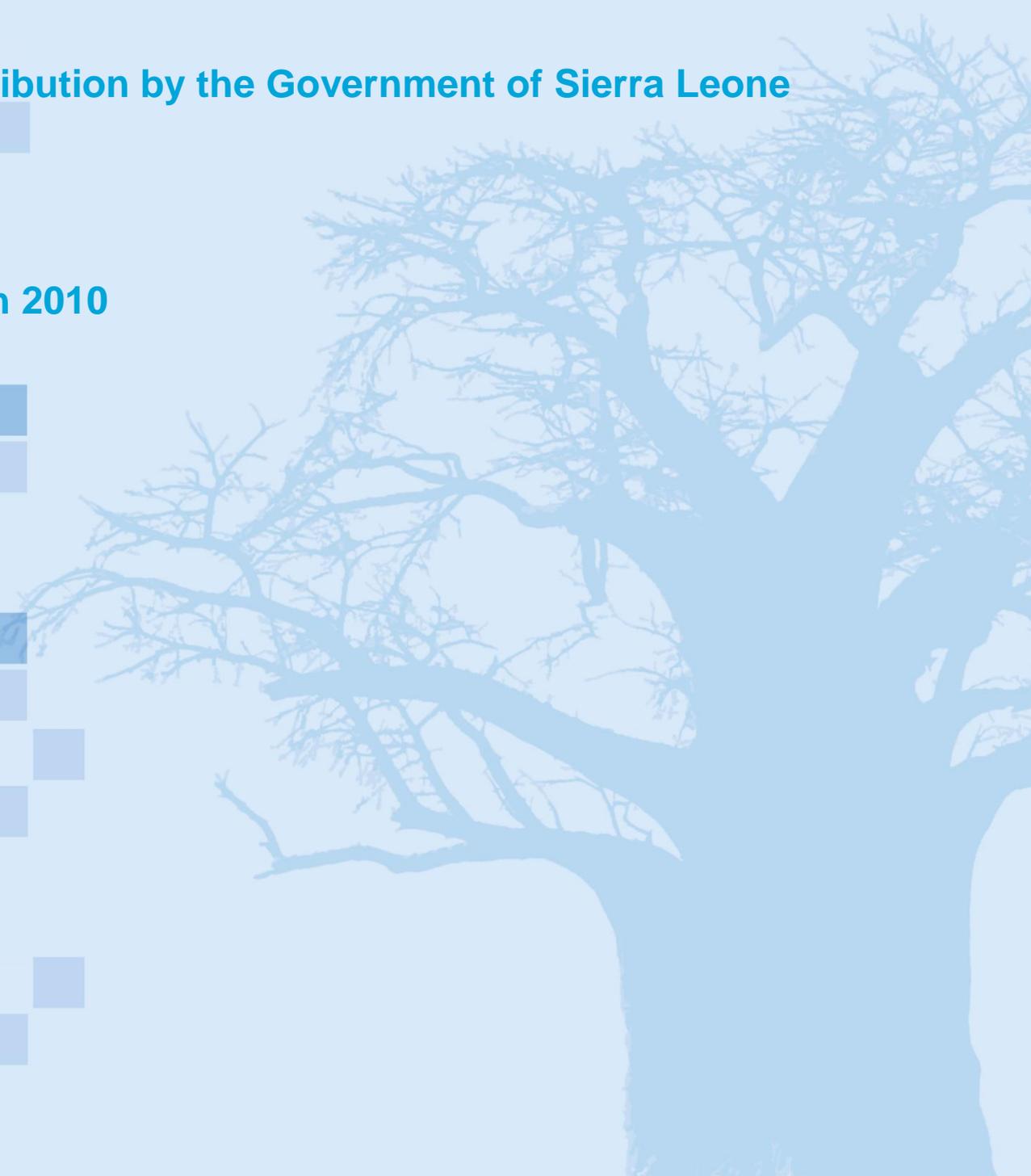


The International Dialogue on Peacebuilding and Statebuilding

Contribution by the Government of Sierra Leone

March 2010



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Preface

The International Dialogue

This country-level consultation is part of the International Dialogue on Peacebuilding and Statebuilding. This intergovernmental dialogue initiative was established as an outcome of the High-Level Forum on Aid Effectiveness in Accra in September 2008. It is chaired by a partner and donor country jointly (currently the Democratic Republic of the Congo and the UK), and will hold its first formal global meeting on 9-10 April 2010 in Dili, Timor-Leste.

The purpose of the International Dialogue is to examine good practices and key bottlenecks in international support for peacebuilding and statebuilding and to generate consensus around fundamental priorities and objectives in these areas. The International Dialogue will involve multiple international and national stakeholders and provide a forum to discuss issues that are under-addressed, or cannot be resolved at the country-level.

The initiative thereby aims to contribute to build trust between participating countries and organisations. Furthermore, it will encourage the sharing of experiences on South-South cooperation in the area of peacebuilding and statebuilding and will enable participating countries to focus their attention on issues that are of common concern in view of the need to instil behavioural or normative change.

This report outlines the main findings and recommendations of the consultative process on peacebuilding and statebuilding in Sierra Leone. They will be shared with the International Dialogue steering group and inform discussions at the global meeting.

List of abbreviations

APC	All People's Congress
DDR	Disarmament, Demobilisation, and Reintegration
DEPAC	Development Partners Committee
GoSL	Government of Sierra Leone
GST	Goods and Services Tax
IMATT	International Military Assistance and Training Team
MDAs	Ministries, Departments and Agencies
M&E	Monitoring and evaluation
MOFED	Ministry of Finance and Economic Development
MP	Minister of Parliament
NEC	National Electoral Commission
NGO	Non-governmental organisation
NRA	National Revenue Authority
ONS	Office of National Security
PIU	Project Implementation Unit
PSRP	Poverty Reduction Strategy
SLPP	Sierra Leone People's Party
UNIPSIL	United Nations Integrated Peacebuilding Office in Sierra Leone

1 Executive summary

1.1 Summary of key findings

Priorities

Having successfully established physical security in Sierra Leone, the Government of Sierra Leone (GoSL) decided in 2008 to go beyond its focus on security considerations and to consider economic and core development priorities. These are laid out in its *Poverty Reduction Strategy 2008-2012: An Agenda for Change*, April 2009 (PRSP II) and focus on the development of:

- A reliable national electricity grid;
- Fisheries and agriculture capacity;
- A national transportation infrastructure; and
- Human resources.

Each strategic priority fits within a coherent overall framework that balances both peacebuilding and statebuilding imperatives and that includes a set of logically derived and specific activities to achieve the PRSP II objectives. This document stands as the key planning document for statebuilding and peacebuilding initiatives - the Peacebuilding Commission notes that the PRSP II integrated its 2007 Peacebuilding Cooperation Framework recommendations. It indicates, for example, a clear understanding of the interlinked imperatives of economic development, public sector management and improved governance.

