



MINISTRY OF FINANCE (MoF)
SIERRA LEONE GOVERNMENT

REQUEST FOR EXPRESSION OF INTEREST (EOI)

Procurement of Consultancy Services for the conduct of a Chiefdom Finance Study

Procurement Number: *MOF/ADM/TCB/001/2020*

Issue date: 15th July, 2020

Background:

The Government of Sierra Leone (GoSL) enacted the Local Government Act (LGA) in 2004. A National Decentralization Policy (NDP) was approved and launched in 2010 as a complement to the Act. Both the Act and Policy are currently under review to reconcile the differences between the two and clear ambiguities in the law, as well as effect the lessons learnt in order to strengthen the legal framework and institutional arrangements for decentralization in Sierra Leone.

The LGA 2004 has had to co-exist with the chiefdom council and tribal authority structure that has been in existence since the colonial era. Section 21 of the LGA says that the local councils may delegate functions to the chiefdom councils and that, in section 27, the latter “*shall cooperate with the local councils in the performance of the functions of the local councils*”. In general, the LGA stipulates in section 45(1) that local councils shall be financed from three sources: their own revenue collections; central government grants for devolved functions; and transfers for services delegated by central government ministries. The LGA 2004 further states in section 58 that “*Revenues raised from local taxes and from mining revenues, other than those collected by the Government, shall be shared between the local councils and the chiefdom councils*”.

Sections 58, 59(2) and 59(3), though setting the legal basis for CCs to collect local tax and for revenue sharing between the LCs and the CCs, did not provide clarity as to how the sharing should be done. Instead, the Act, in section 60, states that the Ministry responsible for Local Government in consultation with the Ministries responsible for Finance and Mineral Resources, shall set the guidelines for sharing of *mining revenues*. As a result, in 2005, the Ministry of



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Local Government and Rural Development (MLGRD) issued guidelines on the sharing of revenue between LCs and the CCs.

Furthermore, the Public Financial Management (PFM) Act 2016, in section 105, gives the Ministry of Finance oversight of financial management of chiefdom administrations. However, the fiduciary staff of the chiefdom administrations are either ill motivated or lack the basic capacity to carry out the accounting and financial management responsibilities expected of them under the law. In that regard, the Ministry of Finance is working with the MLGRD to streamline the structure of the CCs. This will be supported by a biometric verification of chiefdom functionaries to be undertaken by the National Civil Registration Authority (NCRA).

Given the above context, the Ministry of Finance, in collaboration with the MLGRD, therefore deems it important to conduct a joint study on “Chiefdom Finance and Accountability” and “Local Councils Revenue Mobilization” to understand the nature of the financing needs of subnational structures.

Objectives of the Study

The main goal of the study is to understand the revenue potential and expenditure needs of chiefdoms, full potential of own sources revenue and mobilization strategies of local councils, and gauge citizens’ perceptions on the level of transparency and accountability by LCs and CCs. The specific objectives are:

- To provide credible estimates of local taxpayer population per chiefdom.
- To identify all revenue sources (including mining, local tax, market dues etc. and all non-tax revenue sources) available to the chiefdoms and how these revenues are collected and shared with LCs and any other local body, and who controls the chiefdom’s share of the revenues.
- To quantify the full potential of all local revenue sources available to the chiefdoms and local councils.
- To quantify the total value of precepts paid by chiefdoms to their local councils.
- To collect, collate and establish baseline information on the main expenditure priorities of the chiefdoms including the total number of chiefdom personnel currently receiving emolument from central government, the LCs or/and the CCs.



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- To get insight into the financial management systems and practices of chiefdom administration – structures, hierarchy and power dynamics, and financial reporting line(s).
- To determine whether key stakeholders in chiefdoms including Paramount Chiefs and Central Chiefdom Finance Clerks (CCFCs-) etc. have adequate capacity to manage resources of their chiefdoms and, as much as possible, identify gaps for capacity building and recommend the specific training needs of each category of the chiefdom administrations.
- To determine the potential role that Tribal Headmen in the Western Area can play to support the local councils in revenue mobilization, enforcement of bye-laws and community engagement to enhance transparency and accountability to citizens.
- To examine the adequacy of the strategies used by local councils to collect own source revenue.
- To gauge citizens' trust of their local government and traditional authorities – that is, conduct a perception survey on the level of transparency and accountability by local councils and chiefdom authorities respectively in the use of public funds.

Scope of the Study

The study will have a national coverage – 22 local councils and 190 chiefdoms. All chiefdom headquarter towns/villages nationwide will be covered. This will include towns/ villages within chiefdoms with high revenue potentials.

The key informant interviews (KII) will target the Paramount Chief, Central Chiefdom Administrative Clerks (CACs), Chiefdom Administrative Clerks (CCACs), Chiefdom Speaker, Senior/District Officers (SDOs and DOs), Councilors (in some cases there is more than one ward in the chiefdom), Chief Administrator (CA) and District Chairperson of LC, tax/revenue collectors. All Tribal Heads and village Headmen in the Western Area will be interviewed and, given their peculiarity (compared to the CCs), a separate questionnaire will be designed to assess their current and potential role in supporting the Western Area Rural District Council (WARDC) and the Freetown City Council (FCC) in their revenue mobilization and service delivery efforts.



