



MINISTRY OF FINANCE, GEORGE STREET, FREETOWN, SIERRA LEONE  
GOVERNMENT OF SIERRA LEONE

## **REQUEST FOR EXPRESSIONS: PUBLIC EXPENDITURE TRACKING SURVEY – 2019**

**(CONSULTANTS QUALIFICATION SELECTION)**

**Country:** Republic of Sierra Leone

**Date of Issuance:** 8<sup>th</sup> February, 2019

Project within the period January – December 2019

### **1. THE PETS PROJECT**

#### **1.1. Introduction**

As part of its commitment to promoting accountability and equitable distribution of resources, the Government of Sierra Leone is planning to conduct a Public Expenditure Tracking Survey (PETS) to systematically track the flow of resources for education, health and agriculture sectors through various layers of government bureaucracy to determine how much of the originally allocated and disbursed resources reach the intended beneficiaries especially service delivery facilities at the local level including schools and health centres, as well as how long resources take to get there. The PETS is a key instrument for government to benchmark the implementation of the next national development plan (Sierra Leone Poverty Reduction Strategy Paper (PRSP) in terms of its capacity to probe accountability, transparency and the potential theft of public expenditures.

The PETS is therefore intended to assess the leakage of public funds and the effectiveness of pro-poor public spending to provide valuable insights to policy makers on impediments to improving financial governance and fostering greater transparency, and hence be a source of accountability on government spending. PETS is expected to generate information of greater interest to the intended beneficiaries of government policy.

## **1.2. Background**

Sierra Leone introduced Public Expenditure Tracking Surveys since 2001 as part of its public financial management reforms aimed at improving transparency and accountability in the use of public funds to improve service delivery. Annual PETS has been a useful tool for GoSL to generate beneficiary/service user feedback on social services by tracking leakages of public funds as they flow through the various layers of Government.

The Economic Policy Research Unit (EPRU) at the then Ministry of Finance and Economic Development (MoFED) carried out previous PETS exercise. However, non-state actors criticized this on the grounds that MoFED (now MOF) as the lead state institution in the PFM chain, may be constrained to provide an independent and credible evaluation of the public financial management process.

Furthermore, GoSL has not conducted a public expenditure tracking survey for the last seven years. Citizen engagement with the Public Financial Management (PFM) process is weak and there is limited public knowledge about the economic policies of government. The weakness in public service delivery leaves many citizens relying on alternative routes (private schools and hospitals, NGOs and community self-help) to access services.

In view of the foregoing, the Ministry of Finance (MoF) has taken a decision to outsource this activity to an independent assessor. The PETS will be jointly funded by a partner agency, UK Department for International Development (DFID) and the Government of Sierra Leone (GoSL).

### **PURPOSE OF THE PETS**

This PETS identifies and provides necessary baseline data on current leakages and gaps in government expenditure with a focus on the sectors of healthcare, agriculture and education (where the greatest impact on poverty reduction is possible) to generate policy reform recommendations, and thereby improve Sierra Leone's economic, and democratic development. The government has committed itself to strengthening the Public Expenditure Tracking (PET) mechanism, thus while earlier PETS have focused solely on tracking expenditures, this current iteration will undertake expenditure tracking and service delivery, and provide in-depth, multi-level assessments of how budgets translate into service delivery, where improvements can be made, and how resources can be better allocated to promote inclusive growth.

The proposed 2019 PETS will assess procurement and the distribution of textbooks and teaching and learning materials through service providers to primary schools; the distribution of essential drugs and medical equipment to hospitals and health centres, and the supply of seed rice and fertilisers to farmers during 2017 and 2018. Expenditure tracking will start from the Ministry and go down to the community level.