Key bottlenecks and challenges for governments and external actors to achieve or support peacebuilding and statebuilding processes

There are a number of important bottlenecks in how government and the international community collaborate toward achieving these priorities:

- Despite the creation of a coordination forum for donors and partners, presided over by the GoSL and named Development Partners Committee (DEPAC), there is a shared feeling that it does not function as regularly or effectively as expected. The development of the government's Aid Policy offers a new mechanism to bring donors and government closer, and to institutionalise direct communication at the highest political and technical levels.
- The uncoordinated use of salary top ups and Project Implementation Units (PIU) is distorting government capacity to develop an effective national civil service. While this practice has been deemed necessary to develop GoSL capacity in the short term, an exit strategy must be developed to navigate successfully between the twin hazards of unsustainable expectations and further collapse of motivation for the vast majority of civil servants not benefiting from the top up system.
- The country remains deeply dependent on aid flows which make up 70% of all public expenditures. The alluvial nature of the diamond industry makes it harder for the formal system to control its key source of revenues. The country has little fiscal space that will allow a quick exit of its external supporters. The Ministry of Finance and Development is currently being restructured to more effectively attract development assistance into the budget. This is an important initiative that will

require donor support and continued political leadership to improve public financial management so that Sierra Leone becomes less dependent on aid.

Strategic planning modalities for peacebuilding and statebuilding

In addition to the PRSP II, the GoSL has, after consultation with line ministries, developed an overarching Aid Policy document. One of objectives of the Aid Policy is to develop more effective interface with donor policies through a set of simplified processes and to therefore serve as a tool to implement the strategic priorities laid out in the PRSP II. Ultimately, it may help to improve the predictability of financing and reduce the volume of different monitoring and reporting mechanisms.

Success stories and good practice

Sierra Leone has made important steps in putting an end to violent conflict and putting the country on a course to long term development. Success stories include the following:

- The reform of the security sector has been very effective in capacitating the army and law enforcement authorities and giving full responsibility to national bodies. Donors were given credit for promoting a holistic approach to security.
- Women have made important advancements in the political area. Seventeen of the 124 Ministers of Parliament (MPs) are women, and they have formed themselves into a women's caucus along with nine associate MPs drawn from the three political parties and the paramount chiefs.
- The two main political parties, the Sierra Leone People's Party (SLPP) to the All People's Congress (APC), signed the Joint Communiqué in 2009 to end the sudden outbreak of political violence and intolerance. This document also outlined a wider multiparty consensus on strengthening key democratic institutions and national policies. It is therefore an important conflict prevention and resolution tool for other countries in similar circumstances¹.
- Civil society and media have played an important role in disseminating messages of tolerance and conflict prevention. After the March 2009 violence, for example, Sierra Leone's Inter-faith Council, Association of Journalists, civil society and non-governmental organisations (NGOs) joined efforts to promote peace and stability throughout the country.
- All major donors have aligned themselves with PRSP II and vigorous efforts are being made among them to combine their initiatives to reduce transactional costs on the government.

1.2 Key recommendations for the International Dialogue

Recommendations from Sierra Leone to the International Dialogue are the following:

- Formalised and regular dialogue at the political and sectoral levels between donors and government is essential for all phases of peacebuilding and statebuilding.
- Long term planning requires long term funding and therefore long term commitments from donors. Implementation requires more predictable disbursement. When performance benchmarks are not reached, support should not be suspended without dialogue to weigh the consequences of aid suspension and find common solutions.
- A more comprehensive capacity development approach is needed to support statebuilding. Donors and government have a joint responsibility to develop a strategy that improves institutional and human capacity.

¹ United Nations General Assembly Security Council. 10 June 2009, PBC/3/SLE/6, p.1.

- Although the expedited imposition of democratic structures may create a layer of superficial legitimacy of elected governments, underlying governance structures and in particular the frictions between modern and traditional ways of governing require long term strategies and funding. This is also the case for parliamentary and judiciary reforms.
- Local populations often don't benefit quickly enough from the peace dividend. Strategic plans need to integrate more quick wins to maintain the buy-in of local populations.

2 Country context

The civil war in Sierra Leone has now receded far enough into memory that the main concerns today reflect the challenges of progressive development rather than fear of a return to violence. The Sierra Leone Truth and Reconciliation Commission completed its work in October 2004 and published a set of recommendations articulated in a government White Paper; Human Rights², National Election and Democracy Commissions were established.

Through security sector reform, the Republic of Sierra Leone Army is now a trusted agent of the state and has been reduced to approximately 8,500 all ranks who are better trained, disciplined and administered. With donor assistance, the army is preparing a company to deploy as part of the UN Peacekeeping Mission to Darfur. The UK funded International Military Assistance and Training Team (IMATT) will soon to reduce its presence to provide only technical training assistance. Progress is also being made with police reform, though there remain significant challenges with low level corruption and lack of capacity. International assistance to police training is provided through the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL).

Since the end of open hostilities, Sierra Leone has conducted two national elections. Ahmad Tejan Kabbah of SLPP won the first, in 2002, whilst Ernest Bai Koroma's APC won the second in 2007. Decentralisation efforts are proceeding with some success, though the process is complicated by the need to negotiate power-sharing arrangements between the inherited institution of paramount chieftaincies and new district authorities. The difficult issues of revenue collection and sharing, taxation and land tenure are all complicating factors.

External threats include an influx of money from South American drug cartels which, having previously used West Africa as a staging post on smuggling routes to Europe, are now believed to be purchasing land for cultivation of drug crops in Sierra Leone for onward shipping. Perhaps more immediately troubling is the ongoing threat of political instability in a sub-region where trans-border ethnic affinities (and enmities) have facilitated the flow of conflict for much of the last two decades.

Sierra Leone's border zones with Liberia, Guinea and neighbouring Côte d'Ivoire are historically volatile. Ongoing civil and military unrest in Guinea, the likelihood of tensions around the forthcoming electoral processes in Liberia and Côte d'Ivoire, and the threat posed by persistent militia structures in the forested border areas, all present challenges that must be managed by the region's fragile national security services.

In Sierra Leone, the intelligence and monitoring functions necessary to deal with these issues have been centralised under a new Office of National Security (ONS). For the time being, the threats so far identified seem within GoSL's capacity to manage.

² Government of Sierra Leone, White Paper, July 2005.

3 Findings

3.1 Key peacebuilding and statebuilding priorities and objectives

Summary

Sierra Leone is on an upward development trajectory, with an emphasis on the consolidation of good governance and economic growth. Core government processes and structures are now in place and should, with continuing donor assistance, facilitate the transition to a viable and stable democratic state. The most pressing priority now is poverty reduction.

In his December 2008 policy statement, *The Agenda for Change: My Government's Policies for Sierra Leone's Poverty Reduction Strategy*, President Bai Koromah set broad-based economic growth as the primary route out of poverty, underpinned by measures to strengthen good governance, security and peace:

*"It is our conviction that no economic transformation is possible without a transparent, accountable and effective public sector....our plan is to reform the public sector, support the private sector, modernize the financial sector, and take robust action on corruption."*³

Despite the country's impressive progress in setting up the state architecture at national and local level, peacebuilding remains a challenge. In the aftermath of an outbreak of political violence in 2009, the UN Secretary-General made a stark warning of the continuing risks to stability and peace in his May 2009 report to the UN General Assembly Security Council:

*"... the recent disturbances had the potential to evolve into a full-blown conflict: increasing regional divisions in the country, increasing identification of political parties with ethnic loyalties, a relentless migration of young people into the main urban centres, the huge numbers of unemployed and underemployed youth with limited or no hope for a better future coupled with the spiralling food prices, the reductions in remittances and other effects of the global financial downturn, all contribute to create a climate in which political violence could have easily thrived."*⁴

The peacebuilding and statebuilding priorities identified by government, international community, civil society and political party representatives who participated in the national consultation exercise are outlined below.

