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**Parliament of Sierra Leone**

# **STRATEGIC PLAN** 2021-2025



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 **DAI** human dynamics



## **PREFACE**

Within the framework of the Parliamentary Service Act, 2007, and under the guidance of the Clerk of Parliament, granted him under Article 82 of the Constitution, this is the Strategic Plan for the Parliament of The Republic of Sierra Leone for the period 2021–2025. The Fifth Parliament envisions an independent and responsive legislature that contributes effectively to national governance efforts. With a firm understanding of its mandate, this document has been prepared, with lessons learned from the experience, achievement and challenges in implementing the two previous Strategic Plans of Parliament, for 2016–2019 and 2009–2013.

The goal is to enable Parliament to contribute effectively to the law-making process, represent citizens and perform oversight of Government business and those of the Ministries, Departments, and Agencies of Government to towards achieving an Open, Fair, Transparent, and Accountable society for Sierra Leone.

Parliament through the expressed intentions in this Plan is demonstrating a commitment to strengthen the capacity of the institution, to progressively remove constraints to the independence of Parliament and to make it responsive and accessible to citizens. The Plan is aligned to the Medium-Term National Development Plan 2019–2023, and will position Parliament to contribute to the implementation of the Government’s New Direction for Improving People’s Lives through Education, Inclusive Growth, and Building a Resilient Economy.

On behalf of Parliament, I present this Strategic Plan, as a guide to the capacity building and institutional strengthening aspirations of Parliament as part of national efforts for a peaceful and prosperous society.

**Hon. Paran Umar Tarawally (PhD)**





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## INTRODUCTION

The 1991 Constitution of Sierra Leone vests legislative power in the Parliament. The 5th Parliament of the Second Republic of Sierra Leone, established after the March 2018 elections, consists of 146 seats: 132 members directly elected and 14 paramount chiefs. The 132 members were elected from single member constituencies and the 14 Paramount Chiefs from 14 Districts of Sierra Leone. Paramount Chiefs have been a mainstay of Parliament since the 1924 Ransford Slater's Constitution. Of the 146 MPs, 18 (12%) are women and three (2%) are independents. There are four political parties currently represented in Parliament. None, including the ruling party, has a working majority.

The four political parties and three independent members in Parliament include the All People's Congress (APC) with 58 seats, the Sierra Leone Peoples Party (SLPP) with 59 seats, Coalition for Change (C4C) with 8 seats; the National Grand Coalition (NGC) with 4 seats; and three Independent candidates.

The Parliament is headed by the Speaker who is elected by the Members of Parliament. The qualifications for candidates for Speakers include: (1) Members of Parliament with at least five years of service in Parliament; (2) Persons qualified to be Members of Parliament and who had served as such for at least ten years; and (3) Persons who are not younger than forty years. (Amendment of section 79 of Act No 6 of 1991). In the absence of the Speaker, an elected Deputy Speaker presides over the sittings of the House.

The variety of backgrounds in the 5th Parliament is a great opportunity for promoting and strengthening good governance in Sierra Leone. The current Parliament is exceptional because no party forms a simple majority. While the absence of a clear majority predisposes the Parliament to chaos and stalemate it is not necessarily destined to face such an outcome. Rather, the variety of backgrounds is a unique opportunity for building compromise, consensus and dialogue. The current scenario is conducive for the leaders in the Sierra Leone Parliament to build a strong Parliament by tolerating each other despite their political affiliation or interest and to encourage inclusivity and promote plurality and diversity in public policy.

It is expected that this Strategic Plan (2021–2025) would provide the opportunity for key stakeholders in Parliament to work together with a common goal to advance parliamentary democracy in the country through the implementation of the strategic goals articulated in the Plan.





# GUIDING PRINCIPLES

## OF THE PARLIAMENT OF SIERRA LEONE

The 2021–2025 Strategic Plan is shaped by rigorous knowledge and deep reflections from the world of Parliaments. It also takes into account the nature of the 5th Parliament of Sierra Leone faced with challenges in governance. The Parliament of Sierra Leone has a heavy burden to provide leadership and political solutions to the country's challenges. Finally, the Strategic Plan is shaped by guiding principles that inform work on Parliament.

### Our Vision



*An independent and autonomous state institution providing effective legislative and representative support through MPs to the people of Sierra Leone.*

### Our Mission



*Making government work for the people, by giving a voice to the voiceless through lawmaking, transparency, accountability and equitable distribution of resources.*

### Our Core Values

The Vision and Mission of the Parliament of Sierra Leone are anchored on several core values that guide Parliament as an institution as well as every single Member of Parliament. The Core Values of the Parliament of Sierra Leone are:

- 1. Accountability:** Parliament will strive to act in a fair and equitable manner, ensuring that the needs of citizens are addressed.
- 2. Inclusiveness:** Parliament will strive to take into account all shades of opinion in every decision the House makes.
- 3. Gender Mainstreaming:** Parliament will recognize and value the diversity between men and women in legislation and policy.
- 4. Transparency:** Parliament will act openly and make all its activities and decisions accessible to citizens.
- 5. Integrity:** Parliament will be guided by high ethical and moral standards in the discharge of its duties.
- 6. Impartiality:** Parliament will be objective at all times and guided by the interests of all citizens.
- 7. Professionalism:** Parliament will strive to achieve the highest level of skills and competence in discharging its duties.
- 8. Respect:** Parliament will value the views and opinions of all citizens at all times.

# FRAMEWORK

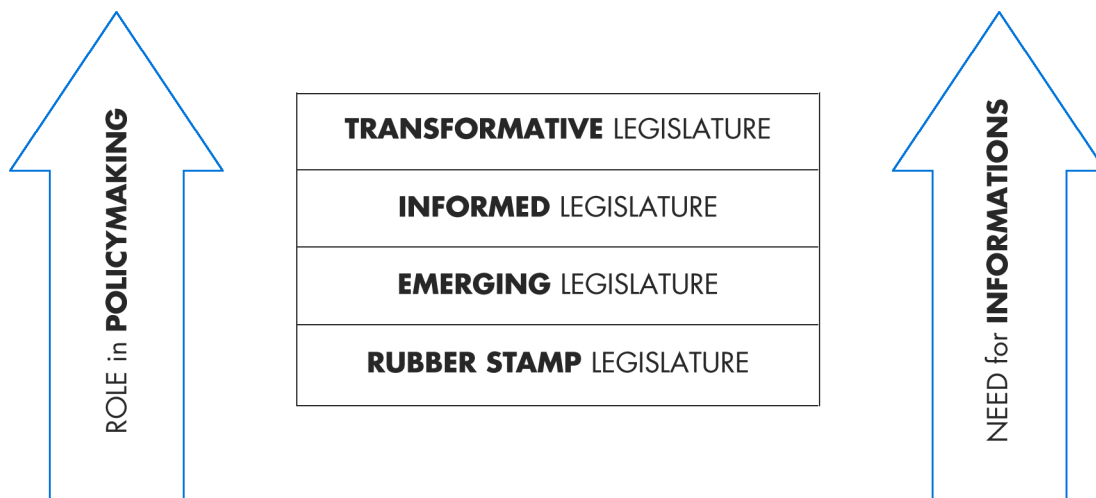
Over the years, the approach to strategic planning for parliaments has focused broadly on institutional capacity and the traditional functions of parliaments. This approach has lumped together the strategies for developing parliaments. In effect, both institutional/organizational components and constitutional functions are tackled collectively with the intent of ensuring that the performance of Parliament is improved. A different approach is proposed here. It is an approach that evolves from a more nuanced appreciation of the historical trajectory of parliamentary growth both from an institutional and functional perspective.

