed for a disbursement of 1 million USD in 2017 on verification by a third-party consultant, this DLI was not met. It was, however, agreed that another attempt could be made as part of the project extension. 140 civil servants were eligible to sign performance contracts with the Secretary to Cabinet. Some were unable to sign due to personal reasons (postings, illness, death, etc.). The last World Bank mission pointed out that all human resource management processes, such as assessments, could be more effectively managed electronically. In the end, 125 civil servants signed performance contracts with the Cabinet Secretary. Out of the 125 contracts, the Cabinet Secretariat team conducted 40 annual reviews.

During 2017, the World Bank disbursed a total of 2.5 million USD upon completion and verification of two additional DLIs (2 million USD for the 2 DLIs and 0.5 million USD as a final payment after project restructuring of DLI 2.4). To date, total disbursement to the project stands at 12.7 million USD. This is 74.6 percent of the project total which leaves an outstanding balance of 4.3 million USD.

Though challenges remain, the project recorded significant gains: i) recruitment and staffing; and ii) performance management and accountability. Both of these successes were key requirements for the achievement of the project development objective (PDO). More

specifically, the objective was to improve competitiveness in pay, performance management and accountability, and increase recruitment of middle and senior staff in the civil service in Sierra Leone. A comprehensive job evaluation, with recommended grading and salary structures is to be developed for the Sierra Leone Civil Service and is expected to commence in 2018.

### ***Challenges and recommendations***

- Coordination and collaboration remained a challenge, particularly in relation to securing the attendance of strategic leaders and senior decision-makers at meetings.
- The perennial challenge of consistent and timely funding remains.
- The requirement of attitudinal and behavioural change in the public service is critical.
- Mandates often overlap and remain unclear amongst the various reform institutions.
- The present Public Sector Reform Unit (PSRU) team is relatively small and stretched, especially given the increasing demand to expand its scope of work. As the moratorium on recruitment is lifted, PSRU will continue its phase recruitment and internal capacity building of the team.

### ***Lessons learned***

- Improved collaboration yields results.
- Sensitisation on reform initiatives helps generate external interest and buy-in from decision-makers and stakeholders.
- All implementing agencies should have a deep understanding of the project financing and procurement.
- Misconceptions as to how and when funds are disbursed can lead to a deep mistrust between implementing agencies.

## **9.4 Improved Justice, Safety and Security Sector Delivery systems**

### **9.4.1 Office of National Security**

The activities of the Office of National Security (ONS) were guided by the Agenda for Prosperity (AfP) which said activities should be designed and implemented with a view towards improving the service delivery of the security sector and creating an enabling environment for sustainable growth and development. In 2017, ONS contributed to the implementation of the AfP through the implementation of a number of activities as shown in the sections below.

The institution provided the National Security Council's (NSC) sub-committees with the necessary leadership to function at their fullest capacities. Hence, the National Security Council Coordinating Group (NSCCG), Joint Intelligence Committee (JIC), Joint Maritime Committee (JMC) and Trans National Organized Crime Unit (TOCU), among others, continued to work relentlessly towards ensuring peace, stability and the territorial integrity of



Sierra Leone. In August 2017 when the landslide disaster struck, the ONS took the lead in coordinating response efforts and ensuring that internally displaced persons (IDPs) were adequately catered for and reintegrated into society within the earliest possible timeframe.

The ONS managed political tensions in the period leading up to the March 2018 elections. Tensions were particularly high in the second half of the year, when inter and intra-party violence was rife across the country. The Integrated Elections Security Planning Committee (IESPC) was tasked with the responsibility of designing and implementing security strategies to ensure the smooth conduct of the elections. ONS activated this Committee and provided it with leadership and coordination.

ONS was able to implement a number of other activities geared towards achieving its stated objectives in the AfP. These activities have been summarized as follows:

### ***Security Coordination***

Security coordination in the country was done within the framework of the National Security Architecture which comprised the National Security Council (NSC), the National Security Council Coordinating Group (NSCCG), the Strategic Situation Group (SSG), the Joint Intelligence Committee (JIC), the Joint Coordination Centre (JCC), the decentralized security committees (Provincial, District and Chiefdom Security Committees – PROSECs, DISECs and CHISECs). The ONS also coordinated the Joint Maritime Committee (JMC) and the Transnational Organized Crime Unit (TOCU) which were sub-committees of the NSC. Through these committees, the ONS was able to effectively coordinate the security sector in 2017. The coordinated efforts provided early warning, early response and advice to the GoSL on national security issues.