Governance, political representation and processes

Governance is widely accepted as being one of the key drivers for peace and stability in Sierra Leone. The Truth and Reconciliation Commission, established as a condition of the Lomé Peace Accord, noted:

"The perceptions adduced by the Commission during its hearings indicate that Sierra Leoneans yearn for a principled system of governance. They want a system that upholds the rule of law over

³ President Koroma, *The Agenda for Change: My Government's Policies for Sierra Leone's Poverty Reduction Strategy*, 1 December 2008.

⁴ UN Secretary-General *Second Report of the Secretary-General on the United Nations Integrated Peacebuilding Office in Sierra Leone*, S/2009/267, 22 May 2009.

the rule of strong patrons and protects the people from the abuse of rulers through a system of checks and balances. They wish to see horizontal and vertical accountability through the effective operation of such institutions as the judiciary, parliament, the auditor general's office, the electoral commission, the media and civil society."⁵

The 2002 *Governance and Corruption Surveys* documented the following problems:

- Over-centralization of power and resources in Freetown;
- Weak enforcement of laws and regulations;
- Weak monitoring mechanisms;
- Inadequate watch-dog role of the civil society and the media;
- Non-transparent management of public resources; and
- Weak capacity both in the public and private sectors (for example, lack of awareness of civil rights, unqualified government personnel in certain critical positions, inadequate training infrastructure).⁶

In that vein, donor and government are working closely on a series of programmes to redress the governance deficit.

Elections and political representation

The 2007 national election – the first held since the withdrawal of the UN Peacekeeping Mission - saw the peaceful transfer of power from the SLPP to the APC, an important milestone for a country where elections have been a lightning rod for unconstitutional power grabs. The next round of elections, scheduled in 2012, will be a litmus test for Sierra Leone's deepening democratic process.

However, the political violence in 2009 casts an ominous shadow, and is a stark reminder for the need to build a culture of political tolerance and a non-partisan state architecture with regional representation. In April 2009, the two parties signed the Joint Communiqué as a significant step towards this end. It not only successfully ended the sudden outbreak of political violence and intolerance but also outlined a wider multiparty consensus on strengthening key democratic institutions and national policies. As noted in the third session in June 2009 report of the Peacebuilding Commission, the Joint Communiqué articulated the political parties' commitment to peacebuilding and can also be seen as an example for conflict prevention and resolution for other countries in similar circumstances⁷.

Electoral support is a key priority for donors and the government. Stakeholders argue that future programmes should focus on civic education, delimitation of ward boundaries, update of the voter register, conduct of polling, and electoral offences cases. Civil society organisations also suggest that voter education go beyond explaining to citizens *how* to vote and also empower them on what to do in case of perceived fraud or undemocratic behaviours.

Parliamentary strengthening

Significant progress has been made, with the help of donors, towards making the parliamentary system enable debate and opposition to be conducted in constructive ways. The Constitution spells out wide-ranging areas of parliamentary oversight, requiring the establishment of seven specifically-named

⁵ Truth and Reconciliation Commission, vol. 2, ch.1 paragraph 17.

⁶ International Development Association (2005), *Country Assistance Strategy for the Republic of Sierra Leone for the period FY2006-2009*, p. 15.

⁷ United Nations General Assembly Security Council, 10 June 2009, PBC/3/SLE/6, p. 1.

standing committees and the appointment of other committees to inquire into the activities or administration of ministries and departments. Parliament also includes 12 seats reserved for paramount chiefs, bringing together traditional and modern governance models. To effectively execute their role, parliamentary committees require more clerical and research support. The Parliamentary Secretariat remains under-resourced and poorly equipped and is not able to adequately support the core functions of parliament. Today's priorities therefore include revising rules and regulations for implementation of the Parliamentary Service Act and improving parliamentary research and clerical support.

State society relations and accountability

Public confidence in the government agenda is essential to maintaining faith in the post-war development process. The president has prioritised communication strategies toward the local level in an effort to build national ownership of the development process. He has repeatedly emphasised the need for a new social contract in Sierra Leone whereby the government provides services and responsible citizens uphold their end of the bargain.⁸ In 2008, he launched the Open Government Initiative, with the view to create a platform for direct interaction between elected officials, government representatives and local populations.

As part of this programme, the presidency and relevant ministers visit the districts to have face to face discussions with the people about their day to day challenges, such as agriculture, stable energy supply, promotion of girl's education, employment of youth and improvement of health facilities. The programme uses information communication technologies, such as UN radio, community radio networks and mobile text messaging to engage the people in a nation-wide policy dialogue. Activities also include town-hall meetings, where representatives from the government present their report on performances in various sectors and then community members ask questions directly to the president or the minister.

The government also launched an 'attitudinal change' campaign, which is integrated in its PRSP II to get "Sierra Leoneans to change their attitudes to enable them to transform their country from a failed state to a peaceful, progressive and united nation."⁹ The Attitudinal Change Directorate was established with its own budget line in the national budget and set out the following expected outcomes:

- Greater compliance with traffic regulations;
- Increased care in the use of government property;
- Greater respect for state symbols and state authority;
- Larger numbers of law-abiding citizens;
- Greater punctuality at work;
- Greater tolerance of differences in opinions, party, political, ethnic, and regional affiliations; and
- Improved disposition to pay taxes and perform civic obligations.

Corruption

The fight against corruption is seen as an important measure in building public confidence in the state architecture and the political process. This was a central plank of President Koroma's electoral platform, and in 2008, the government amended the Anti Corruption Commission's powers to give it direct arrest and prosecutorial power. Active cases have dramatically increased from 2004 and a number of highly visible prosecution targets have included the former senior Sierra Leonean government ombudsman, two ministers of state, and 12 officials of the Customs and Excise Department of the National Revenue

⁸ See speech by President Ernest Bai Koroma marking the 47th anniversary of independence, www.statehouse.gov.sl/test2/index.php?option=com_content&task=view&id=167&Itemid=2; International Crisis Group, "Sierra Leone: A New Era of Reform?" *Africa Report No. 143*, 31 July 2008.

⁹ *Ibid.* p. 85.

Authority. The media and civil society groups, however, lament that more prosecutions are still needed to rebuild public trust in the Anti Corruption Commission.

Donors also applaud efforts to strengthen the Office of the Auditor-General and the Public Accounts Committee, which is holding hearings and takes evidence from officials. However, they argue that more action is needed to act on the audit findings of government departments and agencies and to fight corruption.

As in many countries, corruption remains a sensitive and contentious issue for dialogue and partnership between national and international stakeholders and many see it an important deterrent for the provision of direct budget support.

Security and justice

National security

The Sierra Leonean Army has been the subject of serious reform efforts since the end of hostilities. After a successful Disarmament, Demobilisation, and Reintegration (DDR) process, the Army now numbers approximately 8,500 men, which is considered appropriate for a country of this size in relation to both risk and cost factors. Major challenges now include instability on the northern border and ongoing threat of criminal drug cartels. The country is also watching the regional context carefully as potential conflicts in neighbouring countries could draw many former fighters from Sierra Leone to participate and destabilise the border regions as arms, men and material are sucked into a vortex of fighting.