The approach would outline the institutional and functional components of Parliaments according to the following three areas of growth: foundational, transitional and maturity. The proposed approach is consistent with the commonly used typology of parliamentary capacity enhancement. The logic of this approach is to provide a more realistic, practical and manageable process for developing parliamentary capacity. Admittedly, all Parliaments exhibit functionally unique characteristics. However, Parliaments are not particularly different from other institutions whose evolution occurs along different trajectories; planned or unplanned.

The relevance of this novel approach is to produce a Strategic Plan that is fit for purpose and one that is relevant to the current contextual needs of the Parliament of Sierra Leone. Emphasis will be placed on the foundational and transitional pathways that shape the objective of improving the performance of the Parliament of Sierra Leone over the next five years.

The *typology of parliaments* links their information needs to their policy making roles and to their location on a four-stage continuum: rubber stamp, emerging, informed and transformative as shown below:

**Figure 1: Typology of Parliaments**



**Source:** Miko, Francis and William Robinson (1996)

**Rubber stamp** parliaments are legislatures that, at all times, simply endorse whatever is presented to them, without question, without scrutiny and with some semblance of a debate within the Chamber. They have very little need for information other than the time and place to vote. They essentially meet to endorse the ruling party's program of work. Independent research and analysis have very little value to them.

**Emerging parliaments** are ones that are only a little better than their rubber stamp counterparts. They will normally have some minimal capacity to carry out their constitutional functions with a very weak administration, some basic research service and a few permanent, capable committee and administrative staff. There is also very minimal demand for and use of information by MPs and committees.

**Informed parliaments** are ones that exhibit real capacity to exercise their triple role of lawmaking, oversight and representation. They have a very sound institutional base with a lot of emphasis on parliamentary research services and documentation. The latter provides reference services, produces reports, offers a clipping service that is distributed to all members and may track the progress of key legislation. Committee clerks and researchers provide substantial research and analysis services that identify a range of policy options on all issues before Parliament as well as their impacts. Here, MPs are "hungry" for information, robust research and evidence in order to challenge Executive positions before the House.

**Transformative parliaments** possess substantial resource requirements and typically have a generous allotment of personal staff, strong and well-staffed committees and large research groups capable of developing policy options. This is the ideal Parliament and here, MPs and committees are fiercely independent and do not compromise their conscience, the interest of their constituents and the national interest. They do not work without evidence and without support that can enable them take decisions from an informed position.

This categorization has implications for strategic planning and the design of interventions for every Parliament. Within the context of the Parliament of Sierra Leone, the reality of the institution and its trajectory, along the continuum described above, is essential in designing suitable intervention mechanisms. Admittedly, there are no easy ways out of this situation, but the "basics" have to be right and the foundations have to be solid.

Consequently, the proposed approach under this strategic plan is one that prioritizes interventions that could help solidify the needed foundations and create pathways to maturity into a much more effective institution. The table below provides a summary of the approach.

14 **Table 1: Prioritization Framework**

<b>Pathways</b>	<b>Institutional Components to Tackle</b>	<b>Functional Components to Tackle</b>
<b>Foundational Pathways</b>	<b>1.</b> A strong Legal Framework for Governance	<b>1.</b> Well-organised and functional committees
	<b>2.</b> A strong, trusted and non-partisan Chief Executive Officer	<b>2.</b> A clearly defined legislative process
	<b>3.</b> Capable Staff and Members of Parliament	<b>3.</b> Clear and unambiguous rules (Standing Orders)
	<b>4.</b> Committee Structure and Guidelines	<b>4.</b> Recruitment processes including for the Clerk of Parliament
<b>Transitional Pathways</b>	<b>1.</b> A strong and effective administration	<b>1.</b> Robust Research capacity
	<b>2.</b> Framework for the Independence of Parliament	<b>2.</b> Sound knowledge for MPs to carry out their duties
	<b>3.</b> Strong research units/resources	<b>3.</b> Independence of the Office of the Clerk
	<b>4.</b> "Informed" Members of Parliament	<b>4.</b> Capable research staff
		<b>5.</b> Administrative/organization's infrastructure for MPs
<b>Maturity Pathways</b>	Ideal Situation	Ideal Situation

The proposed approach is useful in making sure the Strategic Plan is easy to use by the various units and departments of the Parliament as well as track where progress is being made.

# PARLIAMENT'S STRATEGIC GOALS

## FOR 2021-2025

The 2021–2025 Strategic Plan builds on the previous Strategic Plan (2016–2019). The current plan is anchored on four (4) strategic goals following on the achievements of the last few years and are intended to shape the long-term development of Parliament. The goals and the corresponding strategic objectives have been chosen in view of the current trajectory of the Parliament of Sierra Leone in comparison to other parliaments. The goals are framed with the aim of helping Parliament achieve its vision of being a beacon of democracy and good governance for the people of Sierra Leone.

### The goals are:



- 1. Building the institutional capacity of Parliament;**
- 2. Strengthening lawmaking;**
- 3. Strengthening oversight;**
- 4. Strengthen representation and relationships with citizens.**


These goals are informed by the need to establish an efficient and effective institution that is positioned to help Parliament and its Members achieve their triple functions of lawmaking, oversight and representation.

A number of activities will be implemented under the Strategic Plan in order to achieve the four (4) broad Strategic Objectives. The activities are carefully selected based on a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis of Parliament, consultations with the Parliamentary Service Commission, the Clerk, Members of Parliament, Parliamentary Staff as well as stakeholders outside Parliament – mainly donor partners (the EU, UNDP, DFID and WFD).