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At the national level, interviews will be conducted with the Permanent Secretary MLGRD, Director of Local Government, Director Fiscal Decentralisation Division, and Deputy Auditor-General (in-charge of Audit of LCs) etc. All relevant legislation, policies and literature will be reviewed to ensure better understanding of the legal, historical and economic context to inform policy recommendations.

Qualification of Firm and Key Staff

- **Firm/Non-governmental Organizations** - Past relevant experience conducting similar studies, particularly on fiduciary issues, accountable governance and decentralization, and qualitative and quantitative data collection and analysis. Technical capacity to fulfill the assignment and ensure quality of field work, data processing, analysis and writing final study report. In the case of NGOs, past experience leading consortium of NGOs/CBOs to deliver donor-funded projects implemented in all sixteen districts will be an added advantage.

Staff Requirement should include the following:

- **Enumeration (total 190)** – Diploma in relevant field of study; previous experience administering survey questionnaires in rural areas; fluency in English and Krio while knowledge of any other two local languages (Mende, Temne, Limba, Kuranko, Kono, Susu, Kissi etc.) will be added advantage; follow field protocols and interview guidelines to guarantee the quality and integrity of the study.
- **Supervision (total 16)** – a Bachelors degree in a relevant field of study; at least 3 years (or 5 similar assignments) previous experience working on field surveys, project evaluation and assessment studies, developing survey questionnaires, field protocols and supervise data collection in rural areas; fluency in English, Krio and knowledge of any other two local languages (Mende, Temne, Limba, Kuranko, Kono, Susu, Kissi etc.)
- **National Coordination and Quality Assurance for Field Work (1)** – A Masters Degree in a relevant field of study (Economics, Statistics, Mathematics, Demography etc.) and 5 to 10 years relevant work experience; previous field experience in some of the areas that the study will cover (decentralization, rural development, fiscal transfers, local tax and non-tax revenue, accounting or audit) will be an advantage.
- **PFM/Tax/Rural Development Specialist (1)** – A Masters Degree in a relevant field of study (Economics, Accounting, Public Administration, Political Science etc.). At least 10



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years relevant working experience. Excellent communication and leadership skills.
Facilitate consultation meetings and lead delivery of high-quality workshops.

Deliverables

Deliverables will include inception, draft report, final report and a validation workshop report. The final report should enable the Ministries responsible for Finance and Local Government determine the true potential of own source revenue available to the local and chiefdom councils. This will enable the two Ministries to arrive at an appropriate revenue sharing formula between LCs and CCs and also form the basis for the allocation of subvention to each category of chiefdom as may be required. It will throw light on the current method used to collect revenue particularly in chiefdoms. It is also expected that the study will provide information that will facilitate the review of the criteria for the classification of chiefdoms and, thus, re-classify them appropriately. It should enable the two ministries to clearly discern from the KAP study the level of citizens' understanding of the respective roles and responsibilities of the LCs and CCs, and the level of trust citizens have for each of the two.

Submission of Expression of Interest (EOI)

Interested and competent Applicants are requested to enclose their Expression of Interest and other accompanying documents in 2 Sets of sealed envelopes indicating the procurement activity.

The Expression of Interest should be addressed to:

The Deputy Financial Secretary

Ministry of Finance (MoF)

George Street, Freetown

Sierra Leone

All submissions must be made not later than Thursday, 31st August, 2020 between the hours of 9am and 4pm. Detail Terms of Reference can be obtained from the Fiscal Decentralisation Division, Ministry of Finance, 8th Floor Ministerial Building, George Street, Freetown or through email to akargbo@mof.gov.sl, adamsk_23222@yahoo.com, saadbarrie@gmail.com, kinggibs@yahoo.com, sesbert2013@gmail.com, amariatu46@yahoo.com



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NOTATION:

- i. Notwithstanding anything contained in this invitation for Expression of Interest, the MoF is not bound to consider any EOI and reserves the right to accept or reject any EOI at any time without liability or any obligation for such acceptance, rejection or annulment, and without proffering any reasons thereof.
- ii. Certificates may be referred to the respective issuing Authority for Verification and Authentication.
- iii. This advertisement should not be construed as a commitment or obligation on the part of MoF to award this Contract.
- iv. All submissions must be made in English Language.
- v. Late submission of EOI would not be entertained.
- vi. Shortlisted Applicants may be required to make presentations upon submission of their Request for Proposals (RFPs) at their own costs. These presentations will be conducted in the MoF at any specified location or premises.
- vii. MoF shall not be liable for any cost incurred by the Bidder in preparing, submitting, discussing or negotiating any agreement with respect to this EOI.