Crime prevention is also an important priority of the country and the government response to a recent crime wave in Freetown has been swift and decisive. Recognising the weak capacity of municipal and national police forces to deal with armed robbers, the President deployed the Sierra Leonean Army to support police patrols and to assist in arrests. Police reform has achieved great gains and involved a restructuring and capacity building of the forces. Key successes include the establishment of the District Security and Provincial Security Councils which promote partnership with civil society to develop and implement a community policing policy. This approach also seeks to strengthen civilian oversight of the police force. In addition, all aspects of intelligence security have been brought under the control of the Office of National Security (ONS). It is important to consider this progress in the context of the relatively recent past when, throughout the 1990s, corrupt police officials and predatory bands of soldiers and rebels (dubbed “sobels” in local parlance) competed for control of ‘turf’ and checkpoints, through which they had relatively free rein over the person and possessions of most of the population.

These changes are particularly important as the country sees an increasing threat from international drug trafficking. There is a risk that drug cartels continue to divert their smuggling routes to Sierra Leone as the road infrastructure improves. Donors and government are working closely on this and capacity of law enforcement bodies has increased. However, the country’s porous borders and limited intelligence gathering capacity remain important challenges. Control of off-shore fisheries resources is also a major concern for law enforcement. At present, GoSL simply does not have the resources needed to prevent illegal fishing and are thus losing an important source of revenue. A donor initiative is underway to obtain and support the operation of several patrol ships capable of assuring this function.

Strengthen rule of law and justice reform

Respect for the rule of law remains a top priority for peace and prosperity. Despite improvements, human capacity remains limited to arrest, arraign, try, judge and incarcerate criminal elements in their midst. Insufficient salaries for magistrates and other justice personnel is an important challenge for reform. Programmes are seeking to extend the reach of the justice architecture and personnel are being deployed to courts in locations outside Freetown. In addition, programming is looking to integrate traditional courts, particularly in the Districts that have a mixed system with local traditions and customs. Many of the training programmes to strengthen the justice sector therefore strive to target customary law officials around Sierra Leone.

Sierra Leoneans attempting to access justice through the country’s complex legal system are presented with a number of barriers. These stem from the system’s costs is particularly challenging for citizens. Inadequate legal aid structures make contesting parties responsible for court fees, legal representation, and other service fees, costs are prohibitively high for all but the wealthiest of citizens. Even in local

courts, which are designed to be “closer to the people”, costs are sufficiently high to discourage use. While Sierra Leonean law imposes strict limits on fines charged in customary law cases, enforcement is exceedingly difficult given the lack of central control over customary courts. Because of the irregular and inadequate funding provided to chiefdoms by the government, court fees make up a substantial portion of municipal budgets. Like customary law itself, the rules for fees and fines in customary courts are unwritten (though the Local Courts Act provides some guidance), and many chiefs were found to distribute arbitrary fines, often in a discriminatory manner.

Access to courts is also very limited. The few functioning magistrates courts are based in district headquarters, which are distant from many villages. With minimal access to adequate roads or vehicles, many inhabitants of rural communities find it physically and financially impossible to access the formal courts, especially for cases that can take several visits to provincial capitals to resolve.

Finally, both the formal and (to a lesser extent) the informal legal systems are thought to raise prohibitively long delays in the resolution of cases. Especially in rural areas, where the majority of the population is engaged in agricultural activities, frequent absences from the land bring significant opportunity costs.

Conflict mitigation and prevention

The Truth and Reconciliation Commission was established in 2000 to address impunity, respond to the needs of the victims, promote healing and reconciliation and prevent a repetition of the violations and abuses suffered. Its analysis into the sources of the conflict was comprehensive and generated a series of recommendations leading to the establishment of numerous commissions and priority actions to be undertaken by the government to mitigate and prevent future conflicts. One of its recommendations was the creation of the Human Rights Commission, which was established in 2006 to create a culture of respect and protection of human rights in the country. It has played an important role in advocating, monitoring and redressing cases of human rights abuses, particularly for women, children, and war victims.

The Truth and Reconciliation Commission also provided extensive recommendations for reparations in its final report. A one-year programme was launched by the National Commission for Social Action but has had limited success for lack of a long-term strategy and adequate resources. More work is needed to improve the reparations process and some NGOs argue that the programme needs more partnerships with civil society to reach victims and build more confidence in the process.

As the country moves toward elections, stakeholders argue that conflict prevention measures are needed to mitigate regional jealousies. They fear that a rise of identity politics and the old divide between the northern-aligned APC and southern-aligned SLPP could weaken the democratic fabric. As mentioned in earlier parts of this report, conflict mitigation measures need to extend to the political realm and include the creation of space for tolerant multi-party dialogue.

Land rights

Effective land administration is an essential pre-requisite for a healthy investment climate. Land reform is also seen as having positive implications for natural resource management, agricultural production, and addressing the challenges of rapid urbanization in the country. The Ministry of Lands, Housing, and Country Planning and Parliament organised a series of town-hall meetings to engage with constituents and learn about land reform needs at the local level. The meetings also provided an opportunity for all stakeholders in the land reform debate to meet and forge relationships that will be necessary to ensure an inclusive and representative reform process.

The process will require long-term commitment from diverse parties to address sensitive political issues that cut across political and ethnic lines. Continued reform of the judicial process is needed to help the state better manage land disputes, update colonial era land laws, and provide equal access to land for women and youth.

Core government functions

Taxation

Sierra Leone does not have a strong culture of tax paying. After many years of dysfunctional government services and endemic corruption, winning citizens over to the idea that government functions must be supported by taxation is a significant challenge. The National Revenue Authority (NRA) was established in 2002 with a mandate to consolidate revenue collection, including direct and indirect taxes as well as non-tax revenues. The government developed a multi-pronged approach that includes reducing corruption, harmonising taxes and strengthening our non-tax revenue collection system. Its Integrated Revenue Programme focuses on customs modernisation, domestic tax administrative reform, Goods and Services Tax (GST) computerisation, human resources and institutional development, taxpayer education, infrastructure development and strategic management. To date, five income tax reform projects and thirteen customs and excise tax initiatives have been launched and a business engagement programme and a full review of tax exemptions and concessions have already been undertaken. The work is well advanced but recognises that more is needed to achieve long term objectives laid out in its Modernisation Programme.

Public sector reform and capacity development

Patronage networks and identity politics are important impediments to developing a professional and non-partisan civil service. The government and donors have launched a series of programmes to address these problems. The Office of the President set up the Strategy and Policy Unit and the Public Sector Reform Unit to lead on whole-of-government planning, coordination of major areas of public policy, and public sector reform. In the same vein, the president introduced performance contracts between the president and his ministers and organised presidential visits to selected counties.

A comprehensive public sector reform strategy has been outlined with a focus on pay and incentives; staff rationalisation/right sizing; systems and tools; performance management; private-public partnership; and civil service training. The government also outlined the Civil Service Reform Programme (2009-2012) as part of the president's initiatives under a broader public sector reform programme.¹⁰ The broad objectives of the Civil Service Reform Programme are:

- To enable the Government of Sierra Leone to own, implement and manage civil service reform in a holistic manner; and
- To develop systems, structures and processes in the public (sic) which respond to the aspiration of the people of Sierra Leone.