## SWOT ANALYSIS

As part of the strategic planning process, an analysis of Parliament's **Strengths**, **Weaknesses**, **Opportunities** and **Threats** was conducted. Several sources of information were used to complete the **SWOT**: information from previously conducted assessments and evaluations of Parliament and its projects; assessment exercises with individual staff and heads of departments; interviews with MPs and leaders of Parliament; as well as discussions with partners and relevant stakeholders. The combined input and key points are summarized and used to identify four key issues summarized in the table below.

**Table 2: SWOT**

 <b>STRENGTHS</b>	 <b>WEAKNESSES</b>
<ul style="list-style-type: none"> <li>• Constitutional power to approve Parliament's budget (PSC Act 2007)</li> <li>• Strong capacity to attract potential external supports</li> <li>• Legislation can be initiated through private Members' Bills (unlike most parliaments)</li> <li>• Oversight powers are protected by constitutional provision</li> <li>• Improved Departments</li> <li>• Parliament is Committed</li> </ul>	<ul style="list-style-type: none"> <li>• Constrained Legislative Power (77(1)K, time for debate/scrutiny)</li> <li>• Inadequate research and documentation capac.</li> <li>• Lack of financial independence</li> <li>• Poor infrastructure (office space for MPs and staff)</li> <li>• Inadequate performance appraisal system</li> <li>• Risk management not yet prioritize in the running of the institution</li> <li>• Limited clarity of decision making</li> <li>• thereby slowing the decision-making process among the Directors</li> <li>• Limited commitment among staff to advantage of ICT in running the business of Parliament</li> </ul>
 <b>OPPORTUNITIES</b>	 <b>THREATS</b>
<ul style="list-style-type: none"> <li>• Capacity building opportunities for staff</li> <li>• Good relationships with a few partners dedicated to support Parliament</li> <li>• Establishment of legislative department</li> <li>• Affiliation with other parliaments and international bodies</li> <li>• New professionalize Departments- Centre for Research &amp; Parliamentary Studies &amp; the Parliamentary Budget Office</li> <li>• Ongoing administrative reforms i.e., integrating corporate governance in the operations of Parliament</li> <li>• Recruitment of Director General to focus on the daily operations of Parliament</li> <li>• Ongoing refurbishment of Parliament</li> </ul>	<ul style="list-style-type: none"> <li>• High unmatched expectations of citizens</li> <li>• Inconsistent donor support</li> <li>• Parliament seen as a ministry</li> <li>• High cost of parliamentary politics</li> <li>• Unmet budget needs and inconsistent cash flow</li> <li>• The fear of reforms and staff resistance to change</li> <li>• Limited ambition for staff to acquire the required capacity to increase their personal growth &amp; performance</li> </ul>

## GOAL 1:

### STRENGTHEN INSTITUTIONAL CAPACITY

There are three major function of Parliaments: lawmaking, oversight and representation. In this Strategic Plan for 2021–2025, the Parliament of Sierra Leone recognizes the importance of prioritizing its efforts in setting up an efficient institution to serve as the vehicle for achieving all the other strategic objectives under the Plan. Under this goal, there are four (4) strategic activities. These are outlined below:

#### Independence of the Parliamentary Service Commission

The Parliamentary Service Commission (PSC), established in 2007, is responsible for technical, administrative and other advisory services that enable the Parliament function effectively. The PSC provides the strategic guidance and administrative oversight for Parliament. Whilst the PSC is responsible for overseeing the strategic functioning of Parliament, the Clerk of Parliament is the Chief Executive Officer tasked with ensuring the day-to-day functioning of the institution.

The PSC is legally backed by the Parliamentary Service Act, 2007. However, its independence is challenged by limits to the kinds of decisions the PSC can make. For instance, the PSC does not have power to hire and fire the Clerk of Parliament. Section 5 (a) of the Parliamentary Service Act, 2007 clearly states that: "Without prejudice to the generality of subsection (1), the Commission shall - (a) appoint persons, other than the Clerk of Parliament, to hold or act in office as members of the Parliamentary Service and exercise disciplinary control over such persons, including suspending or removing any of them."

Secondly, the Act does not endow the PSC with the power to determine the budget of Parliament. Furthermore, the PSC as currently constituted, is made of up members only from within Parliament. The practice in most Parliaments in the sub-region is that membership to the PSC could be extended to include at least two (2) non-MPs. Such individuals could be from Think - Tanks or from the private sector.

The PSC must be independent to contribute to stronger independent decision-making in the supreme interest of parliamentary administrative efficiency and to ensure that the Parliament has more financial and administrative autonomy. It should be noted however that independence must be sought within the context of inter-dependence. Parliament will have to work harmoniously and collaboratively with the Executive to ensure peaceful national development. Parliament will also have to work harmoniously with itself and commit to implementing the recently agreed Bo Declaration which seeks to ensure inclusiveness, cooperation and collaboration between all key stakeholders within Parliament.

Under this strategic review, it is proposed that the PSC Act of 2007 be reviewed to give the commission the necessary and adequate powers. The review should focus on revising the section that deals with the functions of the Commission and: (a) give the PSC the responsibility to hiring the Clerk; (b) ensure that Parliament is adequately funded; and (c) ensure that the Parliamentary Service is decoupled from the Public Service, so that the PSC can determine the salaries and conditions of service of not only Members of Parliament, but also staff of the Parliamentary Service. The revision should also expand the membership of the Commission to include non-MPs.

## 18 Hiring of the Clerk to Parliament and Ensuring the Independence of the Office

The Clerk to Parliament is the Chief Executive Officer of Parliament responsible for the daily administration of the institution. The office of the Clerk is nonpartisan. The Clerk ensures that the Parliamentary administration functions to support Parliament. The core functions of the Clerk include advising and interpreting rules of parliament so that the Speaker and Members of Parliament can function properly.

Following the last strategic review, efforts were made to streamline the functioning of the Office of the Clerk by creating two deputy positions to the Clerk. In this way, the Clerk concentrates on strategic issues relevant to the functioning of Parliament and the two deputies focus on Legislative Services and Finance and Administration. This is consistent with the practice in other Parliaments in the sub-region.

As indicated earlier, the Clerk is not appointed by the Parliamentary Service Commission (PSC) but by the President of the Republic and thus creating the perception of interference in the Legislature by the Executive branch. Over the years, the Clerk has been perceived to be working in the interest of the Executive rather than serving Parliament. Paradoxically, he/she is the person to interpret the rules, so that the Speaker and Members of Parliament can effectively oversee the Executive branch that appoints him/her.

To better improve the functioning of the Office of the Clerk and render it effective of under the current Strategic Plan, Parliament will prioritize the professionalisation of the appointment process. In most countries in the sub-region and consistent with the principle of proper separation of powers, the PSC should be responsible for hiring for the position of Clerk of Parliament in a transparent and independent manner. This singular act will not only project the independence of the Clerk and of the institution of Parliament, but will ensure that the occupant of the position is at all times trusted by all parties in Parliament as an individual working for the institution and not for any other branch of government.

