

Independent Reporting Mechanism (IRM): Sierra Leone End-of-Term Report 2016–2018

Charlie Hughes, Independent Researcher

Table of Contents

Overview: Sierra Leone	2
About the Assessment	5
Commitment Implementation	7
Commitment 1. Sexual Violence Against Women and Children	8
Commitment 2. Foreign Aid Transparency	11
Commitment 3. Waste Management	14
Commitment 4. Fiscal Transparency and Open Budget	18
Commitment 5. Auditor's General Report	20
Commitment 6. Climate Change	23
Commitment 7. Elections	26
Commitment 8. Records and Archives	28
Commitment 9. Access to Justice	30
Commitment 10. Open Public Contracting	32
Methodological Note	35

Overview: Sierra Leone

Independent Reporting Mechanism (IRM) End-of-Term Report 2016–2018

Sierra Leone completed only one of its ten commitments, as the OGP leadership within the country experienced a significant breakdown. The second action plan led to limited improvements in open government. OGP leadership in Sierra Leone should be reformed.

The Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. The Independent Reporting Mechanism (IRM) carries out a review of the activities of each OGP-participating country. This report summarizes the results of the period June 2016 to July 2018; including relevant developments up to September 2018.

The OGP Secretariat in the office of the President has always coordinated the OGP since the country began participation in 2013. A Steering Committee of both government agencies and civil society organizations (CSOs) is the main entity which develops action plans and discusses commitments.

In March 2018, a new government came into office following general elections. The new government moved OGP management from the office of the President and placed it under the Ministry of Information and Communication. At the time of this report, the government did not produce an end-of-term self-assessment on the implementation of the second action plan. Nor had Sierra Leone presented a new action plan for the third cycle.

Table 1: At a Glance

	Mid-term	End of term
Number of Commitments	10	
Level of Completion		
Completed	0	1
Substantial	2	1
Limited	7	7
Not Started	1	1
Number of Commitments with...		
Clear Relevance to OGP Values	10	10
Transformative Potential Impact	1	1
Substantial or Complete Implementation	2	2
All Three (👍)	0	0
Did It Open government?		
Major	1	
Outstanding	0	
Moving Forward		
Number of Commitments Carried Over to Next Action Plan	0	

Consultation with Civil Society during Implementation

Countries participating in OGP follow a process for consultation during development and implementation of their action plan. In Sierra Leone, the consultation process consists of monthly meetings by the Steering Committee at the OGP secretariat.¹ The secretariat then follows up with agencies responsible for commitment implementation and gathers feedback for the next meeting.² The Steering Committee had 34 members, 17 representing government institutions and 17 representing CSOs. According to civil society members, all the meetings had more attendance by CSOs than government agencies.³ The monthly Steering Committee meetings served as information-sharing and consulting mechanisms.

According to two civil society leaders, civil society members at Steering Committee meetings deliberated all issues raised, made queries, and offered solutions to challenges.⁴ Issues included the slow pace of commitment implementation, in-country travels for OGP issues, administrative matters, and IRM reports.⁵ The researcher contacted the OGP secretariat several times, requesting meeting minutes to verify these claims, but with no success.

Every member, both from the government and civil society, reported the monthly meetings were very irregular in 2017 and 2018. Neither these members, nor OGP officials, could confirm the number of OGP meetings that were held over the two-year implementation period. Many government agencies never attended meetings.⁶ CSOs, identified in the action plan as supporting partners, attended only one or two meetings. These organizations include the Campaign for Good Governance, the Center for Accountability and Rule of Law, and the Network Movement for Justice and Development.⁷ Civil society members from the Steering Committee said that because only a few meetings were held, there was no consultation.⁸ Indeed, the head of a CSO, the Society for Democratic Initiatives, reported that some government ministries did not even know that they had commitments to implement.⁹

From the researcher's own observations and from accounts by civil society members of the Steering Committee, part of the problem was that 2017 was an election year and the OGP coordinator was actively involved in campaign activities for the ruling party at the time.

Table 2: Consultation during Implementation

Regular Multistakeholder Forum	Midterm	End of Term
1. Did a forum exist?	Yes	Yes
2. Did it meet regularly?	No	No

Table 3: Level of Public Influence during Implementation

The IRM has adapted the International Association for Public Participation (IAP2) “Spectrum of Participation” to apply to OGP.¹⁰ This spectrum shows the potential level of public influence on the contents of the action plan. In the spirit of OGP, most countries should aspire for “collaborative.”

Level of Public Influence during Implementation of Action Plan		Midterm	End of Term
Empower	The government handed decision-making power to members of the public.		
Collaborate	There was iterative dialogue AND the public helped set the agenda.		
Involve	The government gave feedback on how public inputs were considered.		
Consult	The public could give inputs.	✓	
Inform	The government provided the public with information on the action plan.		✓
No Consultation	No consultation		

About the Assessment

The indicators and method used in the IRM research can be found in the IRM Procedures Manual.¹¹ One measure, the “starred commitment” (★), deserves further explanation due to its particular interest to readers and usefulness for encouraging a race to the top among OGP-participating countries. Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria:

- Starred commitments will have “medium” or “high” specificity. A commitment must lay out clearly defined activities and steps to make a judgment about its potential impact.
- The commitment’s language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability.
- The commitment would have a “transformative” potential impact if completely implemented.¹²
- The government must make significant progress on this commitment during the action plan implementation period, receiving an assessment of “substantial” or “complete” implementation.

Starred commitments can lose their starred status if their completion falls short of substantial or full completion at the end of the action plan implementation period.

In the midterm report, Sierra Leone’s action plan contained 0 starred commitments. At the end of term, based on the changes in the level of completion, Sierra Leone’s action plan contained 0 starred commitments.

Finally, the tables in this section present an excerpt of the wealth of data the IRM collects during its reporting process. For the full dataset for Sierra Leone, see the OGP Explorer at www.opengovpartnership.org/explorer.

About “Did It Open Government?”

To capture changes in government practice, the IRM introduced a new variable “Did It Open Government?” in end-of-term reports. This variable attempts to move beyond measuring outputs and deliverables to looking at how the government practice has changed as a result of the commitment’s implementation.

As written, some OGP commitments are vague and/or not clearly relevant to OGP values but achieve significant policy reforms. In other cases, commitments as written appear relevant and ambitious, but fail to open government as implemented. The “Did It Open Government” variable attempts to capture these subtleties.

The “Did It Open Government?” variable assesses changes in government practice using the following spectrum:

- Worsened: Government openness worsens as a result of the commitment.
- Did not change: No changes in government practice.
- Marginal: Some change, but minor in terms of its effect on level of openness.
- Major: A step forward for government openness in the relevant policy area, but remains limited in scope or scale.
- Outstanding: A reform that has transformed “business as usual” in the relevant policy area by opening government.

To assess this variable, researchers establish the status quo at the outset of the action plan. They then assess outcomes *as implemented* for changes in government openness.

Readers should keep in mind limitations. IRM end-of-term reports are prepared only a few months after the implementation cycle is completed. The variable focuses on outcomes that can be observed

in government openness practices at the end of the two-year implementation period. The report and the variable do not intend to assess impact because of the complex methodological implications and the time frame of the report.

¹ OGP Coordinator, interview with IRM researcher, 11 Dec. 2017. This was confirmed by civil society representatives at the civil society meeting in Freetown, with the OGP Deputy Chief Executive Officer and Africa Regional Coordinator, on 13 August 2018.

² *Id.*

³ Charles Kamara (Education for All Foundation) and Marcella Samba-Sesay (Campaign for Good Governance), interview with IRM researcher, 2 Apr. 2019.

⁴ *Id.*

⁵ *Id.*

⁶ Emmanuel Saffa-Abdulai (Society of Democratic Initiatives) and Charles Kamara (Education for All Foundation), Freetown civil society meeting with the OGP Deputy Chief Executive Officer and Africa Regional Coordinator, 13 Aug. 2018.

⁷ Bernadette French (Gender Programmer Officer, Campaign for Good Governance), interview with IRM researcher, 9 Aug. 2018; Head of Programs (Network Movement for Justice and Development), interview with IRM researcher, 3 Sept. 2018.