Some critics argue that capacity development programming has a strong human resources management focus and does not sufficiently address the underlying problem of civil service capacity to administer the business of government. These changes require deep behavioural and institutional changes to support basic processes of public administration and more innovative approaches may be needed to go beyond traditional training programmes.

Service delivery functions

Improving and monitoring service delivery

Decentralisation has been a major focus of the post-conflict recovery strategy to reverse past neglect and marginalisation of the districts, which is seen as a major contributor to the conflict. The decentralisation process has made important gains over recent years. The government is currently partnering with the World Bank on the Decentralised Service Delivery Programme, a five year initiative to improve local development planning processes through the provision of local council grants to supplement what authorities already receive from the national budget and to reward good performance, based on the achievement of targets under Local Council Agreements.

¹⁰ Government of Sierra Leone – Office of the President *Public Sector Reform Programme – vol. 2: Civil Service Reform Programme 2009-2012* (draft Dec 2008), p. 5

The programme also seeks to build local council capacity in performing their core functions, and ministry and departmental capacity to provide oversight for local council devolved functions and achieve improvements in service delivery.

Despite this progress, continued challenges remain. Decentralisation was rolled out before operational guidelines and procedures were fully fleshed out, and a number of conflicts between the Local Government Act and existing sectoral legislation remain. The relative roles and responsibilities of chiefdoms and councils need clarification and the process of devolving management and oversight of local administrative staff remains a thorny issue. While some administrative functions have been devolved to local government, others remain on the national government payroll. These staff can only collect their salaries in the capital and report to their home ministries and departments. These incoherent management and accountability lines create frustrations for staff and local councils. The public reform programme and decentralisation process therefore need to be better aligned.

Enhancing the national electricity grid is one of the government's key priorities. It is seen as essential to stimulate the industrial, agricultural and mining activities that will ultimately generate jobs as well as basic services for modern towns and villages. The government's success in securing donor support for emergency electricity supplies for Freetown, the capital, is a political triumph, and has helped to renew the 'social contract', where government supplies services and responsible citizens pay for them. The commissioning of the Bumbuna hydro-electric dam in November 2009 marked a huge progress step in this regard, regardless of the fact that the project has taken 35 years to complete (it began in 1975, but there was a 12-year hiatus due to the conflict).

Improvements in road and transport are essential to poverty reduction and reaching marginalised rural populations. Infrastructure outside the Western Area is extremely limited. Improving governance and supporting infrastructures for economic growth have emerged as salient issues in the policy discourses of government and donor interventions, but concrete steps have only recently been initiated and coordination is still lacking.

Economic governance

The plight of the country's young population has long been an important dynamic in the country's conflict trajectory. Rapid rates of urbanisation and a large youth population set up the demographic markers for heightened risk of conflict: 43 percent of the population is under the age of 15 and average life expectancy at birth is under 42 years.¹¹ The urban population has doubled over the last 30 years and is expected to hit 50 percent in a few more years,¹² and roughly one quarter of the population now lives in the capital.¹³ The proportion of the population below the poverty line in Freetown is estimated at 15 percent, compared with 79 percent in rural areas and 70 percent in other urban centres.¹⁴ The role of youths in political violence is a stark reminder of the importance of job creation programmes. Government and donors have developed a series of programmes to provide young people with educational and employment opportunities.

Fiscal decentralisation, improving transparency and promoting accountability and effectiveness of public financial management are seen as key drivers for economic growth and long term development. The government has outlined its Public Financial Reform Strategy, which includes a series of projects to improve budget discipline, allocation of available resources and achieve greater efficiency and probity in resource use leading to improved service delivery. Part of the strategy seeks to develop the demand side accountability arrangements by building capacity of non-state actors/civil society and providing a platform for engagement. Reforms also include the rollout of the Integrated Financial Management Improvement System, the verification of government payrolls, improved procurement, the extension and deepening of internal audit, strengthening of local government financial management, and legal and regulatory reform.

¹¹ UNDP, *Human Development Report 2007-08*.

¹² Ibid.

¹³ World Bank (2008), *Food Price Crisis Response Development Policy Grant*, p.1.

¹⁴ International Development Association (2005), *Country Assistance Strategy for the Republic of Sierra Leone for the period FY2006-2009*, p. 3.

In the short term it is believed that the most pressing requirement is to unlock the productive power of the land, both through agricultural exploitation and mining activities. The government is working to improve its control of mineral leases and off shore fisheries.

In addition, developing a more transparent and rules based approach to control of the diamond fields is also seen as being of great importance, given that revenue from this industry was the major source of funds during the civil war.

Finally, modernisation of the national banking system and the development of branch banks in all major population centres outside of Freetown are also part of the government's strategy and are important vehicles to improve private sector development at the local level.

3.2 Strategic planning modalities for peacebuilding and statebuilding

Summary of existing planning modalities' approaches to peacebuilding and statebuilding

The key government document outlining statebuilding and peacebuilding strategies is the PRSP II. Though this document is built on the base of the PRSP I, it has been significantly modified to introduce ideas, strategies and approaches outlined in the President's election platform core document, *Agenda for Change*. Based on broad consultation that began during the last election and was further developed with the assistance of expert independent consultants, the PRSP II has been specifically designed to address head on the many challenges associated with rebuilding the social, political and economic infrastructure needed to make Sierra Leone flourish as it once did.

The overall objective of the *Agenda for Change* is to "reduce poverty significantly and improve the lives of the majority of Sierra Leoneans."¹⁵ The framework states that Sierra Leone will need to achieve an annual growth rate of ten percent or more to achieve this objective. The PRSP II identifies four key priorities:

- Enhancing national electricity;
- Developing the national transportation network;
- Increasing agricultural productivity and competitiveness (including agriculture and fisheries); and
- Promoting sustainable human development (including education, healthcare, water and sanitation, social protection, gender, promoting employment).

The document also identifies four "important preconditions" for enabling and driving the key priorities:

- Sustaining peace, security and good governance;
- Sustaining macroeconomic stability;
- Growing the private sector; and
- Efficient management of natural resources.

Sierra Leone also requested to one of the first countries to be part of the Peacebuilding Commission framework. The Sierra Leone Peacebuilding Cooperation Framework, finalised in 2007, builds on PRSP I and highlights urgent peacebuilding priorities. As in other countries with peacebuilding commissions, this framework provides an important political dialogue platform for national-international engagement and dialogue on peacebuilding issues. The success of this dialogue is clearly articulated in the PRSP II, which is consistent with the recommendations and commitments made in the Peacebuilding Cooperation Framework. In turn, the Peacebuilding Commission has recalled the Peacebuilding Cooperation

¹⁵ Government of Sierra Leone (2009), *Agenda For Change: Second Poverty Reduction Strategy Paper (2008-2012)*, p. i.

Framework and aligned its future engagement with Sierra Leone with the Agenda for Change. It highlights the following peacebuilding priorities drawn from the Agenda for Change, which were also highlighted in the Peacebuilding Cooperation Framework:

- Promoting good governance and the rule of law;
- Combating illicit drug trafficking; and
- Addressing youth unemployment.

Donors and government recognise that the PRSP II lays out an ambitious programme that can only be achieved with well coordinated donor support and well designed collaboration initiatives that shift an increasing share of responsibility for statebuilding and peacebuilding from donors to government. Achieving the correct balance of types and kinds of aid assistance to reduce Sierra Leone's aid dependency is critical to sustained progress towards the PRSP II objectives and to both peacebuilding and statebuilding objectives.