### Provide a Strong Institutional and Administrative Framework

Every Parliament is only as strong as its administrative infrastructure. The capacity of a Parliament to accomplish its constitutional functions (law-making, oversight, and representation) is dependent on the quality of administrative support it receives from the technocrats that support the institution under the auspices of the office of the Clerk. The administrative infrastructure required to enable Parliament function effectively includes a range of units and departments. These departments include: the Offices of the Clerk; the Legislative Services Department; the Committees Department; the Information, Communication and Technology (ICT) Department; the Parliamentary Budget Office; the Centre for Research and Parliamentary Studies; the Human Resources Department; the Finance Department; Parliamentary Assistance and Coordination Department; Information and Research Services; the Office of Internal Control and Compliance; the Hansard Department; the Department of Sergeant-at-Arms and Procurement and Transport Department. These services constitute the bedrock of a strong institution.

The enhancement of the institutional capacity of Parliament was included in the previous strategic review. Following the last review, a number of departments and structures have been created. What remains to be done is to make them functional with the appropriate budgetary, personnel and other logistical allocations.



In this Strategic Plan, Parliament will place emphasis on strengthening all departments and services, with particular attention to those that were recently created. In addition, two key departments – The Centre for Parliamentary Studies and the documentation unit will be singled out for special attention because the former will be the pivot around which the current Strategic Plan will be implemented, particularly in this Covid-19 era when most institutions are looking inward for their capacity needs. The latter – the Documentation Unit – is the custodian of all parliamentary records which are a key and strategic resource for the success of the institution. Parliamentary records should be managed properly and efficiently stored in a conducive environment, permanently for posterity.

Parliament commits to provide all units and departments, particularly those listed above, with the equipment and resources to enable them achieve their various priorities. In addition, staff need to be trained and provided with up-to-date manuals and tools to support Members of Parliament to effectively and efficiently perform their legislative and oversight functions.

## Strengthen and Enhance ICT Infrastructure

Information, Communication and Technology (ICT) is the information driver of the institution and provides services and support to Members of Parliament which cuts across the core function of Parliament. In addition, today, ICT is also key because institutions – private and public, are powered by their ICT capacity. And this is even more important in this Covid-19 era when work is quickly moving on-line. In the digital age in which we live in, ICT tools are not only transforming the way interpersonal communications are taking place, but also information sharing and functioning of the work place, and ways of political mobilization around the world. For Parliaments, ICTs are a core enabler of greater openness, accessibility and accountability, as well as a two-way channel for engaging with citizens. Substantial interest exists in most Parliaments and among many MPs to use ICTs to enhance the three core functions of Parliaments: legislation, representation and oversight. This is reflected in the increasing number of Parliaments that are adopting the new ICTs to promote their work.

In this Strategic Plan, the Parliament of Sierra Leone will strengthen and enhance its ICT infrastructure with the goal of helping the institution achieve its core mandate as well as make it Open, Transparent and Representative.

## Revise Standing Orders

Standing Orders are the identity of any legislative institution. Standing Orders determine, to a large extent, whether or not the performance of Parliament is optimal because they serve as the internal regulations of Parliament. The Standing Orders regulate debate and determine the extent to which bills can be shaped and/or influenced by Members of Parliament. They also determine Parliament's oversight powers and how it carries out its representative functions.

Standing Orders are the rules for conducting business in Parliament. Lessons from best practice recommend that Parliament's Standing Orders are appropriate for its size and configuration, clear and unambiguous in order to ensure that there are no gaps in the performance of its procedural functions of Parliament. Often, Standing Orders are distilled from precedent, usually from the rulings of the Speaker. Standing Orders must enable rather than obstruct the capacity of Parliament to solve problems.

## Parliament's Strategic Goals for 2021-2025

### Goal 1: Strengthen Institutional Capacity

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The current Standing Orders deserve attention because they may not pass the criteria described above. In general, Standing Orders should be written to make them responsive to current and predictable future scenarios; not specifically formulated to address only current parochial contexts. For instance, the extant Standing Orders seem to be designed for a time when politics in Sierra Leone was dominated by a two-party system (the ruling party and the opposition) without consideration for smaller parties in Parliament. No provisions were made at the time for scenarios where there could be multiple parties in Parliament. Consequently, several positions of leadership in the current Parliament for instance, were not established or recognized in the Standing Orders. This anomaly emerged during the recent composition of committees and other leadership appointments. Such situations can be rectified through a revised Standing Orders. There are also a number of specific aspects in the Standing Orders that need review.

Parliament proposes that the current Standing Orders should be reviewed to accommodate the interests of multiple parties (especially small ones) with representation in Parliament. The review process should also be comprehensive by examining every section of the Standing Orders that impedes the smooth operations of the Legislature as well as the effective discharge of the duties of Members as outlined above.

### Mainstream Gender in Parliamentary Administration

Gender mainstreaming means integrating a gender equality perspective at all stages and levels of policies and programmes within organizations. Over the years, it has become clear that women should have equal access to and control over power, resources, human rights and institutions. The goal of gender mainstreaming is therefore to take into account these differences when designing, implementing and evaluating policies, programmes and projects, so that they benefit both women and men.

Gender mainstreaming occurs when the perceptions, experience, knowledge and interests of women, as well as men are brought to bear on policy-making, planning and decision-making. Gender issues are human rights issues and above all, it is a human rights issue and above all, it is about inclusiveness, particularly in policy and decision-making processes.

In this Strategic Plan, the Parliament of Sierra Leone will implement the Gender Policy and have periodic gender audit to monitor mainstreaming efforts overtime. This approach will be extended to the national level such that in budgeting and legislation, the concerns of women and men are taken fully into consideration.

## GOAL 2:

### ENHANCED LEGISLATIVE CAPACITY

Globally, Parliaments perform three core functions: to represent citizens interests, to pass laws and to oversee the actions of the government. The legislative function includes the introduction of new laws as well as amending, approving or rejecting draft laws from the Executive. This function is strongly linked to the representation function because the authority of Parliament emanates from the will of the people.

The mechanism by which a Parliament is engaged in the lawmaking process varies depending on the type of parliamentary system ranging from the Westminster model to Presidential Systems.

For a Parliament to be able to efficiently fulfill its legislative function, MPs must have the capacity to read and review draft legislation and amendments in order to interpret any policy changes and analyze proposed new rules. The staff of the Parliament, especially committee staff, need to be well trained in legal drafting and legislative review processes. Committees also often rely on external expertise to assess the exact scope of a draft law and its consequences from diverse perspectives (for example legal, social, economic or environmental). This external expertise can be from the respective political parties or from academia or civil society.