### ***Disaster Management & Risk Reduction (DMRR)***

Through partnership with UN Agencies and other sister organizations, the Disaster Management Directorate (DMD) within the ONS was able to coordinate the response to victims of the landslide disaster of 14<sup>th</sup> August 2017. The Directorate coordinated daily/weekly meetings at Gold (Strategic) and Silver (Operational) Command Levels, monitored pillars involved in the response and ensured that internally displaced persons (IDPs) were adequately accommodated in camps/holding centres with social facilities.

During the course of the year, the DMD successfully coordinated the response to the flooding caused by torrential rainfall in Largo and Foindu in the Nongowa and Lower Bambara Chiefdoms in Kenema District; response to windstorm disasters resulting from rainfall with heavy wind in Rochain Sal, Tambaima and Magboema Villages in Bombali District, and Mile 91 in Tonkolili District; and response to fire disasters at Kolleh Town and Susan's Bay in the Western Area.

DMD was also able to develop a comprehensive Integrated and Multi Hazard National Preparedness and Response Plan to guide the actions and decisions of disaster management related agencies with a view to enhancing effectiveness. DMD personnel were trained in the use of software for data collation and analysis pertinent to DMRR, which significantly increased their capacity.

The Directorate implemented school outreach programmes and a public awareness raising strategy for the identified risks of living in a disaster-prone area. Furthermore, volunteers were recruited and trained in disaster management across the country.

### ***Border and Maritime Security***

ONS solidified security arrangements to ensure maximum security for the country's land and sea borders in 2017. The Office organised a number of joint border meetings with the security outfits of Liberia and Guinea. During these meetings, important decisions were taken relating to the security of our common border zones. In addition, multilateral relations among the three countries were strengthened. Security of our maritime domain was also enhanced through the Office's coordination of the Joint Maritime Committee (JMC), which is a multi-agency committee charged with the responsibility of ensuring the security of our territorial waters.

### ***Development of Threat Assessments and Intelligence Requirements***

Two core annual documents, the National Threat Assessment (NTA) and the National Intelligence Requirements (NIR), were developed by ONS based upon inputs from relevant MDAs and other sources. The NTA scans the national security landscape, designating threats by major categories and sub-categories. The NIR was derived from the NTA and it stipulates what needs to be known about those threats so that national resources can be harnessed to mitigate them. The NIR directs the intelligence services to collect information on these threats based on their mandates, resources and expertise. ONS, in 2017, developed a number of assessment papers including, but not limited to, Challenges Faced in the Management of Sierra Leone's Land, Sea and Air Borders; Critical Challenges Faced by some Health Units in the Country; The Continued Existence of UXOs in Communities Posing Serious Threat to Human Security; The Risk of Deforestation and Revenue Loss Through Uncontrolled Timber Logging and Export; The Negative Effects of Examination Malpractice on Educational Standards; and Spate of Armed Robbery and Murder Threatening Public Safety. These papers provided detailed assessments of pertinent issues to national security and proffered recommendations for informed decision-making.

### ***Elections Security***

The Office led and coordinated security for the effective execution of the March 2018 elections by chairing the Integrated Elections Security Planning Committee (IESPC). This was a multi-sectoral committee tasked with the responsibility to design and implement

security strategies for the smooth conduct of elections. The IESPC was divided into three sub-committees, namely, security strategy, communications and training. By the end of 2017, the IESPC was fully functional and had mechanisms in place for the conduct of the March 2018 Presidential, Parliamentary and Local Council Elections.

### ***Review of Key Security Policy Documents***

As opportunities for cooperation and collaboration across the sector increased in 2017, it became necessary to review some key security policy documents, namely, National Security Policy (NSP), Military Aid to Civil Authority (MACA), Disaster Risk Management (DRM) Policy and Standard Response Guidelines for the National Security Architecture (SRGNSA). These documents were to be made more reflective of changing trends in the security landscape and articulate distinct protocols for cooperation between and among security sector forces and agencies.