⁸ Charles Kamara (Education for All Foundation) and Marcella Samba-Sesay (Campaign for Good Governance), interview with IRM researcher, 14 May 2019.

⁹ Saffa-Abdulai, Freetown civil society meeting, 13 Aug. 2018.

¹⁰ http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/foundations_course/IAP2_P2_Spectrum_FINAL.pdf.

¹¹ IRM Procedures Manual, <http://www.opengovpartnership.org/about/about-irm>.

¹² The International Experts Panel changed this criterion in 2015. For more information, visit <http://www.opengovpartnership.org/node/5919>.

Commitment Implementation

General Overview of Commitments

As part of OGP, countries are required to make commitments in a two-year action plan. The tables below summarize the completion level at the end of term and progress on the “Did It Open Government?” metric. For commitments that were complete at the midterm, the report will provide a summary of the progress report findings but focus on analysis of the “Did It Open Government?” variable. For further details on these commitments, please see the Sierra Leone IRM progress report 2016–2018. The commitments covered a broad range of issues, including gender violence, waste management, public records and archives, and public elections. Four commitments focused on improving management of public finances.

Table 4: Assessment of Progress by Commitment

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm	Did It Open Government?					
															End of Term						
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
1. Sexual violence			✓		✓						✓			✓				✓			
2. Foreign aid transparency				✓	✓						✓				✓				✓		
3. Waste management			✓		✓	✓					✓			✓	✓			✓			
4. Open budget			✓		✓							✓		✓				✓			
5. Audit reports			✓		✓						✓		✓					✓			
6.Climate change				✓	✓	✓		✓		✓			✓						✓		
7.Elections			✓		✓			✓							✓				✓		
8.Records and archives			✓		✓						✓			✓			✓				
9.Access to justice		✓			✓					✓				✓				✓			
10.Open public contracting			✓		✓						✓			✓						✓	

Commitment I. Sexual Violence Against Women and Children

Commitment Text:

The SLP will publish data on sexual violence against women and girls, establish a forensic lab with trained and qualified personnel, develop a directory of all sexual violence convicts, and provide free health services for women affected by sexual violence in collaboration with the ministry of health.

Milestones:

1. Publish data on sexual violence issue on a half yearly basis
2. Develop the framework for the establishment of a forensic lab on gender base violence
3. Set up a forensic lab to fast track sexual violence cases
4. Development of online directory of all sexual violence convicts and published on a half yearly basis.

Responsible institution: Family Support Unit-Sierra Leone Police.

Supporting institution(s): Campaign for Good Governance, Women's Forum, United for Humanity, AdvocAid, Network Movement for Youth and Children Affairs, Rainbow Center, National Committee on Gender-Based Violence.

Start date: July 2016

End date: June 2018

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Mid-term	Did It Open Government?					
														End of Term							
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
I. Overall			✓		✓						✓		✓	✓				✓			

Commitment Aim:

This commitment aimed to reduce gender-based sexual violence in Sierra Leone by accelerating the investigation and prosecution of offenders and providing public information on gender-based sexual violence to help communities protect themselves. The action plan identified sexual violence as a major contribution to women's marginalization and lack of social and economic power. To address this, the commitment seeks to:

1. establish a forensic laboratory to accelerate the investigation and prosecution of offenders; and
2. regularly provide the public information on gender-based sexual violence.

Status

Midterm: Limited

At the midterm, the Family Support Unit of the Sierra Leone Police published an annual report on sexual violence for 2016. However, the Unit did not publish a report every six months in 2017 as required by Milestone 1.1. Framework for establishing a forensic lab was completed in January 2016, prior to the commencement of the action plan (Milestone 1.2).¹ However, work on the forensic laboratory had not begun (Milestone 1.3). Finally, there was no progress toward an online directory of sexual offenders (Milestone 1.4) because of concerns by the police force about possible infringements on offenders' rights. For more information, please see the 2016–2018 midterm report.²

End of term: Limited

Milestone 1: The government published sexual violence data but not on a half-yearly basis, as required by the commitment. Sexual violence data was part of the Sierra Leone Police Annual Crime Statistics published in 2017 and 2018. These reports are available online.³

Milestone 2: According to a senior police officer working with gender violence issues, the Sierra Leone Police forensic capacity assessment of January 2016 constituted the framework for establishing a forensic laboratory as it highlighted challenges and necessary work.⁴ The forensic capacity assessment was never publicized; a hard copy was given to the researcher. However, the IRM midterm report noted that the forensic capacity assessment was done before the action plan was developed.

Milestone 3: According to officials of both the Campaign for Good Governance, and the Youth and Child Advocacy Network (two nongovernmental organizations (NGOs) active in gender violence issues), no forensic laboratory was established.⁵ According to a senior police officer who was the head of the Family Support Unit, work on a forensic laboratory stalled due to funding.⁶

Milestone 4: An official from the Youth and Child Advocacy Network and the Campaign for Good Governance confirmed that an online directory of sexual offenders was not established. According to members of the Steering Committee, there was no discussion or decision to have an online directory of sexual offenders; they did not know how the milestone came to be part of the commitment.⁷

Did it open government?

Access to information: Did not change

Although gender-based sexual violence is a major problem in Sierra Leone, citizens generally lack quantitative information regarding its extent and details, such as the age and gender of victims and offenders, public profiles of offenders, and other information that may help protect the public. The publication of this information aimed to help individuals and communities better protect themselves. However, implementation of this commitment did not change the amount or quality of information citizens receive. Firstly, 2016 data on sexual offences was produced by the police as an internal document, and not half-yearly and online as required by the commitment.⁸ In 2018, the police published online the 2017 and 2018 Annual Crimes Statistics reports. However, all three annual reports contained only national and regional data; they did not include the age or gender of victims and offenders, relevant offender profiles, or other details that would be useful to guide citizens' advocacy and other actions. Child rights advocates claim the report was not promoted to the public.⁹ According to the police, annual crime statistics have always been produced by the police offline, as an internal document. Civil society leaders suggested that the lack of promotion and detail in the report hindered its usefulness to advocates.¹⁰

Carried forward?

The government had not released the third action plan at the time of this report. This commitment should be carried forward into the next action plan, focusing on increasing women's ability to report sexual violence via low technology telephone applications. The information gathered could then be analyzed by the Family Support Unit of the Sierra Leone Police, noting incidences per district, ongoing prosecutions, and concluded cases; this could then be disclosed periodically to the public. An officer at the Campaign for Good Governance agreed that this recommendation would improve sexual violence data. All the civil society leaders interviewed by the researcher said the milestone of an online sexual offenders' registry is not a priority, and should be abandoned.¹¹

¹ Sierra Leone Police, *Sierra Leone Police Forensic Capability Assessment* (Jan. 2016) (given to the IRM researcher by the head of Gender and Hospitality in the Sierra Leone Police. The report is not available online).

² Charlie Hughes, *Sierra Leone Mid-Term Report 2016-2018* (OGP, 9 Jul. 2018), <https://www.opengovpartnership.org/documents/sierra-leone-mid-term-report-2016-2018-year-1/>.

³ See www.police.gov.sl/crime-statistics. Note, however, that the original link has been out of service.

⁴ Mira Koroma (Police Superintendent, former head of Family Support Unit, and Local Unit Commander), interview with IRM researcher, 5 Apr. 2019.

⁵ Bernadette French (Gender Programmer Officer, Campaign for Good Governance) and Hassan Fouad Kanu (Executive Director, Youth and Child Advocacy Network), interview with IRM researcher, 9 Aug. 2018.

⁶ Mira Koroma (Police Superintendent, former head of Family Support Unit, and Local Unit Commander), interview with IRM researcher, 17 Aug. 2018.

⁷ French and Kanu, interview.

⁸ Sierra Leone Police, *Sierra Leone Police Annual Crime Statistics Report* (2016), (viewed by the IRM researcher on a police headquarters' computer by permission of the Director of Gender and Hospitality on 15 Oct. 2017).

⁹ Charles Kamara (Education for All Foundation) and Marcella Samba-Sesay (Campaign for Good Governance), interview with IRM researcher, 14 May 2019.