In this Strategic Plan, Parliament will strengthen these primary functions through three (3) strategic initiatives as described below.

#### Eliminate Legal and Administrative Constraints to Law Making in Parliament

The lawmaking function in every Parliament is better promoted by establishing conducive legal and administrative frameworks to guarantee the independence of the Members of Parliaments. In addition to current research and a diversity of factors, including political party affiliation Members of Parliament formulate their thoughts and make judgments based on their assessment of the interest of their constituents. Indeed, a variety of factors influence the ultimate decisions that Members of Parliament make during the lawmaking process. Therefore, any restraints that impede the independence of Members of Parliament is not conducive to effective legislative process.

Section 77 (1) of the 1991 Constitution of Sierra Leone places impediments to the independence of Members of Parliament. According to the Constitution, a Member can be expelled from Parliament if the leader of the political party of which the Member is affiliated informs the Speaker that the Member is no longer affiliated to the party. Other criteria listed for expulsion from Parliament include conduct (e.g. voting pattern) that is deemed to be inconsistent with the Member's political party. Finally, Section 77(1) denies Members of Parliament the freedom of associating/affiliating/changing political parties in Parliament other than the parties of affiliation at the time of election.

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The threat of expulsion under Section 77 (1) places constraints on independent judgment. It compels Members of Parliament to tow party lines. And denies them the right to articulate contrary views that properly represent the interest of their constituents. This implies that Members of Parliament can not ordinarily disagree with the party line in the event they find it inconsistent with their conscience, the interest of their constituents and the supreme interest of the nation. This restraint indisputably impacts the independence of thought and judgment that is central to the legislative process. In practical terms, it negates the essence of research and debate at the core of the lawmaking process and inhibits the capacity of Members of Parliament to act as “agents” representing their constituents.

Under the current review process, it is proposed that this important stumbling block in the 1991 Constitution be removed. Admittedly, revising a constitution is not an easy task but Parliament has a sacred duty to ensure that this particular section is expunged to unshackle Members of Parliament from the excessive party influence that currently characterise parliamentary politics in Sierra Leone.

### Enhance the Quality of the Legislative Process through Building the Capacity of MPs and Parliamentary Staff

The quality of the legislation emerging from Parliament is a primary testament to the capacity, skills and knowledge of the staff and Members of Parliament. Admittedly, Bills originate from the Executive. However, draft Bills are shaped by the quality of analysis and scrutiny of Members of Parliament and their Staff. Integral to the effectiveness of the legislative process are the capacity to organize, analyze, evaluate, interpret and summarize information obtained through robust research, including a thorough cost-benefit analyses of the draft Bills.

Above all, the Members of Parliament must be conversant with the art and science of the legislative process from the drafting of the bill to its passage and appreciate the opportunities they have to shape the bill at different stages of its passage. In addition, Members must have enough time at their disposal for effective pre-legislative scrutiny of Bills introduced in Parliament. This aspect of the lawmaking process is critical because it enables the Members of Parliament to review current research, analyze the potential impact of the law including the interest of their constituents.

Significantly, there is no prevailing constitutional provision preventing a Member from introducing Private Member Bills. However, Members of Parliament have not seized on this opportunity to introduce Private Members' Bills. Training Members of Parliament on the process of developing and introducing such Bills may be essential. Private Member Bills would minimize the current dominance of the lawmaking process by bills introduced exclusively by the Executive branch.

In this review process, Parliament recommends three ways to enhance the quality of the legislative process. First, the capacity of Members of Parliament and staff must be strengthened in the legislative process. Second, Members of Parliament and committees must have adequate time during the legislative process to scrutinize Bills. Third, the process for Private Member Bills in the Parliament should be established to support Members who are interested in proposing Bills for consideration by Parliament.

## Establish and Strengthen the Office of Legal Counsel

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In general, the Office of a Parliamentary Counsel specializes in drafting legislation. The Office works closely with government departments to translate various government policies into clear, effective and readable laws. The Office also provides specialist advice on parliamentary procedure and parliamentary law, and administrative services to the Speaker and Members of Parliament. The role of the Office will often begin when legislation is first being considered and will continue throughout the Parliamentary process and beyond.

Specifically, the Office provides advice to departments on the rules and procedures of Parliament; reviews orders and regulations which amend Acts of Parliament and assists government on a range of legal and constitutional issues. Most importantly, the Office provides legal advice to the Speaker and Leadership of Parliament, to parliamentary Committees and to Members, particularly with regards to the processes and procedures of preparing Private Member Bills.

Under this strategic review process, the Parliament will establish of the Office of Parliamentary Legal Counsel to provide legal advice to the Speaker and the Parliamentary Service Commission. The Office will also provide advice to Parliamentary Committees on the effects and practical implications of any new legislation and proposed amendments to existing legislation.

## GOAL 3:

### STRENGTHENING OVERSIGHT

The role of Parliament in ensuring oversight over the Executive is a significant constitutional mandate. The accomplishment of this role extends from the approval of proposed government development policy/plan, the national budget and the monitoring of the implementation of the budget. Through this function, Parliament ensures accountability in government. Accountability of government encompasses equitable national development, judicious use of scarce resources and adherence to agreed annual national development plans. The effective performance of this role enables Parliament to shape national development policy. This function is all the more critical in an era of severe climate change and its impact on the environment that has necessitate the drive towards more sustainable and so-called green approaches.

The oversight function is intended to ensure that the Executive branch is open and transparent, held accountable and upholds the rule of law. This requires Parliament to review, monitor and supervise government and public agencies and their policies and legislation. Oversight is linked to the legislative function because it is a follow-on activity that covers parliamentary committees, plenary sittings, hearings on Bills and the budgeting cycle. The primary objective is to ensure that laws are implemented as intended, gaps identified and remedial interventions identified and corrected. Logically, the oversight function stretches from policy formulation through implementation and evaluation.

The development of legislative oversight requires MPs who are motivated by:

- a) a public outcry for reform (which generally implies the existence of a free and independent press) and
- b) career or other interests in confronting, rather than supporting the executive.<sup>1</sup>

In addition to these two critical factors, the cause of oversight is advanced when there exists a critical mass of Legislators who are independent minded and not influenced by party leaders and party ideology. To pursue their interests, independent minded Legislators require means, which are a function of:

- a) a high level of professionalization of the legislature;
- b) a long-lived democracy to continue developing the institutions for vigilance among which an independent judiciary is paramount; and
- c) sufficient constitutional authority to pursue their interests.<sup>2</sup>

Critically, the procedures for effective oversight should be specified in the guidelines for committees. Generally, these guidelines should emphasize oversight as a mandatory leadership priority, encourage collaborative professional relationships between key personnel of Parliament and those of the Executive branch, a rigorous attention to detail and thorough research preparatory work. In addition, good practice guidelines encourage the establishment of procedures for cooperation, especially during Committee investigative work and the confidentiality of information and its sources/outlets.