The NSP is a framework designed to ensure that Sierra Leone is prepared for and can respond to current and future threats. The first ever security policy of its kind in Sierra Leone, the NSP, adopts an integrated approach to security. It employs a model that can adapt to changing circumstances over time. It was crafted to balance the needs for national security with the protection of core Sierra Leonean values of openness, diversity and respect for civil liberties. The MACA is a broad policy that encapsulates the Military Aid to Civil Power (MACP), Military Aid to Civil Communities (MACC) and Military Aid to Other Government Departments (MAGD). It stipulates the appropriate use of military resources in our democratic dispensation. It was reviewed to make it more responsive to contemporary security demands.

The DRM Policy was reviewed to bring it in line with international best practices and contemporary trends in disaster risk management. The SRGNSA describes the National Security Architecture, its agencies and their responsibilities. It prescribes operational interface during normal and emergency situations.

All of these policy documents were endorsed by the NSC in 2017. Unfortunately, they were not popularized and launched due to the occurrence of the landslide disaster in August, as well as the approaching electioneering period. All of them are ready, waiting to be popularized and launched.

### ***Counter-terrorism***

The threat of terrorism continues to permeate the sub-region. The security sector has heightened its efforts to ensure that appropriate structures are in place to counter or mitigate the threat of terrorism. In light of this, the ONS pioneered and coordinated the drafting and validation of the National Counter-Terrorism Bill (NCTB), which is awaiting Parliamentary

endorsement. Furthermore, ONS supported the establishment of a Counter-Terrorism Fusion Centre (CTFC). In addition, the Office pioneered the hosting of national workshops on the contribution of Imams and Missionaries (IMs). Proprietors of hotels and resorts were also engaged to facilitate the full implementation of stipulated protective security measures. Standard Operating Procedures on Counter-Terrorism Response Operations (SOPCTRO) were also developed. ONS also liaised with the NSC and the Ministry of Finance and Economic Development (MoFED) for the respective approval and funding of the Counter-Terrorism Implementation Plan (CTIP), which is at an advanced stage.

### ***Protective Security***

In line with the responsibilities of the National Security Coordinator, the Office houses a directorate which is dedicated to protective and private security. In 2017, the Protective and Private Security (PAPS) Directorate conducted vulnerability assessments on repositories of Ebola Blood Samples in Bo, Kenema, Makeni Regional Government Hospitals, Chinese Friendship Hospital Jui, Emergency Hospital Goderich and Lakka Government Hospital. The team examined the suitability of their storage facilities and security provisions against international best standards for securing ‘Category A’ Pathogens. From the recommendations, the number of repositories was reduced to three to ensure the security of pathogens and the safety of health workers and host communities. Furthermore, the Directorate and its counterparts visited a proposed site at Benguema to assess its suitability for the construction of a biobank. During the visit, it was determined that this site was not ideal due to its proximity to the military barracks and training location.

Similarly, vulnerability assessments were conducted on other Critical National Infrastructure (CNI) including the House of Parliament, Youyi Building and the Bankasoka Hydro Dam, Port Loko. The findings of those assessments and their recommendations aimed at addressing security lapses were forwarded for policy consideration. ONS ensured the implementation of protective security measures in a variety of MDAs.

### ***Security Exercises***

Crucial to the effectiveness of the sector’s early warning and early response mechanism is the ability of state security practitioners to be comfortable with security protocols. In 2017, ONS coordinated the conduct of a National Security Exercise to test the Platinum and Gold Levels of the National Security Architecture (NSA) on three thematic areas – elections security, counter-terrorism and disaster management (public health emergency). Exercise participants were presented with various scenarios that simulated real life situations. The participants were required to respond using established structures and procedures. ONS also partnered with other MDAs, international organizations and local authorities to conduct a National Simulation Exercise on the Bumbuna Hydroelectric Dam.

### ***National Disaster Management Agency (NDMA)***

Consistent with international best practice, ONS was tasked to lead the conceptualization for the establishment of an autonomous disaster management agency responsible for management of national emergencies. ONS developed and presented the concept to the former administration. By the end of 2017, work had commenced on draft legislation.