¹⁰ Kamara and Samba-Sesay, interview.

¹¹ Those interviewed were Bernadette French and Marcella Samba-Sesay of Campaign for Good Governance; Charles Kamara of Education for All Foundation; and Fouad Kanu of Youth and Child Advocacy Network.

Commitment 2. Foreign Aid Transparency

Commitment Text:

Donor, NGO, INGO and CSOs will publish funds meant for the post Ebola recovery online and in an open data format. Also, annual district meeting will be held for donors, INGO, NGOs and CSOs to disclose funds meant for that particular district and detailed activity level budget shared.

Milestones:

1. DACO to publish details donor fund meant for the post Ebola recovery online according to the standard established by the International Aid Transparency Initiative (IATI) and the on the open data portal including activity level budget
2. INGOs and NGOs to publish details of donor funds meant for the post Ebola recovery online according to the standard established by the International Aid Transparency Initiative (IATI) and the on the open data portal including activity level budget
3. Donor, INGOs and NGOs hold annual District public meetings to disclose fund meant for that particular district and for what purpose and detail activity-level budget shared
4. Donor publish all funds that go directly into the national budget according to the IATI Standard.

Responsible institution: Development Aid Coordinating Office.

Supporting institution(s): Society for Democratic Initiatives, Budget Advocacy Network, Federation, Sierra Leone Association of Non-Governmental Organizations (SLANGO), INGO Forum.

Start date: July 2016

End date: June 2018

Commitment Overview	Specificity				OGP value relevance				Potential Impact				Completion		Mid-term End of term		Did it open government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
2. Overall				✓	✓						✓		✓		✓				✓		

Commitment Aim:

This commitment aimed to improve information available to the public on foreign aid received by Sierra Leone for poverty resulting from the 2014–2015 Ebola epidemic. Sierra Leone is a major recipient of foreign development assistance and joined the International Aid Transparency Initiative in 2011, committing to follow their standards.¹ Transparent provision of information to the public on foreign aid should improve the effective use of resources.

Status

Midterm: Substantial

By the midterm, two activities under this commitment (Milestones 1 and 2) were already completed prior to the start of the action plan. First, donor project information was being published on the Development Assistance Data (DAD) website, which launched in 2013, prior to the development of the action plan.² Second, entries in the DAD showed project histories with profiles created from as early as January 2015 regarding the publication of international development assistance toward post-Ebola recovery projects. There was no further action on these milestones. For more information, please see the 2016–2018 midterm report.³

End of term: Limited

Milestone 1: Information on donor funds meant for the post-Ebola recovery were not published on Sierra Leone's open data portal, as required by the milestone.⁴ At the midterm, this milestone was coded as completed because the researcher only looked at one aspect of the milestone: the publication of donor project information on the DAD. However, the milestone also intended to put Ebola-fund information on the Sierra Leone Open Data Portal. This did not happen by the midterm, and therefore did not warrant "substantial" progress at the time. At the end of term, Ebola-fund information was still not on the Sierra Leone Open Data Portal as required by the milestone. Implementation of the milestone was therefore not completed; while donor information was online via the DAD and other websites, it was not on the Sierra Leone open data portal.

Milestone 2: By the midterm, this milestone was reported as completed before the action plan was developed. This status was because the researcher did not look at the second aspect of the milestone: requiring local and international NGOs to publish details, including activity-level budget information, of post-Ebola donation funds to the open data portal. By the time of this report, the researcher realizes this was not accomplished by the midterm, nor was it accomplished by the end of term.⁵

Milestone 3: According to this milestone, donors and NGOs were to hold annual, district-level public meetings to disclose funds meant for particular districts. The Coordinator of Budget Advocacy Network, a CSO involved with the commitment, confirmed that these meetings did not occur.⁶ The government provided no information as to why the meetings were not held.

Milestone 4: There was no publicly available evidence showing that donors had published their contributions to the government budget. The Coordinator of Budget Advocacy Network confirmed he had no evidence that donors published their financial contributions to the government budget for the financial years 2017 and 2018.⁷

Did it open government?

Access to information: Marginal

While public disclosure of the volume and use of foreign aid remains a debate in Sierra Leone, this commitment was concerned about foreign aid to the country specifically aimed toward dealing with the aftermath of the 2014–2015 Ebola epidemic. Disclosure of foreign assistance toward post-Ebola recovery on the open data portal, and through district-level meetings, would have expanded citizens' access to information on the volume and use of Ebola-related foreign funds, enabling them to better demand accountability and effectiveness. Most of the milestones, however, remained incomplete. Thus, this commitment only marginally improved the amount and quality of information citizens received.

Carried forward?

The government had not released the third action plan at the time of this report. Stakeholders involved with the commitment say it should not be carried forward into the next action plan as Ebola aid information is available from both the government and international NGOs. Information on development assistance for Ebola recovery was published on the websites of the Ebola Recovery Tracking Initiative and the United Nations Multi-Partner Trust Fund.⁸ For NGOs' disclosure of information on the amount and uses of their foreign funds, there would need to be a comprehensive study to identify the level of the problem and debate whether to create a commitment on it in the future.

¹ International Aid Transparency Initiative, "Sierra Leone endorse [*sic*] IATI" (11 Feb. 2011), <https://iatistandard.org/en/news/sierra-leone-endorse-iat/>.

² The Development Assistance Data (DAD) website is available here: <http://dad.synisys.com/dadsierraleone/#>.

³ Charlie Hughes, *Sierra Leone Mid-Term Report 2016-2018* (OGP, 9 Jul. 2018), <https://www.opengovpartnership.org/documents/sierra-leone-mid-term-report-2016-2018-year-1/>.

⁴ Sierra Leone's open data portal is available at: opendatasl.gov.sl (currently under maintenance).

⁵ *Id.*

⁶ Coordinator of the Budget Advocacy Network, interview with IRM researcher, 13 Aug. 2018.

⁷ *Id.*

⁸ Guinea, Liberia, Sierra Leone and the Office of the Secretary-General's Special Adviser on Community-Based Medicine and Lessons from Haiti, *The Ebola Recovery Tracking Initiative* (accessed 2019), <https://ebolarecovery.org>; UNDP, "Ebola Response MPTF" (17 Jul. 2019), mptf.undp.org/factsheet/fund/EBO00.

Commitment 3. Waste Management

Commitment Text:

The governance around waste management in the city is uncoordinated with lack of information on the roles of the various stakeholders; resulting in continued filth and diseases. Government of Sierra Leone is paying huge sums of money without citizens receiving the required services. A clear policy around waste management in the city, and clarity on the specific and different roles of key institutions, companies and players would bring accountability to improve the situation.

This commitment will ensure that the development of an implementation strategy which will serve as a roll out plan with clear deliverables and timelines that will be made available to the public through education so that both citizens and agencies will be clear on their duties and responsibilities.

Milestones:

1. Review of existing Waste Management Contract and report on the effectiveness of the present Waste Management Process in the Freetown City Council
2. Engage local communities/general public to determine a most effective way for Waste Collection through community meetings and media outreach programs involving Civil Society, Ward Development Committee and Tribal Authorities, Freetown residents and responsible agencies
3. Develop a Comprehensive Waste Management Policy and implementation strategy with Waste Management Authorities, Ministry of Health and Sanitation, Local Councils and private Company outlining clear roles and responsibilities
include responsibility for Waste Management Company to transform waste
4. Popularize the new policy and implementation strategy at local communities and the national level
5. Ministry of Health to train and Deploy 50 Sanitary officers in the City
6. Create Citizens Education Programmes on “Keep the City Clean” theme
7. Conduct annual assessment of the effectiveness of the implementation of the new policy and implementation strategy for waste management.

Responsible institution: Freetown City Council.

Supporting institution(s): Ministry of Local Government, Ministry of Youth, Ministry of Health, Road Maintenance Fund, Masada Waste Management Company, National Youth Coalition, Campaign for Good Governance, Network Movement for Youth and Children Welfare.