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<sup>1</sup> Scott Morgenstern and Luigi Manzetti, "Legislative Oversight: Interests and Institutions in the US and Argentina", Paper prepared for delivery at Notre Dame conference on Horizontal Accountability in New Democracies, May 2000.

<sup>2</sup> Ibid.

The avenues for parliamentary oversight include some of the following tools: adhoc or special committees, hearings, Interpellations, the Ombudsman, questions/question time, and specialized or select committees. Obviously, staff must be trained, and existing expertise used for the guidelines to be successful in promoting effective oversight.

In this strategy, the thrust of strengthening the oversight function would be geared towards the enhancement of the capacity of committees to perform this function. Enhancing this function also entails simultaneous emphasis on a comprehensive menu of other areas including research and parliamentary staff capacity. Finally, it is critical to streamline the procedures for conducting oversight.

## Strengthen Committees and Their Secretariats for Oversight

Parliamentary Committees have been historically traced to the United States Congress where the work of the US Congress is decentralized and a bulk of it referred to smaller specialized units called Committees with formal power over specific subject matters. These committees were tasked to carry out in-depth analyses and review before debate on the Floor of the House.

In most parliaments, Committees have two principal roles: considering legislation and scrutinising and holding government accountable. The first of these roles tends to reflect the timetable and priorities of the government in presenting legislation to parliament. However, the scrutiny/accountability role is crucial for Parliament – and for effective government. Significantly, this is what citizens expect from their representatives.

Over the years, the key question has always been, what ensures that a parliamentary Committee is effective in what it is expected to do? Committee effectiveness is a function of its mandate (clear and unambiguous), members (size, tenure, specialised knowledge and dedication), chairperson (nonpartisan consensus leadership), resources (especially financial), and secretariat (supported by qualified technical staff). Under this strategic review process, Parliament proposes to initiate multiple actions to make committees effective. This includes strengthening the mandates of committees through the revision of the Standing Orders, reviewing the appointment of Members to a committee, and examining the criteria for appointment of Committee Chairs. Crucially, Committees must have clear, dedicated and generous budgets to carry out their functions. Finally, the various committee secretariats must be strengthened with subject matter experts and all the necessary logistics.

## Establish Standard Operating Procedures for Oversight Committees

One key challenge identified in most parliaments relates to the inconsistency in the application of oversight tools at their disposal. Different committees and different MPs, especially new MPs, perform their oversight functions in an unstructured and an uncoordinated manner. To avoid this unstructured approach, a standardized format of carrying out this important function is required.

It is critical that Members of Parliament, both from government and opposition parties, have access to information and are able to use clearly established procedures and instruments, to examine governmental actions, question the government and deliberate on issues in Parliament.

26 As part of the current strategic review process, Parliament would invest its efforts to develop standardized procedures and guidelines on conducting oversights. Suggested areas of focus should include:

1. step-by-step process of conducting oversight
2. questions
3. special/adhoc Committees (for investigations)
4. public hearings
5. budget scrutiny
6. oversight inspection visits and
7. oversight of service delivery

### Strengthen the Capacity of the Centre for Research and Parliamentary Studies of Parliament

The preceding discussion highlighted procedures and guidelines that are significant to facilitating the oversight process. In this section, the focus would be on the oversight committees whose principal role is investigative with authority over subjects within their legislative jurisdictions. To effectively exercise their investigative authority, Committees need robust and well researched information that is complete, accurate, timely, relevant and often confidential. Public policy issues are increasingly complex and political debate is more contentious. Therefore, more insightful and comprehensive analysis is a vital ingredient to effective oversight. Interdisciplinary resources encourage critical thinking and create innovative frameworks that shape sound policy and decision making by legislators on a variety of complex issues that would guide the country for several years.

The significance of the quality of research provided to the Committees cannot be overemphasized. The provision of robust relevant research and information is a complementary ingredient to enhancing the quality of the legislative process. As noted previously, the quality of information at the disposal of Members of Parliament is a strong determinant of the quality of oversight. Indeed, the effectiveness of oversight is only as good as the quality of research at the disposal of Parliament. Without information, Parliament could be considered partially blind.

There are two key factors critical to the research that is necessary for Members of Parliament to perform effective oversight. First, the quality of research: and second, is the presentation of the research. The responsibility for accomplishing these two research criteria lies with the Staff of Parliament.

The Staff of Parliament must have the capacity for robust research to identify current debates and evidence by the recognised authorities on a particular subject under legislation. This implies that research tools and resources are available to the staff. While Members of Parliament have diverse backgrounds and expertise (some of whom are leading authorities in their specialization), a majority of them require informed research to appreciate the immensity and range of issues usually under consideration.

The second significant aspect of the research is how information is distilled and presented to Members of Parliament. The Staff must be capable of summarizing the density of issues and debates in simple, clear and concise language. The essential content of the issues should not be lost in the brevity of presentation. Obviously, the staff of Parliament must be among some of the best researchers and writers that Parliament can afford.



In the previous strategic review process, Parliament established a Research Unit. It is now important to ensure that the Centre for Research and Parliamentary Studies to be functional to provide not only the require research capacities for Parliament but also to provide the general capacities needed to ensure MPs and staff become more effective in performing their duties.

## Strengthen and Make the Parliamentary Budget Office (PBO) Functional

During the past few decades, there has been a growth in the number of countries establishing Parliamentary Budget Offices (PBOs) because the PBO has emerged as a very important resource that helps Parliaments to address the perennial information asymmetry that exists between the Legislature and the Executive, and ultimately, strengthen the scrutiny functions of Parliament. A PBO provides objective and independent analysis on selected policy initiatives, and financial proposals that are brought before the House for approval. Such research will help raise the quality of debate and scrutiny in Parliament as well as enhance national fiscal discipline. Most importantly, the Office helps to strengthen the role of Parliament in financial and legislative scrutiny.

In the previous strategic review process, the establishment of a PBO was recommended and implemented. It is now important to strengthen the Office to perform the functions that are attributed to a PBO. It is important to note that the establishment of PBOs in low-resources contexts such as Sierra Leone have often been challenged because of high administrative costs and the perceived or real hindrance of their role and legitimacy. As a result of the major budgetary implications on the costs (administrative/salaries) of Parliament, the definition of its operating model should be carefully pondered and developed through extensive stakeholder consultations. Often, this criticism is addressed by ensuring the recruitment of highly qualified staff through a competitive process devoid of partisan influence. In addition, linking the PBO to the universities, CSOs and think tanks would contribute to the objectivity in the performance of their role.