The 2019 PETS will cover budget tracking for 2017 and 2018 and try to fulfill five specific objectives:

- a. *To track the following:*
  - i. *the distribution of teaching and learning materials, school feeding items by the Ministry of Education, Science and Technology (now Ministry of Basic and Secondary Education);*
  - ii. *distribution of essential drugs and basic medical supplies from the Central Medical Stores (CMS) and MoHS in Freetown to District Hospitals and Peripheral Health Units (PHUs);*
  - iii. *Procurement and flow of seed rice and fertilizers from the headquarters of Ministry of Agriculture, and Forestry (MAF) and Contractors to the farmers;*
- b. *To provide quantitative evidence of delays, utilization, transfer discrepancies in the delivery of materials and services (seed rice, fertilisers, teaching and learning materials, essential medical supplies) from the MDAs to the rural communities;*
- c. *To identify and deviations in practice versus de jure procedure in the administration of public funds for these materials and services, including approvals processes at different levels of the deliver chain.*
- d. *Assess the perception of communities on the quality of service delivery of the Ministries of Education, Science and Technology; Health and sanitation and Agriculture, Forestry and Food Security.*

## **2. OUTPUTS:**

- a. A detailed research methodology, inception report and establishment of a steering committee
- b. A detailed report covering resource flows and expenditure patterns in education, health and agriculture of not more than 50 pages (in English), with as many pages of annexes as necessary, to be shared with the Steering Committee, MoF and DFID
- c. Validation workshop of the PETS findings involving the sector MDAs under study
- d. Data sets in Excel and SPSS

## **3. WORKPLAN AND SCOPE:**

This call for proposals aims to identify a suitable firm or small team, with whom the Economic Research Unit at MoF and DFID will work closely to finalize the Terms of Reference and exact methodology. The study will take six months.

The key information will be collected at the chiefdom and ward-levels which will form the Primary Sampling Units (PSU) or Enumeration Areas (EAs). The following will be the selected service-user units:

- a. **Schools: Government schools and government assisted schools** that

benefit from the supply of materials based on information provided by MEST.

- b. **Hospitals and Peripheral Health Units:** The study will cover all District Hospitals, Secondary and Tertiary Referral Hospitals in the Western Area and Peripheral Health Units (PHUs) nationwide (including functioning Community Health Centres (CHCs), Community Health Posts (CHPs) and Maternal and Child Health Post (MCHPs). CHCs located in chiefdom headquarter towns or in densely populated towns in each chiefdom will be targeted. A least one CHC will be selected per chiefdom.
- c. **Farmers Associations:** The team will work with MAF to provide a list of Farmers Associations to be targeted.
- d. **Communities:** Households will be randomly selected in communities across each chiefdom covered by the survey to gauge their perceptions of service delivery quality for all three sectors under study
- e. **Observation:** Verification will be done on claims of rehabilitation of feeder roads. The study will request from MAF and Sierra Leone Road's Authority a map and listing of feeder roads funded during the period under review along with the contact information of the respective contractors.

#### 4. SKILLS REQUIRED:

Expressions of interest are invited from qualified evaluators or firms with the following skills:

- (i) Experience of undertaking public expenditure tracking surveys, or demonstrated ability to mobilize technical expertise with a proven track record in PETS;
- (ii) Experience in PFM, political economy and fiduciary risk analysis;
- (iii) Experience in managing large data sets in SPSS and Excel;
- (iv) Experience of national survey and Key Informant Interview methods and a thorough understanding of their strengths and limitations;
- (v) Ability to mobilize in a short period of time.

#### 6. OTHER INFORMATION

Please send your application to the email address below that includes details of recent PFM evaluation work and two references, and a short cover letter explaining why you believe you are qualified for this assignment. Please include your financial proposal.

The address to submit expressions of interest: [amijabs2016@gmail.com](mailto:amijabs2016@gmail.com) and [mackingtosh@yahoo.com](mailto:mackingtosh@yahoo.com) or via hard copies in triplicate to the Senior Procurement Officer, Ministry of Finance, George Street, Freetown.

Deadline for receipt of your Expression of Interests is on the 15<sup>th</sup> February, 2019 at 12 noon.