### *Challenges and recommendations*

Some of the key challenges affecting operations of ONS are highlighted below:

- Delay in the release of quarterly allocations effected timely implementation of activities.
- Increase in security threats, especially transnational organized crimes, warrants an expanded capacity for the Office.
- The issue of staff retention at the ONS continues to be a challenge. Government should give more attention towards providing comparatively favourable salary scales. This was linked to the urgent need for the ONS to expand in lieu of its mandate relative to supporting the new development agenda.
- Resources were limited towards the coordination of disasters nationwide. Mainstreaming disaster risk management and disaster risk reduction in every sector requires political commitment, which is central to the management of disasters as a human security agenda.
- The expansion of the Chiefdom Security Committees (CHISECs) was a challenge. Out of 191 chiefdoms, only 15 CHISECs had been established, implying that a greater number of chiefdoms in the country were deprived of these important security committees. This was because the funds to expand the CHISECS were not available. Thus, Government's goodwill to allocate resources to ONS for the expansion of the CHISECs is a milestone to enhance national security.
- The completion of the ONS Car Park was a critical challenge. The general coordination role of the ONS within the security sector and its mandate to deliver on important security benchmarks through collaboration with others made it imperative for a number of MDAs to visit the ONS daily using their own vehicles. Given that the available parking space could not accommodate all the vehicles that came to the ONS daily, some were compelled to use the frontage outside the ONS fence and this continued to create the problem of congestion to the extent that the main road leading to Parliament was always littered with vehicles. As this obviously presented an unsightly scene, MoFED is encouraged to provide the remaining funds for the completion of the ONS car park.
- Inadequate capacity building opportunities.
- There continues to be a challenge of the Government fully understanding and appreciating the critical role of ONS and the support needed to ensure effective national security coordination.

## ***Recommendations***

ONS successfully delivered on its mandate in 2017. It significantly enhanced cooperation and collaboration between and among members of the security sector and was also able to form productive partnerships outside the sector. It was able to deal with threats to sea and land borders and position itself for effective service delivery in 2018. Those accomplishments notwithstanding, the ONS is ready to take the appropriate steps to ensure even better service delivery in 2018. As such, the ONS hopes to:

- Further strengthen partnerships with bilateral and regional security bodies for capacity building opportunities.
- Continue engagement with MoFED for the release of funds for completion of the ONS car park.
- Continue engagement with GoSL for necessary funds to construct quarters and offices for our Provincial and District Security Coordinators.
- Engage GoSL with a view to soliciting the necessary support to establish more Chiefdom Security Committees.
- Speed up the process of establishing an autonomous disaster management agency.
- Strengthen engagement with MoFED for better understanding of the need to provide adequate allocation and timely release of funds to enable ONS carry out its activities in a timely manner.
- Sustain engagement with MDAs on national security issues and the benefits of collaboration.

### **9.4.2 The Sierra Leone Police**

The strategic objectives of the Sierra Leone Police (SLP) as enshrined in the AFP have been to:

- Enhance the efficiency and effectiveness of the SLP for professional services delivery
- Strengthen internal accountability systems in the SLP
- Increase the participation of citizens through cooperation and enhanced inter-institutional relationships
- Enhance SLP performance to meet emerging global policing issues
- Improve Terms and Conditions of Service of SLP

Table 9.3 below presents summary of progress made in the sector in 2017. The number of police personnel trained locally increased by 75 percent in 2017, recording a total of 3,368 from 1,917 in 2016 and the number of personnel provided with international training grew from 38 in 2016 to 57 in 2017, recording a 50 percent increase. The number of Partnership Broad meetings held grew by 35 in 2017 from 200 in 2016 and the amount of radio and

television discussions held grew to 700 from 269 in 2016, largely owing campaigns against violence during election process.

**Table 9.3: Status of key indicators in the sector**

<b>Indicator</b>	<b>Baseline 2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
Number of police personnel provided with training locally	1,789	2,873	13,291	1,917	3,368
Number of police personnel provided with training internationally	8	13	*	38	57
Number of Local Policing Partnership Board (LPPB) meetings held (at least one meeting every quarter for 33 Divisions)	132	150	*	200	235
Number of radio and television discussions held in community radios, AYY, SLBC, TUMAC and Radio Democracy FM 98.1	120	134	500	269	700

### ***Key policy measures, strategies and activities undertaken in 2017***

The SLP implemented programmes and activities in 2017 that were geared towards achieving the stated objectives.