In this strategic review process, the PBO will be strengthened and positioned to perform its core functions including:



**Simplify Complexity:** The Office provides independent advice on the impact and implication of selected financial legislations and policy measures. The Budget, Bills and other documents that come from the Executive are so complex that the Legislature has difficulty understanding them. A PBO makes such complex information understandable to Members of Parliament.



**Bill Costing:** The Office provides cost estimates to selected Bills and legislations. Often, before Bills are passed into law, no effort is made to find out the financial implications of those Bills. The result is a law without the necessary resources for implementation. The PBO helps address this anomaly.



**Analytic Reports:** The Office produces analytic/financial reports on specific government programmes such as health-care, security, education, housing, infrastructure, energy, etc.



**Improve the Budget Process:** The Office works to provide a simpler, transparent, and accountable budget format that is more straightforward and easier to understand and follow. This way, it will produce independent analyses of budgetary and economic issues to support Parliament in the budget process. It will also provide Parliament with information on the nation's economic outlook.

## **GOAL 4:** STRENGTHEN REPRESENTATION AND RELATIONSHIPS WITH CITIZENS

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Members of Parliament are elected to represent the interest of their constituents in the legislature. A representative Parliament advocates for the needs of citizens and ensures citizens' participation in its activities. Members have the duty to inform constituents and, actively involve them in parliamentary processes and above all, be accountable to their constituents.

MPs are in touch with their constituents and are expected to advocate for them in the House. Development policy must reflect the realities and aspirations of citizens and one of the main ways for citizens' views and priorities to be reflected at the national level is through their representatives in Parliament. Misrepresentation or ineffective representation may lead to dissatisfaction and resentment for government.

To enhance the representational function of the Parliament of Sierra Leone and bring Parliament closer to the people, the following interventions will be carried out:

### **Set up Offices in Parliament**

The first step in effective representation is ensuring that there exists communication between citizens and their Members of Parliament. This is only possible when citizens have access to their representatives. Across many Parliaments on the continent, one stumbling block to effective representation is the lack of direct contact between citizens and their representatives. Often, these representatives do not have offices within Parliament where they can receive constituents.

In addition to being a drawback on their representative function, the lack of office space also affects the other constitutionally mandated roles that Members are expected to perform. Without work spaces, Members are unable to perform their scrutiny roles or examine draft Bills that are before them. There are many tales across the continent regarding the work spaces of Members of Parliament. A majority of them say that they work out of their cars; their cars serve as their offices once they leave the Chamber.

While it is important to provide the 'soft' support – training, tools for oversight, lawmaking and representation - needed to enable Members perform their functions, without the necessary 'brick and mortar' these efforts can often fail to meet their expected goals.

In this Strategic Plan, Parliament proposes to provide office accommodation for all Members to enable them better perform their functions.

## Set up Constituency Offices

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Constituency Offices play two vital roles. First, they enable the public to become active citizens and engaged in parliamentary activities, second and most importantly, they provide avenues and opportunities for MPs to interact with their constituents. Direct interaction with MPs and the opportunity to lobby representatives and for MPs to report-back from Parliament and advice on how to access services from both public and private sector establishments are critical constituency services that enable stronger engagement between citizens and their representatives.

The setting up of constituency offices as proposed in this Strategic Plan is one of the ways through which Parliament hopes to take representation and participation to the doorsteps of the people. These offices will serve as a field office of the Parliament of Sierra Leone, where citizens could go to for information on parliamentary activities as well as channel their concerns to their Members of Parliament.

## Build Committee Capacity in Public Outreach and Representation

Parliament embodies the will of the citizens and therefore provides the space for the expression of that will. It provides a forum where issues of local and national importance are raised and debated and these debates may translate into policies. Effective representation requires MPs to continually interact with their constituents in order to understand their views and perspectives, and to use various legislative or parliamentary processes such as questions, motions, resolutions and other oversight mechanisms to bring these to the attention of implementing institutions for redress. In many developing countries, MPs are expected to lobby for projects and financial support on behalf of their constituencies and to demonstrate their accomplishments to warrant a re-election.

Overall, the effectiveness of the representational role of an MP and for that matter the Legislature depends to a large extent on the quality of the interaction between constituents and MPs.

In this strategic review process, the Parliament of Sierra Leone will provide regular capacity building for Members in public outreach and representation. Annual regional outreach programmes will also be instituted.

## Streamline Media Set up in Parliament

Parliamentarians and media have a symbolic relationship. MPs and the institution of Parliament rely upon the media to deliver their message and opinions to the general public. The media plays an important role in monitoring the work of the MPs and Parliament. In a multiparty system, the freedom of the media must be ensured.

The relationship between the media and Parliament is often described as a 'double-edged sword'. If handled properly, the media can be a good ally of Parliament. At the same time, the Media could create unpleasant situations for the institution. Parliaments have been urged to accept the fact that the media have a role to play in observing and sometimes criticizing MPs and the institution of Parliament. But such work must be done within the norms of good journalism.

## Parliament's Strategic Goals for 2021-2025

### Goal 4: Strengthen Representation and Relationships with Citizens

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- 30 To ensure journalists are meeting such standards, Parliaments can promote the regulation of journalists and/or provide capacity building. Many Parliaments across the globe have established codes of ethics for journalists. In some countries, this is done through self-regulated press galleries in which the journalists and media outlets ensure all journalists that work at Parliament are accredited and ensure minimum standards are met in their work. Other Parliaments produce their own systems of accreditation and codes of ethics to which journalists must comply.

To achieve these, the Parliament of Sierra Leone will develop a framework that will guide the operations of the media within and outside of the precincts of Parliament.

### Build Linkages with Media and Civil Society Organizations

Over the past two decades, civil society participation has become recognized as critical to the national ownership of development processes. An active civil society is a cornerstone of democratic governance. In many countries, the relationship between Parliament on the one hand and CSOs/Media on the other, have resulted in very strong platforms for advancing the goal of accountability and serving the needs of citizens. However, there exists mutual mistrust between these two groups. Parliaments do not trust CSOs/Media and the reverse is true. To be beneficial, the relationship needs to be nurtured.

If the relationship is well developed, the winners are ordinary citizens, the vulnerable voiceless whose views will be articulated by CSOs to Parliament and eventually make their way into shaping policies and legislations.

In this review process, the Parliament of Sierra Leone will put in place a Parliament-CSO engagement plan, which will provide a framework to guide CSO engagement with Parliament. It is also hoped that the framework will help build, nurture and strengthen the relationship between the two parties in the interest of accountability.