Start date: July 2016

End date: June 2018

Commitment Overview	Specificity				OGP value relevance				Potential Impact				Compl etion		Mid- term	Did it open government?					
															End of term						
3. Overall	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
			✓		✓	✓					✓			✓			✓				

Commitment Aim:

This commitment aimed to make the capital city cleaner through improved policy, and better coordination among waste management agencies. At the time of writing the action plan, a key source of filth in the city was the lack of coordination among these government agencies.¹ The government developed a comprehensive waste management policy and a public education initiative to address this challenge and use accountability to make the city cleaner. Specifically, the commitment set out to:

1. enter into a reviewed waste management contract for the city with a private sector company;
2. engage local communities in waste management through community meetings and public education;
3. develop and implement a comprehensive waste management policy and implementation strategy;
4. train and deploy additional sanitary officers in the city; and
5. monitor and annually evaluate the effectiveness of the new waste management policy

Status

Midterm: Limited

By the midterm, three milestones were complete or in progress: Milestone 2 (engaging civil society in waste collection discussions), Milestone 5 (conducting stakeholder engagement with local communities), and Milestone 6 (training and deploying sanitary workers). These activities were initiated under Operation Clean Freetown, which began in April 2016. Operation Clean Freetown was part of the Presidential Recovery Priorities to address the aftermath of the Ebola outbreak in Sierra Leone.² The government provided no explicit information that linked Operation Clean Freetown with this commitment. For more information, please see the 2016–2018 midterm report.³

End of term: Limited

At the end of the implementation period, no progress had been made beyond the activities initiated during the first year.

Milestone 1: The review of the waste management contract and its efficacy was completed. In June 2018, the contract for the company called MASADA was terminated by the Freetown City Council, according to the head of Freetown City Council's (FCC) Environmental Department. The head of this department said that an evaluation found the company's performance unsatisfactory.⁴ The officer however, could not provide evidence of this assessment.

Milestone 2: The FCC and NGOs continued to engage local communities and the general public on waste collection through public education exercises and community meetings. One CSO, the Center of Dialogue on Human Settlement and Poverty Alleviation (CODHOSAPA), confirmed the community mobilization activities of the Water, Sanitation and Health Network (WASHNET) through public education and community meetings.⁵ In April 2018, the government announced a mandatory monthly public cleaning across Sierra Leone that was to be led by local councils. According to media reports, and confirmed by CODHOSAPA, public education and community mobilization was also done under Operation Clean Freetown.⁶

Milestone 3: The government did not develop a waste management policy or implementation strategy for the city. FCC's Environmental Officer said that the council did not have a separate, new waste management policy and pointed out existing national policy documents on waste management.⁷ These two documents were the Waste Management Situational Analysis and the National Policy Roadmap on Integrated Waste Management, developed prior to the action plan. However, the milestone outlined the development of a waste management policy or implementation strategy specifically for Freetown. Since this was not achieved, the milestone was not completed.

Milestone 4: Both the Director of CODHOSAPA and FCC's Environmental Officer confirmed that activities to popularize a new waste management policy or assess the efficacy of its implementation did not occur.⁸ Neither contact was aware of any new waste management policy developed by the Freetown City Council.

Milestone 5: Civil society leaders involved with this commitment and environmental issues could not confirm whether 50 sanitary officers were employed by the Ministry of Health and deployed in the city. However, they told the researcher that additional personnel were employed at FCC in the course of Operation Clean Freetown.⁹

Milestone 6: Based on the researcher's observations, television programs, jingles, and stickers were produced as public education materials to keep Freetown clean as part of Operation Clean Freetown.¹⁰ Civil society leaders confirmed the use of these materials.¹¹ Some activities were done by NGOs like the Water, Sanitation and Health Network.

Milestone 7: According to the Head of the Freetown City Council's Environmental Division, an annual assessment of the efficacy of the new policy and implementation for waste management did not happen. According to him, a new waste management policy was not developed.¹²

Did it open government?

Access to information: Did not change

Civic participation: Did not change

Prior to the action plan, waste management was a problem in the capital city, resulting in continued filth and diseases.¹³ The government did not educate the public on healthy habits for better waste management and public sanitation. During the implementation of the commitment, the public in Freetown was provided information to change their habits and practices around waste management. This did not represent a change in Freetown City Council's waste management practice, because the information given to the public only concerned the need to keep the city clean. Government-held information, such as the waste management policy, and the assessment results of the waste management contractor were never given to the public, as intended in Milestones 1, 3, 4, and 7. While the public education on city cleanliness was commendable, it only brought marginal change to opening government.

Carried forward?

The government had not released the third action plan at the time of this report. The commitment should not be carried forward into the next action plan because in the course of implementing the commitment, the government was forced to change waste management in the capital city during the aftermath of the Ebola epidemic of 2013–2014. Although the Ebola recovery program ended in June 2017, a new Freetown Emergency Recovery Program currently includes waste management issues. Also, the new government introduced a monthly cleaning exercise, in which all citizens are required to take part.

¹ Government of Sierra Leone, *Sierra Leone National Action Plan 2016-2018* (OGP, 1 Jul. 2016), <https://www.opengovpartnership.org/documents/sierra-leone-national-action-plan-2016-2018/>.

² The President's Recovery Priorities ran from April 2016 to June 2017. The President's Recovery Priorities, "Ebola don go, leh we make Salone grow!" (2016), www.presidentsrecoverypriorities.gov.sl.

³ Charlie Hughes, *Sierra Leone Mid-Term Report 2016-2018* (OGP, 9 Jul. 2018), <https://www.opengovpartnership.org/documents/sierra-leone-mid-term-report-2016-2018-year-1/>.

⁴ Zainu Kpaka (Head of Freetown City Council's Environment Department), interview with IRM researcher, 17 Sept. 2018.

⁵ Director of CODHOSAPA, interview with IRM researcher, 13 Aug. 2018.

⁶ *Id.*

⁷ Waste Management Situational Analysis, <http://www.washlearningsl.org/wp-content/uploads/2015/04/Waste-Management-in-Freetown-Final-report-2013.pdf> <http://www.washlearningsl.org/wp-content/uploads/2015/04/WasteManagement-in-Freetown-Final-report-2013.pdf>;

National Policy Roadmap on Integrated Waste Management, [washlearningsl.org/wp-content/uploads/2015/10/RWA-SL-Roadmap-Policy-Final-20150316.pdf](http://www.washlearningsl.org/wp-content/uploads/2015/10/RWA-SL-Roadmap-Policy-Final-20150316.pdf).

⁸ Director of CODHOSAPA, interview; Zainu Kpaka (Head of Freetown City Council's Environment Department), interview with IRM researcher, 17 Sept. 2018.

⁹ Director of CODHOSAPA, interview.

¹⁰ See The President's Recovery Priorities, "Ebola don go, leh we make Salone grow!" (2016); Government of Sierra Leone, "Operation Clean Freetown" (The President's Recovery Priorities' Facebook page, 2019), <https://www.facebook.com/operationcleanfreetown>.

¹¹ Director of CODHOSAPA, interview.

¹² Kpaka, interview.

¹³ Waste Management Situational Analysis, <http://www.washlearningsl.org/wp-content/uploads/2015/04/Waste-Management-in-Freetown-Final-report-2013.pdf>;

Commitment 4. Fiscal Transparency and Open Budget

Commitment Text:

This commitment is geared towards the government publishing the pre-budget and mid review budget and also publish all tax exemptions in an open data format. In addition, it will provide feedback mechanism to citizens on their inputs into the budget.

Milestones:

1. Publish, in a timely manner, the budget reports each budget year: the MTEF and a mid-year review as these two reports are still not yet published by the Government of Sierra Leone. (Pre- budget for 2017 and 2018 and mid-year review budget for 2016, 2017 and 2018)
2. In line with the Public Financial Management Act 2016, publish all tax exemptions, on a half yearly basis starting 2016 in government website
3. Publish Budget data (a pre-budget statement; the executive's budget proposal; the enacted budget; a citizens' budget; in-year reports on revenues collected, expenditures made and debt incurred; a mid-year review; year-end report; and audit reports) online, in machine-readable formats
4. Provide and publish the detailed feedback on how public perceptions have been captured and taken into account on the budget discussion process during the formation stage.