Preparation began for the recruitment of 1,000 personnel in 2017, of which 586 applicants completed the recruitment process but were unable to complete the training due to limited funds from the Government. The Force engaged the Government to address the attrition rate of staff and the need to strengthen their capacity for the upcoming general elections in 2018. Approval was granted in this direction but funds were unavailable for the commencement of trainings.

The Safe City Project was designed to enhance the effectiveness of surveillance and monitoring systems in the city and to improve the capacity of the police to efficiently respond to crime incidents and threats. The procurement process was put on hold due to limited resources.

In 2017, a contract was awarded to a company called GII for the construction of an administrative building at the Peacekeeping & Law Enforcement Academy. Over 50 percent of the funds were paid to the contractor based on evaluation report submitted by an

architectural and engineering consultant (IDEAS). The building was 30 percent complete at the end of 2017.

Similarly, a contract was awarded for the acquisition of contingent owned equipment (COE) for the Formed Police Unit (FPU) and supplies were to be delivered by the end of 2017. Pre-deployment training for 224 FPU/SWAT Officers was completed in readiness for settlement and the UN Secretary General granted approval to deploy FPU to MINUSMA in Mali.

A contract was awarded to the Assurance Enterprise for the procurement of 35 brand new vehicles to enhance operations and 30 percent advanced payment was made to the supplier. The vehicles were delivered by the end of 2017. The Police Hospital at Kingtom and the Police Garment Factory were completed and commissioned in 2015 and the first Sierra Leone Police Uniforms produced by the factory were launched in 2016.

Several arrests were made in relation to timber smuggling and misuse of the free health care drugs. The culprits were charged to court and sentenced to prison.

Leadership and management trainings were conducted for 55 Senior Police Officers at police training school by the E-XL Management Services in 2017. Similarly, five middle level officers were admitted to Bradford University in the UK to pursue a Master's Program in Peace Studies. Finally, 212 officers were trained in Anti-Human Trafficking programmes.

### ***Challenges and recommendations***

A number of challenges affect the operations of the Sierra Leone Police:

- The reduction in SLP's recurrent budget and the late disbursement of allocation due to the current economic situation has affected our operations. The effects of this delay were made worse by the rise in cliques and gangsterism.
- The increased demand for police services and the current attrition rate in the police is a cause for concern.
- The limited number of qualified scientific and technical staff to assist in investigations is a challenge. The training gaps need to be addressed.



## **Chapter Ten: Pillar Eight Gender Equity and Women's Empowerment**

Addressing the issue of gender equality and women's empowerment has been central to the Government of Sierra Leone over the five-year AfP. Women have been recognised as key contributors to national development in Sierra Leone as they constitute close to 51 percent of the total population in the country. Despite recognised constitutional, legal and religious rights of women, their status remains dormant. To enhance the contribution of women to socio-economic development as equal partners, their protection, well-being, empowerment and participation must be strengthened.

Education, employment and access to information are key parameters, which reflect the overall status of women in society. The empowerment of a woman is dependent on her participation in household decision-making, mobility, ownership of property and freedom to spend; all of these indicate women's role as decision-makers in society.

To this end, the Government has pursued the following strategic objectives in the AfP for the period 2013-2018:

- Empower women and girls through education, participation in decision-making, and access to equal justice and economic opportunities by 2018.
- Increase women's participation in decision-making in public, private, and traditional institutions.
- Establish a National Women's Commission to strengthen the national gender machinery.
- Reduce socioeconomic barriers in education and provide support for formal and non-formal institutions.

Table 10.1 below presents a summary of progress made in the gender sector in 2017. The number of women appointed in managerial positions rose slightly to 34 in 2017 compared to 30 in 2016, recording a 13 percent increase. Similarly, the number of women holding chieftaincy positions grew by 2 in 2017, recorded at 16 compared to 14 in 2016. One

additional gender-sensitive action plan, policy, law and/or regulation was approved in Parliament in 2017, making a total of 10 approved policies, laws and regulations for the period 2013-2017. The total number of domestic violence/rape and assault cases decreased to 10,850 in 2017 relative to 11,362 in 2016, recording a 4.5 percent decrease. The proportion of Violence against Women and Girls (VAWG) cases reported to the police fell from 7.1 percent in 2015 to 0.03 percent in 2016, and remained the same in 2017. This decrease is as a reflection of the increase personnel in the Family Support Units in police stations. The number of implemented laws/policies remains an ongoing process.