In the short term, the Ministry of Finance and Development with other line ministries and donors developed the Sierra Leone Aid Policy which is now being translated into an operational plan. One of the main objectives of this policy is to reduce aid dependency by making better use of donor funding, aligning it to government long term objectives. When implemented, the Aid Policy should improve the GoSL's capacity to coordinate and control assistance.

Specific issues

Analysis

The preparatory process for PRSP II included four distinct elements of analysis. First, lessons learned from the implementation of PRSP I were derived and analysed using two independent consulting firms. Second, the President's Agenda for Change was developed on the basis of a deep analysis of the political and developmental challenges facing Sierra Leone in its present context. Core ideas in the Agenda were presented and debated widely during the national elections of 2007. Third, a national consultation and priority setting exercise was conducted immediately following the elections. This included sampling in all 149 chiefdoms as well as the Western Area, and parliamentary consultations. A diagnostic study was also performed to determine the drivers of growth in Sierra Leone.

This process led to modification and further development of the core ideas in the Agenda and ended with the publishing of the PRSP II and its formal presentation in February 2008. There is, however, no mention of a conflict analysis or any consideration of formal analysis of conflict drivers in developing PRSP II, although numerous donors have conducted analysis of the 'Drivers of Conflict' in Sierra Leone. This analysis may have taken place informally and the presence of peacebuilding priorities of the Agenda for Change (good governance and the rule of law, illicit drug trafficking, and youth unemployment) is representative of the government's desire to tackle the key drivers of conflict in Sierra Leone.

Monitoring and evaluation

Recognising that the PRSP I suffered from weak monitoring and evaluation (M&E) capacity and that this resulted in failure to prioritise and adapt as necessary, the PRSP II includes a comprehensive M&E framework based on five principles:

- Development as the prime goal of all activities;
- Results focus;
- Transparency;
- Efficiency and effectiveness; and
- Local relevance.

The process includes annual performance contracts between ministries, departments and agencies (MDAs) and the Office of the President. These contracts are to include results frameworks and to include specific benchmarks for measuring performance. Other tracking tools will include the public expenditure tracking survey, participatory poverty assessments and focus group discussions as well as a set of national surveys and the use of routine data systems, once developed. In addition, PRSP II working groups are tasked with specific functional area monitoring and reporting, through the Ministry of Finance and Economic Development (MOFED). District Working Groups compliment the M&E process in their respective districts using results frameworks and performance contracts as appropriate.

At national level, Cluster Working Groups and a National Technical Committee, incorporating both donor and national technical experts, will be coordinated through the Development Partner Committee. A key challenge in developing the architecture and functional capacity needed to operate this M&E system is finding sufficient funding to support both the data management and the human resources systems that are its essential components.

Coherence

The PRSP document is comprehensive and stipulates a number of derivative implementation and sector strategy documents that constitute a coherent approach to development and good governance. For instance, the PRSP II document outlines strategic changes to revenue collection which are articulated in detail in the NRA Modernisation Programme. Similarly, the specific strategies and objectives of civil service reform outlined in PRSP II are laid out in the Sierra Leone Public Sector Reform Programme (2009-2012).

Ownership

The PRSP II is the result of comprehensive consultation that included all levels of government, civil society and the donor community. The government has also made communication one of its key priorities as it recognises that public trust in its post-conflict development strategy is key to maintaining stability and national cohesion. The Aid Policy is also a good example of the government's commitment to lead and coordinate the aid agenda. The Aid Policy emphasises that aid effectiveness must be "complemented by a deeper concern with the effectiveness, accountability, responsiveness to the needs of the people and legitimacy of the institutions of state."¹⁶ It underscores the importance of national ownership of the development framework and the notion of mutual responsibility of the government and donors to build a stable, effective and accountable state in order to promote stronger ownership and thus more effective aid.

To overcome the vicious cycle of dependency, the government will strive to channel aid through the Ministry of Finance and Development so that aid becomes increasingly useful both as a means of achieving PRSP II objectives and a means to prime the pump of government capacity to control and distribute resources effectively.

Costing

The PRSP II (part four) contains a full cost estimate that includes an identified gap of approximately 600 million US dollars. All foreseeable sources of revenue from both internal revenue collection and donor funding have been calculated into the cost estimate and a resource mobilisation strategy has been developed and is in the process of implementation.

Partnership

The PRSP II includes a fully developed strategic plan that allocates responsibilities according to function and level of government. Arrangements for specific sector leadership and responsibilities are determined according to relative competencies, funding sources and implementation capacity and leaves space for negotiation with donor partners. The overall aim of the document is to achieve a transition from donor leadership to donor supported government leadership and, eventually, full government funding and control. The Ministry of Finance and Development has been meeting with priority sectors in the first quarter of 2010 to agree joint ways forward.

¹⁶ Government of Sierra Leone, *Sierra Leone Aid Policy – Final Draft*, p. 9.

Key lessons and recommendations

At this point it appears that the planning processes in place have been well considered and have led to strategies that address the results of a carefully analysed set of challenges specific to the Sierra Leonean peacebuilding and statebuilding context. There are no apparent inconsistencies between strategies articulated in the PRSP II and other key documents produced by the GoSL or major donors. However, some of the key committees and working groups outlined in the documents have not been activated and thus sap the credibility of the documents. One of the main difficulties now is to ensure sufficient funding is made available to implement fully the strategies and plans as laid out in the various documents. Results also need to be carefully monitored and evaluated to ensure consistency between intention and outcome.

The PRSP II also notes that government and donors need to manage the population's expectations for change. The document warns that the participatory process could give rise to unrealistically high expectations regarding what the PRSP is meant to achieve. It argues that a clear communication strategy is therefore essential to ensure that peoples' expectations are grounded in "the truth" of what the PRSP will be able to accomplish.

Donors have made important steps in aligning their programmes to the PRSP II. For example, the Joint Vision for Sierra Leone of the United Nations Family (30 May 2009), Building the State and Securing the Peace (DFID, June 2009), the World Bank Country Assistance Strategy for Sierra Leone and the European member states and European Commission Cooperation with Sierra Leone (August 2009). However, more work is needed to enhance coordination between them. It is hoped that as Development Partners Committee meetings become more regular dialogue will be enhanced. The complexity and volume of donor documents and associated activities also overwhelms GoSL capacity and creates an artificially high standard.

While it is understood that each donor has good intentions and accountability requirements imposed by its own reporting system, the collective impact on GoSL operations is distracting and adds considerable transactional cost.

3.3 Key bottlenecks and challenges for governments and external actors

- Peacebuilding and statebuilding activities in Sierra Leone have reached a critical moment in which greater trust is required between the donor community and government. Stakeholders argued that there is a need for more formalised dialogue between donors and government. The Development Partners Committee meetings that are to take place each quarter have so far only been organised once in two years. The lack of sustained, regular and formal dialogue between donors and GoSL may sometimes hinder progress on government capacity development and thereby statebuilding.
- Government aims to increasingly assert its leadership, starting with strengthening its coordination mechanisms at the central and sector level. Sector-wide approaches should be managed by line ministries with support from lead donors (as is already the case in some sectors).
- Donors and government agreed that the country needs a practical implementation plan that gives the GoSL more control over spending without raising the level of risk beyond donor tolerance. The government wants to increase its control over resources in order to build public trust and to take charge of the national development process. Donors, however, want to see more progress in the government's accountability to its population and in improving public financial management systems before they can commit to more direct budget support.
- The fight against corruption therefore remains one of the key priorities to continue to build trust between the population and public administrations and between international and national stakeholders. The government has the primary responsibility to make these difficult changes. On their side, donors need to play their part by ensuring that they do everything in their power to reduce the possibility of graft or corruption in all their dealings and that they engage strong advocacy in support of the Anti Corruption Commission and its goals.
- With an estimated 75 per cent of total resources per annum, technical support and directly donor-sponsored projects have been the key instruments through which international aid has been channelled. Informants maintained that this approach has been largely supply-driven and that

priorities have not been conceived systematically to respond to any governmental policies or practical needs of the state and the people.