Responsible institution: Ministry of Finance and Economic Development.

Supporting institution(s): National Revenue Authority, Anti-Corruption Commission, International Budget Partnership, Transparency International, Citizen Budget Watch, Budget Advocacy Network.

Start date: July 2016

End date: June 2018

Commitment Overview	Specificity				OGP value relevance				Potential Impact				Comp Completion		Mid-term End of term		Did it open government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
4. Overall																					

Commitment Aim:

This commitment aimed to improve budget transparency by publishing more budget information as part of a government strategy to promote public financial management. Specific efforts to promote transparency in all budgets were outlined in the three-year public financial management strategy published by the Ministry of Finance (MoF) in 2014.

Status

Midterm: Limited

There was limited progress on the commitment by the midterm. The government's annual budget statements for 2016 and 2017 contained the executive's budget proposal, the enacted budget, and statements of revenue collected and debt incurred (Milestone 3). The government produced and distributed the 2016 Citizens' Budget (Milestone 3). The remaining activities were not performed; these included publishing pre-budget statements, publishing all tax exemptions on a government website, and publishing feedback on how public perceptions have been captured and accounted for in budget formation discussions. For more information, please see the 2016–2018 midterm report.¹

End of term: Limited

Milestone 1: After the midterm, the government published the budget for financial year 2017 in November 2016 and for financial year 2018 in October 2017.² The MoF also published budget review reports in the course of 2016–2017, and 2018.

Milestone 2: From the researcher's crosscheck of the MoF's website, the MoF did not publish tax exemptions during implementation of the action plan.

Milestone 3: Pre-budget statements were not published for the 2017 and 2018 budgets. The government's annual budget statements for the two years contained the executive's budget proposal, the enacted budget, and statements of revenues collected and debt incurred. MoF produced fiscal reports detailing in-year revenues collected, expenditures made, and debt incurred.³

Milestone 4: According to the researcher's crosscheck of the MoF's website, the government did not publish detailed feedback on how public perceptions were captured or accounted for in the budget formation for the 2017 and 2018 government budgets.

Did it open government?

Access to information: Did not change

Citizens do not have access to adequate budget information in Sierra Leone, as shown by the country's low ranking in the Open Budget Index.⁴ Tax exemptions have been a serious concern in Sierra Leone, with NGOs pressing for greater transparency.⁵ The commitment did not increase transparency around tax exemptions, as there was no new disclosure of information. The government did not publish detailed feedback on how they account for public opinion in budget formation, making it difficult to identify whether citizens influenced the 2017 and 2018 government budgets.

Carried forward?

The government had not released the third action plan at the time of this report. The commitment should be carried forward with a focus on addressing the issues responsible for Sierra Leone's low Open Budget Index score, as highlighted in the 2017 report.⁶

¹ Charlie Hughes, *Sierra Leone Mid-Term Report 2016-2018* (OGP, 9 Jul. 2018), <https://www.opengovpartnership.org/documents/sierra-leone-mid-term-report-2016-2018-year-1/>.

² Government of Sierra Leone, Ministry of Finance: www.mofed.gov.sl.

³ <https://mof.gov.sl/fiscal-publication/>

⁴ International Budget Partnership, "Sierra Leone" (2017), <https://www.internationalbudget.org/open-budget-survey/results-by-country/country-info/?country=sl>.

⁵ See Mark Curtis, *Losing Out: Sierra Leone's massive revenue losses from tax incentives* (Budget Advocacy Network, National Advocacy Coalition on Extractives, and Tax Justice Network-Africa, Apr. 2014), <http://curtisresearch.org/wp-content/uploads/Losing-Out-Final-report-April-2014.pdf>.

⁶ International Budget Partnership, "Sierra Leone" (2017).

Commitment 5. Auditor's General Report

Commitment Text:

This commitment seeks to improve compliance with procurement related recommendations from the Audit Service and the Parliamentary Public Accounts Committee report published online.

Milestones:

1. 3 ministries, departments and agencies (MDAs), (MOHS, MHWI and MOFED) implement 50% of procurement related recommendation of the Auditor General's reports 2014 and 2015 and the Audit Service publish the status of the recommendation in their audit report
2. MDAs to develop and publish action plans that outlines specific ways each will implement the recommendations on procurement. Each plan should be submitted together with the progress report on the implementation of the recommendation of the 2014 Auditor General's report
3. 50% of the special procurement audit reports conducted by the Audit Service Sierra Leone for 2015 implemented by MEST and MAFFS
4. Publish the reports of the 2014 and 2015 Parliamentary Audit Committees online.

Responsible institution: Audit Service.

Supporting institution(s): Ministry of Finance and Economic Development, Ministry of Health and Sanitation, Ministry of Education, Science and Technology, Ministry of Housing, Works, and Infrastructure, Anti-Corruption Commission, Performance Management and Service Delivery, Transparency International, Budget Advocacy Network, Education for All, National Youth Coalition, and Network Movement for Justice and Development.

Start date: July 2016

End date: June 2018

Commitment Overview	Specificity				OGP value relevance				Potential Impact				Comple- tion	Mid- term	Did it open government?						
											End of term										
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited		Substantial	Completed	Worsens	Did Not Change	Marginal	Major
5. Overall			✓		✓						✓		✓					✓			

Commitment Aim:

This commitment aimed to expand audit recommendations. The Auditor General's annual audit report always contains recommendations, but public institutions rarely implement these suggestions.

Status

Midterm: Not started

There was no progress on the commitment by the midterm. The Audit Service could not provide details on the rate at which MDAs had implemented audit recommendations (Milestones 1 and 3). MDAs did not submit plans on how audit recommendations would be implemented to the Audit Department (Milestone 2). At the midterm, the 2014 and 2015 Parliamentary Audit Committee reports were not published online (Milestone 4). For more information, please see the 2016–2018 midterm report.¹

End of term: Not started

Milestone 1: After the midterm, the Audit Service published the 2017 audit of government institutions. The report did not contain information on the rate at which MDAs had implemented 2014 and 2015 audit recommendations.²

Milestone 2: MDAs did not submit to the audit service their plans on how audit recommendations would be implemented. An official of the Network Movement For Justice and Development, a CSO involved with this commitment, confirmed this.³

Milestone 3: According to the 2016 audit report, the Public Accounts Committee of Parliament deliberated the Auditor General's main 2014 accounts.⁴ However, a report of this deliberation was not published online, as required by the commitment.

Milestone 4: The researcher discovered that MDAs did not develop and publish action plans outlining their implementation of procurement recommendations nor did they publish reports on implementing recommendations from the 2014 Auditor General's report.

Milestone 5: The Annual Report on the Accounts of Sierra Leone (2016) did not report the implementation of suggestions from the Audit Service for 2015 procurements.⁵ The Annual Report on the Accounts of Sierra Leone (2017) was unavailable at the time of this report. Therefore, the researcher could not access whether the Ministry of Education and the Ministry of Agriculture implemented 50% of the special procurement audit reports conducted by the Audit Service Sierra Leone for 2015.

Milestone 6: The Parliamentary Audit Committee reports of the 2014 and 2015 audit report were not published online.

Did it open government?

Access to information: Did not change

The Auditor General's annual audit report contains recommendations on improving management of public funds; however, public institutions rarely implement these changes. The aim of the commitment was to increase public institutions' implementation of audit recommendations by having institutions publish their progress. Milestones 1, 3, 5, and 6 would have made information on institutions' compliance more available to the public. However, these milestones were not implemented. Therefore, the commitment did not improve institutions' implementation of audit recommendations.

Carried forward?

The government had not released the third action plan at the time of this report. The commitment should not be carried forward as it had little success in the prior two plans.

¹ Charlie Hughes, *Sierra Leone Mid-Term Report 2016-2018* (OGP, 9 Jul. 2018), <https://www.opengovpartnership.org/documents/sierra-leone-mid-term-report-2016-2018-year-1/>.

² Audit Service, Auditor General Annual Report, <https://www.auditservice.gov.sl/wp-content/uploads/2018/12/assl-auditor-general-annual-report-2016.pdf>

³ Head of Programs, Network Movement for Justice and Development, interview with IRM researcher, 3 Sept. 2018.