**Table 10.1 Status of key indicators in the sector**

Indicator	Baseline 2013	2014	2015	2016	2017
Number of women appointments in management level positions	*	22	24	30	34
Number of women in chieftaincy	*	11 Paramount Chiefs	13 Paramount Chiefs	14 Paramount Chiefs	16 Paramount Chiefs
Number of approved gender-sensitive policies, action plans, laws and regulations	*	09	0	02	02
Number of reported cases of domestic violence, rape and sexual assault	*	11,358	10,544	11,362	10,850
Proportion of VAWG cases reported to police/Family Support Units & Courts	*	*	7.1%	0.03%	0.03%
Number of implemented gender-sensitive laws and plans	*	6	7	9	10

*Source:* Ministry of Social Welfare, Gender and Children's Affairs

The table below further summarizes data on reported cases of Violence against Women and Girls. A total of 2,549 sexually penetrated cases were reported in 2017, of which no data was provided on those charged or convicted. The figure is higher than number of reported cases in 2016, about 18.6 percent increase. The total number of reported rape cases saw massive increase in 2017, recording a total 103 as compared to 78 in 2016; in addition, the total number of reported domestic violence however dropped to 8,198 in 2017 relative to 9,135 in 2016. No information was provided on charged or convicted cases for all three indicators.

**Table 10.2: Data on Violence against Women and Girls**

Offences	2014			2015			2016	2017
	Reported	Charged	Convicted	Reported	Charged	Convicted	Reported	Reported
Sexual penetration	2,124	1,147	193	2,398	1,183	N/A	2,149	2,549
Rape	77	28	0	103	53	N/A	78	103

Domestic violence	9,157	969	62	8,043	1,438	N/A	9,135	8,198
Total	11,358	2,144	255	10,544	2,674		11,362	10,850

### ***Key policy measures, strategies and activities undertaken from 2017***

The sectoral policy objectives for 2017 were focused on increasing women’s participation and representation in decision-making and leadership in the public sector, including security and local councils and private sector and to strengthen the prevention and response mechanisms to violence against women and girls (VAWG).

In order to reduce gender inequality, discrimination against women and their disempowerment, the Government has implemented the Convention (CEDAW) for past 5 years and undertook the following legislative reforms: Domestic Violence Act 2007, Devolution of Estates Act 2007, Registration of Customary Marriage and Divorce Act 2009 (amended 2017), Child Rights Act 2007, Chieftaincy Act 2009 and the Sexual Offenses Act in 2012. These reforms aimed at removing inequities and imbalances in all sectors of socio-economic development and ensuring women's equal access to all development benefits and social services is attained. The Ministry of Social Welfare, Gender and Children’s Affairs (MSWGCA) engaged partners and shared with them the Agenda for Prosperity Pillar 8 document for technical and financial support in 2013. That same year, terms of reference were drafted for the recruitment of a national consultant to draft the Gender Equality and Women’s Empowerment Policy with support from UNDP. In 2014, the Ministry prepared a Cabinet Paper for the drafting of the policy and a Bill (including the minimum 30 percent quota for women in governance and the establishment of a Women’s Commission). Approval was granted by Cabinet for the drafting of the policy to be undertaken by the Ministry of Social Welfare, Gender and Children’s Affairs and for the drafting of the Bill to be undertaken by the Office of the Attorney General and the Minister of Justice. The MSWGCA also collaborated with UN Women and Women’s Forum to capture women’s voices for the Constitutional Review process in 2014. In 2015, the draft policy was shared with MDAs for their input.

### ***Challenges and recommendations***

Until 2016, the achievement of the sector’s objectives was plagued with legal capacity challenges. There was insufficient amount of Resident Magistrates in the judicial districts of Sierra Leone to fast track the gender-based cases. The Ministry and the women of Sierra Leone through major advocacy events lobbied the Government to assign Resident Magistrates in all judicial districts of Sierra Leone.