- Civil society activity in the country arguably has recently encountered a watershed. Already during the 11-year long civil war, non-state actors demonstrated remarkable ingenuity and ability to organise. In post-war Sierra Leone, a plethora of civil society organisations is active in areas such as diverse as human rights education, reintegration of internally displaced persons, and capacity building among youths. This diversity had irritated some donors, with the effect that a call for more homogeneity and better organisation has translated into attempts to reorganise Sierra Leonean civil society in a way that suits donors' and the central government's agendas. These moves have led to rifts among certain non-state actors. Supporting a diverse local civil society without imposing preconceived expectations on it therefore remains a key challenge for donors as well as development partners in the country.
- The transfer of skills and capacity remains weak in Sierra Leone. Despite numerous public reform initiatives and the launching in 2002 of large projects to build the capacity of the civil service, many stakeholders argue that institutional capacity and contextual issues have not been adequately addressed. Donors agree that the present method of building capacity through salary top ups and PIUs are obstacles to sustainable change. Sharp salary disparities between mainstream civil servants and those in parallel arrangements are corrosive to morale and motivation. As outlined in the Aid Policy, it is the intention of the GoSL to request the cooperation of donor partners to reduce the number of discrete projects and to adopt a programmatic approach to funding using sector wide approaches, pooled funding arrangements and multi donor trust funds. Donors and government are aware of the need to develop a joint approach to capacity building which addresses not only human capacity but also institutional processes and mechanisms and that focuses on the administrative and managerial capacity of the civil service.
- Decentralisation and devolution are important in Sierra Leone to foster inclusion and strengthen state-society relations throughout the country. Decentralisation is a political process that requires time and the transfer of capacities to districts. The number of donor assessment, planning, monitoring and evaluation missions, while themselves necessary, strain the government's ability to manage successfully core tasks in peacebuilding and statebuilding, notably public sector reform and the improved management of human resources. In addition, during budget preparations (August to October), government capacities are particularly stretched and the Aid Policy stipulates a "quiet period" during this time to allow the government to continue its work.
- There is obviously a risk that development partners' support to Sierra Leone will tail off as we move towards the second decade since the end of the conflict. The Consultative Group meeting in late 2009, led by the World Bank and the GoSL, resulted in pledges that amounted to a stable continuum of the current levels of funding, of around \$300m per annum. Especially with the 2012 elections approaching, it is vital that development partners continue to support Sierra Leone's peacebuilding and statebuilding activities.

3.4 Good practices and success stories in peacebuilding and statebuilding

Below is a summary of successes from the Sierra Leone's experience:

- The government's Agenda for Change is a robust national framework for growth, economic development and peace consolidation. It outlines a clear road map for national action and international support and is realistic in its identification of risks and need for a clear communication strategy. The government's Agenda for Change / PRSP enjoys strong support from the international partners.
- The reform of the security sector in Sierra Leone is widely considered a success story. The process has been very effective in capacitating the security sector and giving full responsibility to national bodies. This creation of "real structures" that allowed for sufficient internal reform resulted in donors now feeling comfortable with supporting security providers in the country. Moreover, donors were given credit for promoting a holistic approach to ensuring security (e.g. prisons, army, and border control by community level organisations) and encouraging a conceptual move from a narrow definition of police performance toward one that contributes to welfare of citizens. The successful

'depoliticisation' of the armed forces as well as the institutionalisation of oversight mechanisms have contributed to consolidating democratic decision-making in the country. They were exemplified by the remarkably effective handling of national and local elections.

- Civil society in Sierra Leone has made important contributions to peacebuilding. Synergies among civil society were also pointed out, such as between the Elections Coordinating Committee and the National Elections Watch. Donors were seen as recognising and supporting the issues that civil society in the country cared about, in particular human rights issues. More generally, citizens were also perceived as more forthcoming, and donors were credited here as well for creating spaces of participation and public expression for citizens.
- Seventeen of the 124 MPs are women, and they have formed themselves into a women's caucus along with nine associate MPs drawn from the three political parties and the paramount chiefs. The focus is gender equality – an issue that transcends gender as such – and the associate members presented as committed gender equality advocates. Priorities for the caucus include the broader representation of women in political office, and gender budgeting. Given the focus in UN Security Council Resolution 1325 on Women, Peace and Security on women in decision-making in post-conflict settings, the Women's Caucus and its work assume particular importance.
- The Joint Communiqué successfully ended the sudden outbreak of political violence and intolerance in 2009 but also outlined a wider multiparty consensus on strengthening key democratic institutions and national policies. As noted in the third session in the June 2009 report of the Peacebuilding Commission, the Joint Communiqué articulated the political parties' commitment to peacebuilding and can also be seen as an example for conflict prevention and resolution for other countries in similar circumstances¹⁷. Recent outbreaks of violence are a stark reminder of the need for continued commitment to the spirit of the document.
- Civil society and media have played an important role in disseminating messages of tolerance and conflict prevention. After the March 2009 violence, for example, Sierra Leone's Inter-faith Council, Association of Journalists, civil society and non-governmental organisations joined efforts to promote peace and stability throughout the country. Innovative approaches by the Artists for Peace helped to reach youths around the country.
- Civil society organisations have also made important contributions in making justice more accessible by provide paralegal services and assistance to communities. They have also provided psycho-social care delivery (trauma healing) alternative livelihood support initiatives for youth and women. The organisations need political space to continue to play their role of oversight and advocacy toward government policy.
- All major donors have aligned themselves with PRSP II and vigorous efforts are being made among them to combine their initiatives to reduce transactional costs on the government. In the case of Sierra Leone, good intentions in the donor community are matched by technical competence and political insight that allow space for the growth of state capacity while keeping a weather eye for threats to peace. Though many challenges lay ahead, the fact that donors support GoSL leadership in every area of collaboration is, in itself, the main good practice to be noted.

¹⁷ United Nations General Assembly Security Council, 10 June 2009, PBC/3/SLE/6, p. 1

4 Conclusions and recommendations

4.1 Country specific recommendations

There are a number of specific issues that need to be resolved as state capacity continues to evolve. Some of these have been discussed above but are listed again here for both clarity and emphasis.