⁴ Short cite for fn 2, xxi.

⁵ Short cite for fn 2.

Commitment 6. Climate Change

Commitment Text:

This commitment seeks to empower the citizens with climate change information in an open data format and also track the policy implementation on gas targets, renewable energy, and forest restoration, clean mobility, green buildings, and other policy goals and targets.

Milestones:

I. Creating a user-friendly public tool to track policy implementation with critical milestones in specific sectors. Country and national actors could commit to track policies through a central database that showcases progress on commitments, including toward specific greenhouse gas targets, renewable energy, and forest restoration, clean mobility, green buildings, and other policy goals and targets. Making use of MRV (Monitoring, Reporting and Verification) systems:

- Public consultation with MDAs, CSOs and local councils on how to develop monitoring tools (4 consultations)
- System Investigation and design to identify measurable indicators and show the information flow.
- Desk Review of relevant data from the various sectors.
- Generate report from the monitoring, reporting and verification system on half yearly basis.
- Undertake yearly climate change greenhouse gas inventory

II. Providing adequate and relevant climate information to the public at the policy and project levels (reactively and proactively) with a focus on usability, accessibility and publicity:

- Awareness raising activities on climate change impact through the media and stakeholders (radio monthly and TV quarterly)
- Development of quarterly newsletter and brochures on specific climate-related and thematic-related
- Simplify the format of relevant climate change documents such as the climate change policy and the national climate change strategy and action plan disseminated to the public
- Providing web-based information on climate data working closely with the Department of Meteorology, Ministry of Transportation and Aviation (half yearly)

III. Making use of the early warning project supported by GEF and implemented by UNDP to release information or datasets in open data formats and web-based to meet the requirements of the Doha Plan of Action that would help educate, empower and engage all stakeholders:

- Collaboration with the relevant MDAs, CBOs, CSOs and other NGOs to develop the relevant tools required to raise awareness and promote environmental education
- Desk review of the information provided and system analysis
- Development of web-based platform and making the platform public
- Call for proposal for GEF small grant projects to raise awareness by CSOs for climate change

Responsible institution: Environmental Protection Agency.

Supporting institution(s): Meteorological Department, Ministry of Transport and Aviation, Ministry of Water Resources, Ministry of Mines, Ministry of Marine Resources, Ministry of Foreign Affairs, Ministry of Tourism, and Ministry of Agriculture.

Start date: July 2016

End date: June 2018

Commitment Overview	Specificity				OGP value relevance				Potential Impact				Completion		Mid-term		Did it open government?				
															End of term						
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
6. Overall				✓	✓	✓		✓			✓			✓		✓			✓		

Commitment Aim:

The commitment aimed to address Sierra Leone's vulnerability to climate change through implementing international commitments under the Doha Plan of Action adopted in 2012. Sierra Leone began participating in the regional early warning system of the United Nations Development Programme in 2013. This commitment is a continuation of this effort and publishes climate change information, including early warning data, in an open data format. Published information includes gas targets, renewable energy, forest restoration, sustainable transportation, green buildings, and other policy goals and targets. Specifically, the commitment sets out to:

1. empower citizens with climate change information that enables them to track policy implementation;
2. enhance the knowledge of government agencies and NGOs on climate change monitoring and data collection;
3. provide a framework and platform for government agencies and NGOs to collect and share climate change information;
4. consult with the public, CSOs, and local councils on climate change monitoring; and
5. provide adequate and relevant climate information and education through multiple channels including the web.

Status

Midterm: Limited

There was limited progress on the commitment by the midterm. The Environmental Protection Agency (EPA) conducted trainings, stakeholder meetings, and environmental protection projects in partnership with international agencies and local organizations to support early warning systems (Milestones 1 and 3). Preliminary actions were taken, including support for the development of a user-friendly database on climate change and trainings for government agencies, NGOs, and private sector institutions (Milestones 1, 2, and 3). Substantial efforts were made to provide climate change information to the public through brochures and monthly television programs (Milestones 1, 2, and 3). However, public consultations were not held. For more information, please see the 2016–2018 midterm report.¹

End of term: Substantial

Milestone 1: Two civil society organizations active in environmental and climate change issues confirmed some activities that occurred after the midterm regarding the monitoring, reporting, and verifying systems.² CSOs participated in consultations, workshops, and seminars, organized by government or UN agencies, which focused on developing systems to track climate change.³

Milestone 2: The EPA discontinued production of its quarterly print newsletter by the midterm, and this remained so at the end of term. Since the midterm, the EPA produced no monthly television or radio programs on climate change. According to the Executive Director of Green Scenery, while the EPA had stopped these activities, NGOs continued to raise awareness about the impact of climate through the media, including television, radio, and newsletters.⁴ Civil society leaders also confirmed that their organizations continued to disseminate simplified, relevant climate change information to the public.⁵ These brochures were produced by the EPA. At the end of the reporting period, the government had not established a web-based platform for publishing climate information.

Milestone 3: Implementation of this milestone was completed. CSO leaders told the researcher that the EPA, in partnership with international agencies and local organizations, was undertaking steps to contribute to climate change early warning systems.⁶ These activities included trainings, stakeholder meetings, and environmental protection projects. Some of the projects undertaken by CSOs were under the Global Environment Facility, managed by United Nations Development Programme (UNDP).

Did it open government?

Access to information: Marginal

Civic Participation: Did not change

Although Sierra Leone had signed the Doha Plan of Action, the government was not making efforts to tell the public about its implementation. The lack of information meant that citizens were unable to track how the government was implementing responsibilities under the Doha Plan of Action. If fully implemented, this commitment would have improved the public's access to information and empowered citizens to track the government's implementation of the Doha Plan of Action for the purposes of accountability. Implementation of the commitment brought marginal change in government practice. The amount of climate change information that the public in Sierra Leone can now access is greater than in the past. According the head of Green Scenery, the public still cannot access key information on gas targets, renewable energy, forest restoration, sustainable transport, green buildings, and other policy goals, and thus track government-led climate efforts.⁷

Carried forward?

The government had not released the third action plan at the time of this report. The commitment should not be carried forward because the EPA and many CSOs are providing climate education.

¹ Charlie Hughes, *Sierra Leone Mid-Term Report 2016-2018* (OGP, 9 Jul. 2018),

<https://www.opengovpartnership.org/documents/sierra-leone-mid-term-report-2016-2018-year-1/>.

² Joseph Rahall (Executive Director, Green Scenery), interview with IRM researcher, 14 Sept. 2018; Director of CODHOSAPA, interview with IRM researcher 13 Aug. 2018.

³ Short cite the desired interview.

⁴ Rahall, interview.

⁵ *Id.*; Director of CODHOSAPA, interview.

⁶ Short cite the desired interview.

⁷ Joseph Rahall (Executive Director, Green Scenery), interview with IRM researcher, 13 May 2019.

Commitment 7. Elections

Commitment Text: This commitment will promote transparency and accountability in the management of elections by making available constituency and boundary information in electronic format online. It will also improve the transmission of election results through technology and making them available online in open data format.

Milestones:

1. Constituency boundaries information on line
2. Improving the transmission of elections results through technology and making them available online in open format.

Responsible institution: National Elections Commission.

Supporting institution(s): National Elections Watch, Campaign for Good Governance, Youth Coalition, and Women's Forum.

Start date: July 2016

End date: June 2018

Commitment Overview	Specificity				OGP value relevance				Potential Impact				Comp pletion		Mid- term		Did it open government?				
															End of term						
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
7. Overall			✓		✓			✓	✓						✓	✓			✓		

Commitment Aim:

This commitment aimed to publish information on constituency boundaries and ensure the transmission of election results online.