Institutional mechanisms were put in place to enhance the promotion of gender equality and the empowerment of women and girls. These institutions include the National Machinery for Gender and Children’s Affairs; Parliamentary Oversight Committee on Social Services; Sierra Leone Female Parliamentary Caucus; Family Support Units in police stations; National

Committee on Gender-Based Violence (NaC-GBV; National, Regional and District Child Protection Committees; National Steering Committee for the full implementation of UNSCR 1325 and 1820 amongst others.

However, the varying capacities of these institutional mechanisms requires strengthening if gender equality and the empowerment of women and girls is to be achieved as outlined in a number of international, regional and national instruments. Sierra Leone is not short of laws, policies and plans, but the full implementation of these arrangements remains a challenge. To achieve the targets set in the AfP, there is a dire need to strengthen the institutions working on the promotion of gender equality and the empowerment of women and girls.

### ***Recommendations***

- The gender sector has a number of recommendations given the aforementioned context:
- Finalize the Gender Equality and Women's Empowerment Policy and enact the Gender Equality and Women's Empowerment Bill to actualize this policy objective and ensure a minimum number of women appointments in management level positions.
- Amend the Chieftaincy Act of 2009 to ensure women from ruling houses are eligible to contest, most especially in the North and some parts of the East.
- Continue to pursue a multi-sectoral approach in the implementation of activities. This approach was effective in the implementation of the National Strategy for the Reduction of Teenage Pregnancy in Sierra Leone, as well as the accomplishment in meeting the obligations of international and regional instruments, such as CEDAW and the AU Protocol.
- Inter-Ministerial Committees should be established and/or strengthened to undertake joint programming on shared activities.
- Timely disbursement of fund to MDAs can fast-track implementation of planned activities.
- Continue to make tremendous effort to meet the Government's reporting obligations to the various international and regional reporting bodies for the agreements that Sierra Leone is a signatory of. The Government must ensure the full domestication of these various international instruments.
- Strengthen the capacity of the various domestic institutional mechanisms who are working on the promotion of gender equality and the empowerment of women and girls.

## **Chapter Eleven: Implementation, Monitoring and Evaluation**

The institutional arrangement for coordinating implementation, monitoring and evaluation of the AfP during the period under review, has remained largely the same as previous years, involving the participation of all relevant stakeholders drawn from CSOs, NGOs, private sector, Development Partners, research institutions and the academia, and Local Councils, all under the leadership of the Government. Coordinating structures such as District Development Committees at the local level, and the Pillar Working Groups and Development Partners Committee at the central level played critical roles in the AfP implementation in 2017.