- Stakeholders agree that peace has come to Sierra Leone but remains fragile and the government and donors need to continue to create mechanisms and implement policies such as the Joint Communiqué to prevent conflict. These strategies need to involve regional organisations as potential flashpoints in neighbouring Guinea could have serious repercussions for Sierra Leone.
- The 2012 elections are likely to be particularly competitive and the electoral machinery will need ample time to prepare the terrain for tolerant political debates. Civil society organisations argue that all stakeholders need to work together to expand the public space for peaceful discourse.
- More needs to be done to demonstrate peace dividend to local populations, particularly youths. Continued progress in job development, training programmes and opportunities for youth representation in power structures are needed to avoid a potentially explosive cocktail for violence. A thorough review of how existing political structures relate to youths could lead to a compact between local leaders, local government representatives, and ideally the business community to implement concrete measures to tackle both rural and urban youth unemployment.
- Government efforts to strengthen core state functions in service delivery need to be matched by donor efforts to simplify and harmonise their support. This could be done through greater use of grants, multi-donor trust funds and sector wide approaches.
- More efforts are needed to align civil society and government service delivery programmes so as to reach the whole of the population. Improved partnerships between government and NGOs in service delivery can help to strengthen state-society dialogue and deepen the social contract.
- The recent trend among major donors to use joint mechanisms and delegated cooperation arrangements is greatly appreciated but needs to be developed further with the specific aim of simplifying collaboration between donors and GoSL. In particular, it would be very useful if donors could limit high transactional cost activities (such as assessment, planning, monitoring and evaluation missions) during the annual period of budget preparation (August - October), as stipulated in the Sierra Leone Aid Policy.
- Donors and government both need improve coordination and dialogue mechanisms. The Development Partners Committees and Joint Sector Working Groups are critical elements of the PRSP II and need to become more operational. Activating them should be seen as a very high priority.
- Donors need to harmonise and rationalise their assessment, planning, monitoring and evaluation missions with a view to not usurp government's capacity. In this sense, joint donor missions would be essential. In addition, during budget preparations, government capacities are particularly stretched.

Taking this into account when planning missions would be beneficial to both the outcomes of the donors' missions as well as to government capacity to deliver.

- Given concerns about public understanding of civic machinery and processes, particularly in the wake of decentralisation, consideration should be given to providing further support for ongoing civic education – independently of the electoral cycle – around the functions and responsibilities of chiefs, local councils and national government and how and why to vote, using a broad spectrum of civil society organisations and the media as well as National Electoral Commission (NEC) to deliver civic education.
- The government's framework on public sector reform is largely silent on decentralisation, beyond the recognition that decentralisation along with the poverty reduction strategy are major policy initiatives that necessitate some realignment of the strategic orientation and structure of public sector organisations. The complex issues around the devolution of staff needs concerted attention of the central human resource management agencies and the cooperation of line the administration.

4.2 Recommendations and key questions for the International Dialogue

- Long term planning requires long term funding and therefore long term commitments from donors. Implementation requires more predictable disbursement. When performance benchmarks are not reached, support should not be suspended without dialogue to weigh the consequences of aid suspension and find common solutions.
- A more comprehensive capacity building approach is needed to support statebuilding. PIUs are duplicating the state architecture and technical assistance has so far not been able to transfer skills and knowledge. Donors and government have a joint responsibility to develop a strategy that improves institutional and human capacity. This will require an emphasis on systems building, encouraging good habits in engagement through peer pressure and competition and adequate and sustained support to government initiative through effective financial and technical assistance.
- Although the expedited imposition of democratic structures may create a layer of superficial legitimacy of elected governments, underlying governance structures and in particular the frictions between modern and traditional ways of governing require long term strategies and funding. Donors and government need to be realistic in what can be achieved in the short, medium and long term.
- Local populations often don't benefit quickly enough from the peace dividend. At present job creation, improved service delivery and infrastructure provision at the local level are critical to long term peace. Strategic plans need to integrate more quick wins to maintain the buy-in of local populations.

Annex 1 – Methodology

Objectives of the country consultation

The objectives of the national consultations are to:

- Identify peacebuilding and statebuilding priorities at country level, as well as their inter-linkages, as a basis for preparing a framework for international objectives;
- Identify critical bottlenecks to effective international assistance at country level for consideration by the International Dialogue;
- Gather country-specific good practice and success stories to facilitate a sharing of country-level peacebuilding and statebuilding experiences; and
- Share knowledge, insights, and experience with different country-specific planning modalities and processes for identifying peacebuilding and statebuilding priorities.

Approach and process

The visit of the international expert to Sierra Leone, took place from 5 to 23 October 2009. In total, 40 people were interviewed and participated in focus group discussions. Annex A contains the list of people consulted.

The consultation meeting took place on 19 October 2009. It was attended by 70 people (see *annex 2*).

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Annex 2 – List of people consulted

Interviews and focus groups

Name	Position	Affiliation
Adolfo, Eldridge	Youth Employment and Conflict	UNIPSIL
Anno-Kumi, Kwame	Political and Peace Consolidation Section	UNIPSIL
Bergquist, Asa	Veterinary Inspector (Fisheries)	EC, Dublin
Bjalkander, Per	Special Assistant to UN Resident Coordinator	UNIPSIL
Callan, Anne-Marie	Chargé d' Affaires	Government of Ireland, Irish Aid
Cockburn, Ellie	Technical Assistance, DACO	MOFED, GoSL
Dive, Philip	Head of Strategic Planning Unit	UNIPSIL
De Bruyker, Marc	Chief of Operations	EC, Freetown
Ekmund, Per	Mid-Term Review Consultant	UNDP
Felton, Andrew	Deputy Head	DFID
Fortune, Francis	Regional Director	Search for Common Ground
Gallagher	Country Director	FAO
Greenbaum, David	Consultant Geologist	Ministry of Mineral Resources, GoSL
Gudmundsson, Engilbert	Country Manager	WB
Jalloh, Abdoulay	Democracy and Governance Specialist	USAID
James, Ambrose	Country Director	Search for Common Ground
Kebbay, Kawusu	National Director DACO	MOFED, GoSL
Kluczny, Peter	Advisor	GTZ
Landeros, Rudi	Police Training and Support	UNIPSIL
Marconett, Laura	Coordination	UNIPSIL
Mahmoudovic, Alli	Road Engineer	Independent contractor
McGookin, Adele	Civil Adviser, Ministry of Defence	DFID
Mills, Reg	Security Officer	UNIPSIL
O'Neill, Dominic	Head of Office	DFID
Onwana, Samuel	Resident Representative	African Development Bank
Pratt, Latu Momemu	Consultant	Civil Society, Special Court Legacy

Name	Position	Affiliation
Raaf, Anders	Project Coordinator	UNDP Recovery Unit
Rodgers	Director, Sierra Leone Roads Authority	GoSL
Sandy, Julius	Director, Public Sector Reform Unit	GoSL
Von der Schulenburg, M.	Executive Representative of the Secretary General	UNIPSIL
Sheriff, Amara	Deputy Director General	Ministry of Agriculture, Forestry and Food Security, GoSL
Sesay, Allieu	Commissioner General, National Revenue Authority	GoSL
Slocum, Glenn	Interim Director	USAID
Tayong, Peter	Media Affairs Advisor	UNIPSIL
Tejan-Cole, Abdul	Anti Corruption Commissioner	GoSL
Timboo, Mohammed	Former Civil Servant	GoSL
Tondoneh, Philip	Member of Parliament	GoSL
Ursino, Stephen	Country Director	UNDP
Vicenti, Piercarlo	Liaison Officer for Sierra Leone	Embassy of Italy, Development Co-operation Office
Write, Keith	Principal Technical Advisor	UNDP Recovery Unit

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