Status

Midterm: Substantial

There was substantial progress by the midterm. The National Elections Commission (NEC) published information on its website on the constituency boundaries delineated for the March 2018 general elections. However, the midterm report noted this was not a new activity; NEC always publishes this information for general elections. The midterm report also found that NEC always used printed materials, radio, newspapers, and its website to provide this information and intended to do so again for the 2018 elections. At the midterm, NEC had developed a test version of an android app with voter list and election updates. For more information, please see the 2016–2018 midterm report.¹

End of term: Completed

Milestone 1: Following the midterm, the NEC provided election information to the public using printed materials, radio, newspapers, its website, and the android app that had been piloted at the midterm. The government published information on constituency boundaries online.²

Milestone 2: Approaching the 2018 elections, the NEC provided election information via mobile android applications. The head of the National Elections Watch and the head of the Campaign for Good Governance confirmed that voters used the android app to check their registration status during the voter registration exercise.³ The milestone, however, aimed to improve the transmission of election results through technology and make them available online in open format. Leaders of two CSOs that monitored the election process said the aim was not achieved because results were transmitted manually.

Did it open government?

Access to information: Marginal

In past elections, information on constituency boundaries was not adequately provided by the National Elections Commission (NEC). While the electoral laws of Sierra Leone specify certain information that the NEC must publish during public elections, constituency boundaries are not one of these areas. The Executive Director for the Campaign for Good Governance confirmed that as a result of this previously limited information on constituency boundaries, voters were commonly confused as to where they may register to vote.⁴

The extent to which the android app was used by voters could not be ascertained by the National Elections Watch (NEW), a civil society coalition monitoring elections.⁵ Although the technology did not transmit elections results, per the milestone, they agreed that the app increased citizen access to information.⁶ In the past only billboards, radio, television, website, and posters were used to publish election information. According to leaders of NEW, implementation of the commitment enabled people to know easily where they may register and vote; as a result, this may have helped increase participation in the 2018 elections.⁷ The boundary information and the introduction of an android app increased both the platforms that the government uses for election information and the type of information given out. This marginally opened governance as, according to the Executive Director of the Campaign for Good Governance, the vast majority of people still relied on billboards, radio, television, website, and posters for election information in 2019.⁸

Carried forward?

The government had not released the third action plan at the time of this report. The commitment is complete and there is no aspect to take forward.

¹ Charlie Hughes, *Sierra Leone Mid-Term Report 2016-2018* (OGP, 9 Jul. 2018), <https://www.opengovpartnership.org/documents/sierra-leone-mid-term-report-2016-2018-year-1/>.

² www.opendatasl.gov.sl/dataset/8-delimitation-constituency-and-ward-boundaries. Note, however, that the original link has been out of service.

³ Reverend James Lahai (Chairman, National Elections Watch) and Marcella Samba-Sesay (Executive Director, Campaign for Good Governance), interview with IRM researcher, 15 Aug. 2018.

⁴ Marcella Samba-Sesay (Executive Director, Campaign for Good Governance), interview with IRM researcher, 2 Apr. 2019.

⁵ Lahai and Samba-Sesay, interview, 15 Aug. 2018.

⁶ *Id.*

⁷ *Id.*

⁸ Samba-Sesay, interview, 2 Apr. 2019.

Commitment 8. Records and Archives

Commitment Text: This commitment is geared towards ensuring that Sierra Leone has a law on archives and records management, which will support the implementation of the Right to Access Information.

Milestones:

1. Drafting of the Record Management Act
2. Publishing of the Bill online in government website
3. Tabling of the Record Management Bill in Parliament
4. Parliament debate and pass the Record Management bill into law
5. Begin the process of harmonizing laws, policies and procedures across the functional areas, ensuring that the coordinating body has an ongoing role in supporting harmonization
6. Carry out an assessment of digital records in the government agencies, including Statistics Sierra Leone, National Electoral Commission and the National Registration Secretariat, to determine what exists and to develop structures for coordinating, capturing, preserving and sharing these records
7. Carry out consultations on the harmonization and assessment with civil society organizations and local communities within existing structures for local governance

Responsible institution: Ministry of Information and Communication, Public Sector Reform Unit.

Supporting institution(s): Society for Knowledge Management, Society for Democratic Initiatives.

Start date: July 2016

End date: June 2018

Commitment Overview	Specificity				OGP value relevance				Potential Impact				Completion		Mid-term End of term		Did it open government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
8. Overall			✓		✓						✓		✓	✓			✓				

Commitment Aim:

This commitment was carried forward from the first action plan to conclude activities to pass a law improving management of public records and archives. Specifically, the commitment sets out to:

1. Draft the Record Management Act, and put it online;
2. Pass a Record Management Bill into law;
3. Begin the process of harmonizing public records, laws, policies, and procedures across functional areas; involving civil society; and
4. Assess digital records in the government agencies.

Status

Midterm: Limited

There was limited progress by the midterm. The draft bill was completed at the end of the first action plan. At the midterm, the bill was published in the government gazette according to Constitutional requirements. The bill was in Parliament awaiting debate and passage. The remaining activities (the harmonizing process, digital records' assessment, and civil society consultation) were not done as they were dependent on the passage of the bill. For more information, please see the 2016–2018 midterm report.¹

End of term: Limited

Milestone 1: The milestone was completed before the action plan was adopted. The draft records' management bill was completed at the end of the first action plan.

Milestone 2: The draft bill was not published on any government website as required by the milestone.

Milestone 3: At the midterm, the Record Management Bill was tabled in Parliament.

Milestone 4: Although the bill was in Parliament, it was not debated. According to the head of the Society for Knowledge Management, a CSO monitoring the commitment, the bill remained in Parliament with no further action.² According to a Commissioner at the Right to Access Information Commission (RAIC), Parliament's Information Oversight Committee has asked that the Ministry of Information and Communication table the bill again before the new Parliament, which was elected in March, 2018.³ According to the Commissioner, "the RAIC intends to review the draft bill as the consultations done on it under the previous government were insufficient."⁴

Milestone 6: There was no assessment of digital records from the government agencies (including Statistics Sierra Leone, National Electoral Commission, and the National Registration Secretariat) to determine what exists and to develop structures for coordinating, capturing, preserving, and sharing these records

Milestone 7: Consultations with CSOs and local communities on the harmonization and assessment did not occur.

Did it open government?

Access to information: Did not change

Public record and archive management is a problem in Sierra Leone because the legislation for it is obsolete and doesn't include use of Information Communication Technology. A new law and the use of digital systems would have improved public records' management and therefore make it easier for officials to provide information to citizens. However, the passage of a new records' management law was not achieved and the government took no action on digital management. As a result, no change occurred in the government's practice of archiving public records or citizen access to information.

Carried forward?

The government had not released the third action plan at the time of this report. The commitment should be carried forward into the next action plan because without improvements in public records' archiving, implementation of the Right to Access Information law will face challenges. Passage of the records and archives bill into law has stalled in Parliament; and inclusion in the next action plan would bring together the relevant stakeholders to make progress.

¹ Charlie Hughes, *Sierra Leone Mid-Term Report 2016-2018* (OGP, 9 Jul. 2018), <https://www.opengovpartnership.org/documents/sierra-leone-mid-term-report-2016-2018-year-1/>.

² Umaru Bangura (Executive Director, Society for Knowledge Management), email to the IRM researcher, 2 Jan. 2018.

³ Commissioner Madam Yeama Thompson, email to the IRM researcher, 17 May 2019.

⁴ *Id.*

Commitment 9. Access to Justice

Commitment Text: Local structures will be established to address justice issues and government will publish on a quarterly basis updates on all cases starting July 2016.

Milestones:

1. Activate child mediation panels with stakeholders in all nineteen councils
2. Have pictures and finger prints evidence for offenders
3. Quarterly publication of all cases that go through the justice system
4. Setting mediation panels in all Police stations

Responsible institution: Sierra Leone Police.

Supporting institution(s): Office of the Master and Registrar, Campaign for Good Governance, Center for Accountability and Rule of Law, Society for Democratic Initiative.

Start date: July 2016

End date: June 2018

Commitment Overview	Specificity				OGP value relevance				Potential Impact				Completion		Mid-term	End of term	Did it open government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial		Completed	Worsens	Did Not Change	Marginal	Major
9. Overall		✓			✓					✓				✓				✓			

Commitment Aim:

This commitment aimed to improve access to justice by increasing transparency in case management and establishing arbitration structures at local levels. The efficacy of the judiciary in Sierra Leone is hampered by many factors, including corruption, lack of resources, unprofessionalism of the police, overcrowding in prisons, challenges in juvenile services, and citizens' lack of information on judicial matters. The commitment aimed to address some of these issues with specific focus on publishing case management information, and handling juvenile cases through local-level structures at police stations and local councils.