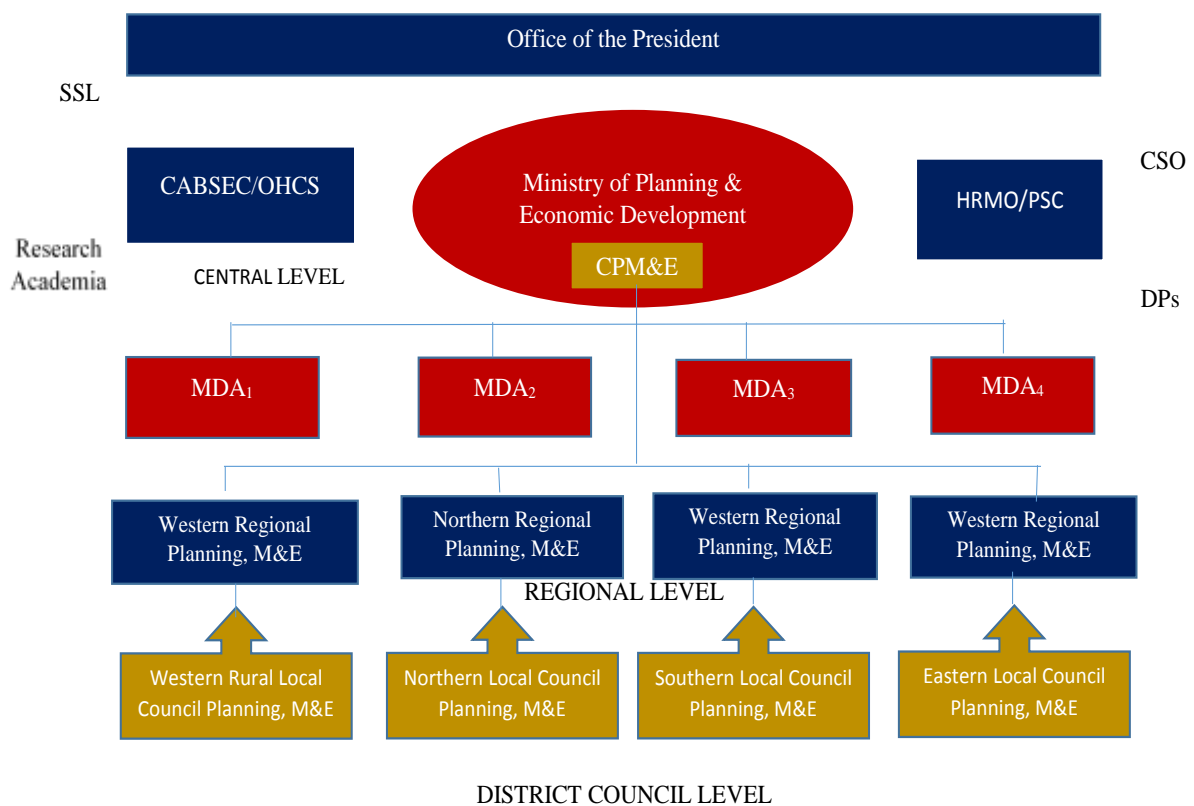
Despite the negative effects of the twin crises and the landslide and flood disaster the country had suffered in the last couple of years, the Government in 2017 stayed the course of implementing a number of development projects with assistance from the international community. Selected key development projects were monitored across the country, to ascertain progress in their implementations.

Regarding the AfP (and general development) progress reporting at sector level, this has still remained a challenge. The cooperation and capacity of MDAs to effectively report on sector activities has continued to require immense improvement. In light of this, the Government has maintained efforts to strengthen the capacity of Government Ministries, Departments and Agencies for effective and timely production of sector data and reports towards the preparation of Annual Progress Reports on the implementation of national development plans.

The Office of the Head of Civil Service, the Human Resource Management Office, the Public Service Commission and the former Ministry of Finance and Economic Development started working on the establishing an M&E cadre within the Civil Service in 2016. This effort stems from the realization of huge fragmentation in M&E related activities across Government

MDAs. It is crucial that institutional issues surrounding M&E are adequately and urgently addressed within the Civil Service, as the engine of production of public goods and services. Figure 11.1 presents the proposed national Planning, Monitoring and Evaluation (PM&E) coordination structure, covering the central as well as district level operations to enhance and ensure rationalised, effective and coordinated development reporting in Sierra Leone.

Further, to improve the quality of development progress reporting, the Ministry of Finance and Economic Development now the Ministry of Planning and Economic Development has reviewed Government’s requirement for accessing budget allocations from the Consolidated Revenue Fund by MDAs. Going forward, all line MDAs captured in the AfP results framework have been required to provide timely sector progress report on the implementation of their AfP related activities as a condition to access budget allocation. The current AfP results framework is attached to this report as **Annex 1**.



## **Chapter 12: Conclusion**

In spite of the numerous challenges the country continues to face in pursuit of a middle income status by 2035, immense efforts have been made to overcome these challenges to ensure a more stable socioeconomic environment for national growth. The drop in the country's revenue, which was largely the result of a fall in mining operations, has provided critical lessons to the Government to push for a more diversified economy led by private-sector growth. The progress analysed in this 2017 annual report on implementation of the AfP provides an unblemished picture that the Government is still on the right track to attain its overall development target, in spite of the challenges posed by recent calamities such as the Ebola outbreak and the August 14 landslide and flood disaster that claimed the lives of many Sierra Leoneans and destroyed properties worth millions of dollars.

In light of these, valuable lessons were learnt in terms of building a resilient economy for sustainable growth. The Government has renewed its commitments to undertaking additional reforms and strengthening existing systems towards the realisation of better service delivery for the people of Sierra Leone. This is in light of the lessons learned, challenges and recommendations derived from this report.