Status

Midterm: Limited

Completion of the commitment was limited by the midterm. The milestone concerned with offenders' pictures and fingerprint evidence (Milestone 2) was completed before the action plan was developed. No other milestones were started. For more information, please see the 2016–2018 midterm report.¹

End of term: Limited

Milestone 1: The government did not initiate child mediation panels with stakeholders in any of the nineteen councils, as confirmed by CSOs involved with justice issues.²

Milestone 2: This requirement to have police investigators take pictures and fingerprint evidence of offenders is a routine procedure in the investigation of sexual offences.³ It means therefore that the milestone was completed before the action plan came into effect.

Milestone 3: There was no public quarterly publication of cases that went through the courts.⁴

Milestone 4: As confirmed by CSOs, case mediation panels were not established in police stations.

Did it open government?

Access to information: Did not change

Highlighted among the challenges in the judiciary was the lack of transparency in case management, obstructing people's ability to know which judges were assigned to their cases and the dates for hearings following adjournments. CSOs highlighted a specific need for increased public access to information on court dates, assigned magistrates, and adjournments.⁵ As there has been no progress on the milestones, with the exception of those completed before the action plan, the commitment did not change government practice.

Carried forward?

The government had not released the third action plan at the time of this report. The commitment should be carried forward into the next action plan focusing only on providing information on court dates, case adjournment information, and magistrates assigned to cases.

¹ Charlie Hughes, *Sierra Leone Mid-Term Report 2016-2018* (OGP, 9 Jul. 2018), <https://www.opengovpartnership.org/documents/sierra-leone-mid-term-report-2016-2018-year-1/>.

² Bernadette French (Program Manager, Campaign for Good Governance) and Hassan Fouad Kanu (Executive Director, Youth and Child Advocacy Network), interview with IRM researcher, 9 Aug. 2018; Prince Bull-Luseni (Program Officer, Center for Accountability and Rule of Law), interview with IRM researcher, 28 Aug. 2018.

³ *Id.*

⁴ *Id.*

⁵ Bernadette French (Program Manager, Campaign for Good Governance) and Prince Bull-Luseni (Program Officer, Center for Accountability and Rule of Law), interview with IRM researcher, 28 Aug. 2018.

Commitment 10. Open Public Contracting

Commitment Text: The government will improve citizen and business access to open, timely, and credible information about public procurement and promote their engagement in monitoring public procurement.

Milestones:

1. Publish on yearly basis all contracts entered into by Government above the threshold for the preceding year: 2015, 2016
2. 8 Ministries (MOFED, MAFFS, MOHS, MEST, MMR, MWHI, MOE, MTA) will proactively publish on NPPA websites contracts entered into with private contractors above the threshold on regular basis (Contract entered between January to December of each year from 2016 to 2018)
3. A forum comprised of public officials, civil society leaders and National Public Procurement Authority to promote open contracting will be established

Responsible institution: National Public Procurement Authority.

Supporting institution(s): Transparency International, Open Contract Partnership, Society for Democratic Initiatives, Budget Advocacy Network, Network Movement for Justice and Development, and Education for All.

Start date: July 2016

End date: June 2018

Commitment Overview	Specificity				OGP value relevance				Potential Impact				Completion		Mid-term End of term		Did it open government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
10. Overall			✓		✓						✓			✓						✓	

Commitment Aim:

This commitment aimed to improve accountability and transparency in public procurement to minimize corruption and protect public funds. Public agencies' procurement of goods and services is a major source of corruption in Sierra Leone, according to annual reports of the Auditor General.¹ By increasing the disclosure of information around these procurements and involving citizens in public procurement discussions, the commitment would improve transparency and accountability, which reduces corruption and protects public funds.

Status

Midterm: Limited

There was limited progress on the commitment by the midterm. The National Public Procurement Authority only published contracts awarded during 2016, but not 2015 as required by the commitment. Some ministries mentioned in the commitment did not include their contract information on the website. The forum to bring public officials, civil society and the National Public Procurement Authority was not held. For more information, please see the 2016–2018 midterm report.²

End of term: Limited

For Milestone 1: The National Public Procurement Authority's (NPPA) website did not publish contracts below a certain threshold entered into by government in 2015.

For Milestone 2: Some contracts between the government and private contractors, and above the threshold required by law, were published on NPPA's website.³ However, a public notice from NPPA showed that other government ministries and agencies were not cooperating with the requirement to publish all contracts above the stipulated threshold. For instance, in August 2018, NPPA issued a call to all public agencies asking them to publish invitations for contract bids on NPPA's website. NPPA also issued another notice asking public agencies to publish all contracts above the stipulated threshold on NPPA's website. In these notices, NPPA said the publications were meant to increase transparency in the award of government contracts and raise public awareness of government contracts.⁴

Milestone 3: A CSO involved with the commitment, the Network Movement for Justice and Development, confirmed that the forum to bring together public officials, civil society, and the NPPA was not held by the end of the implementation period.⁵

Did it open government?

Access to information: Major

Information on the government's procurement contracts were not being published at the time the action plan was adopted. Disclosure of these contracts was intended to increase transparency of public financial management. The researcher who conducted the February 2017 Sierra Leone Open Contracting Light Assessment and a member of the Steering Committee said the public access to government procurement information was a major opening of government. The government has increased access to information including awarded contracts and cancelled contracts. In the past, no such information was published.⁶ However, as indicated in two press releases, limitations remain in the government's efforts to bring procurement information to the public: agencies were not publishing invitations for contract bids on NPPA's website; and not all public agencies were publishing all contracts above the stipulated threshold on NPPA's website.⁷

Carried forward?

The government had not released the third action plan at the time of this report. The commitment should not be carried forward into the next action plan as contracts entered into by government agencies, above the legal threshold, are being published on the National Public Procurement Authority's website. Public agencies are also being required to announce invitations for bids, and also submit annual procurement plans.

¹ www.auditservice.gov.sl/report/assl-auditor-general-annual-report-2016.pdf.

² Charlie Hughes, *Sierra Leone Mid-Term Report 2016-2018* (OGP, 9 Jul. 2018), <https://www.opengovpartnership.org/documents/sierra-leone-mid-term-report-2016-2018-year-1/>.

³ National Public Procurement Authority (Sierra Leone), "Contract Awards" (2019), <https://www.publicprocurement.gov.sl/index.php/contract-awards>.

⁴ www.publicprocurement.gov.sl/index.php/public-notice-for-uploading-on-nppa-website. Note, however, that the original link has been out of service.

⁵ John Momo (Head of Program, Network Movement for Justice and Development), interview with IRM researcher, 3 Sept. 2018.

⁶ John Momo (Head of Program, Network Movement for Justice and Development), interview with IRM researcher, 3 Apr. 2019.

⁷ www.publicprocurement.gov.sl/index.php/public-notice-for-uploading-on-nppa-website. Note, however, that the original link has been out of service.

Methodological Note

The end-of-term report is based on desk research and interviews with governmental and nongovernmental stakeholders. The IRM report builds on the findings of the government's self-assessment, the previous IRM progress report, and assessments by civil society, the private sector, and international organizations.

This report is based on desk reviews of government programs, laws, and regulations that are in draft or have been passed; review of the government's midterm self-assessment report; analysis of the commitments; monitoring the Steering Committee; and monitoring the Sierra Leone media. The IRM researcher also relied on in-person interviews and written consultations with relevant government ministries, departments and agencies, as well as civil society organizations.

Charlie J. Hughes is an independent consultant. His main fields of interest are civil society, elections, mineral resources governance, corruption and accountability, local government, media, democracy building and elections.

The Open Government Partnership (OGP) aims to secure concrete commitments from governments to promote transparency, to empower citizens, to fight corruption, and to harness new technologies to strengthen governance. OGP's Independent Reporting Mechanism assesses development and implementation of national action plans to foster dialogue among stakeholders and to improve accountability.