### Institute Civic Education at Tertiary Levels

In most African countries, there is a generally perceived lack of knowledge about political institutions, particularly Parliaments. In particular, there are very low levels of knowledge about, and interest in, politics amongst young people. This has serious implications for most of Africa's young democracies as democracy is a system of governance that relies on an informed citizenry for its efficacy and legitimacy. Without active and knowledgeable citizens, the forms of democratic representation remain empty; without vigilant and informed citizens, there is no check on potential tyranny.

While the development of parliamentary programmes to boost civic education is critical in contributing to active citizenship, it is important to manage the potential high-cost implications in the following manner:

- 1 Explore cooperative approaches between the executive and the legislature, following the example of the South African Parliament where partnerships with the Ministries in charge of Secondary and Higher Education have been established to include a democratisation curriculum in formal education;

- 2 Keep promoting transparency and open Parliament approaches through digital solutions (e.g. timely publication, on website of parliamentary reports and legislative oversight documents; implementation of effective communication strategy; organisation of structured schools visits to Parliament; establishment of a dedicated civic education Parliamentary Service to welcome secondary and tertiary students in Parliament etc).

In this Strategic Plan, to enhance the youth's understanding of Parliament and develop their interest in politics and political institutions, Parliament will take civic education to schools, starting from tertiary institutions. A joint team of MPs and staff from the Public Relations, committees, Legislative and Hansards Directorates will undertake regular civic education tours in tertiary institutions to educate students who may have attained voting age, on Parliament, its activities and political institutions in Sierra Leone.

## Provide Constituency Facilitation Funds

In recent years, Africa has been witnessing the burgeoning of fledging democratic institutions, notable among these is the mushrooming of democratically constituted National Assemblies/Parliaments. This healthy development in the democratization process across the political landscape in Africa has had a catalytic effect on the quality of representation where citizens at the grassroots are becoming increasingly assertive and conscious of their entitlements in relation to the provision of constituency services. Elected representatives across Africa, faced with increased citizens' demands by their constituents for the provision of constituency services, including the provision of basic social amenities, have been grappling with ways to meet these challenges.

The most significant measure adopted by some legislatures in Africa is the provision of funds specifically earmarked for constituencies. These are funds allocated by central government to MPs to help execute development projects in their constituencies. The funds are a direct transfer of budgeted funds from central government to parliamentary districts for financing of local development. Making the case for such funds, its proponents contend that African legislatures are under intense pressure to provide constituency service, and their reelection depends on the extent to which they are able to deliver services to their constituents.

The Parliament of Sierra Leone has had a recent experiment with Constituency Development Funds. In this strategic review process, it is proposed that Parliament establishes what is simply called Constituency Facilitation Funds to enable MPs carry out their duties in their constituencies. Learning from history, there must be transparency about these funds to take away any misconceptions from citizens. In addition, there is the need to put in place clear rules and procedures to guide the administration of these funds, otherwise, benefits that will inure to citizens will be lost.

## **GOAL 5:**

### RESOURCE MOBILIZATION

Resource Mobilization Strategy, in this Strategic Plan, is intended to design a strategic approach to identifying, cultivating and eventually soliciting financial support to enable the Parliament of Sierra Leone delivers on its mandate to the citizens of Sierra Leone during the next five years – 2021–2025. It addresses the most effective ways in which the Parliament can mobilize resources necessary to ensure the goals set out in its Strategic Plan are achieved. This includes donor identification, relationship cultivation and eventual resource solicitation.

Over the years, many Parliaments have developed similar strategic plans. Unfortunately, these plans hardly achieve even fifty percent of their targets, mainly because the investments required to implement them were unavailable. The 2016–2019 Strategic Plan of the Parliament of Sierra Leone is an excellent example of how the lack of resources to implement the Plan resulted in several unaccomplished targets. In this particular case, the well-articulated strategy only achieved about thirty five percent (35%) of its objectives. Of the sixty five percent (65%) activities spread across four (4) strategic goals that form the core of the Plan, twenty two percent (22%) were successfully implemented. Forty three percent (43%) of the activities remain unimplemented. This gives a total implementation rate of thirty five percent (35%).

Some of the major achievements of the previous Strategic Plan are listed below:

- 1.** The promulgation of the Parliamentary Service Act, 2007;
- 2.** Development of an organogram for the Parliament;
- 3.** Establishment of the Parliamentary Assistance Coordination Office (PACO) – now the Department of Parliamentary Assistance Coordination (DePAC);
- 4.** The Library of Parliament, which was virtually non-existent, was revived;
- 5.** The creation of an efficient ICT infrastructure in Parliament. The institution today boasts of a LAN, a functioning Server and a Website which Parliament manages on its own;
- 6.** The establishment of a Legislative Department not only to provide technical support, but also keep records, documents, Votes and Proceedings of the Parliament;
- 7.** The establishment of a Parliamentary Budget Office (PBO), in keeping with current modern practice of enhancing budget oversight capacity of Parliaments.

It is important to note that the principal reason for the low rate of achievement is the lack of resources to implement the targets set in the strategic plan.

The lesson learnt is that, in the current Strategic Plan, it is important to focus on resource mobilization with the goal of designing a strategic approach to identifying, cultivating and eventually soliciting financial support to enable the Parliament of Sierra Leone to deliver on its mandate to the citizens of Sierra Leone during the next five years – 2021–2025. It addresses the most effective ways in which the Parliament can mobilize resources necessary to ensure the goals set out in the Strategic Plan are achieved.

There are several important specific objectives to note. They are:



**Develop a resource mobilization strategy** to ensure that the Parliament of Sierra Leone has a clear, coordinated approach to scoping and identifying opportunities to capture and win the resources required to fund the activities prescribed in this strategy.



**Enhance the effectiveness** of development assistance to Parliament.



**Improve structures and systems** to facilitate better management of resources: Enhance the effectiveness and utilization of its internal resources.

Following from the above, this goal will be anchored on four (4) key objectives as listed below:

### Articulate the Case for Support

Under this component, Parliament will make a very strong case for each Strategic Goal in the Strategic Plan by laying out the key results to be achieved and grounded on a clear and plausible Theory of Change. This should include a clear definition of the pathways to the expected results and eventual outcomes. It would have to indicate how the envisioned change would assist the Parliament to play its role as a third branch of government more effectively. In this regard, the case of support cannot be based on merely recounting the usual arguments about lack of resources; but rather, the focus would be on how the injection of funds can create the conditions for a stronger parliament in the political process.

### Deliver and Demonstrate Results through a Clearly Articulated Measurement and Performance Evaluation Plan that Communicates Change

Here, very clear and achievable targets will be developed, including a very robust monitoring and evaluation mechanism. This means the definition of concise measurement indicators and the assurance of the integrity of the data collection and reporting process. Transparent reporting at each results level followed by a strong commitment to transparency and accountability in the use of internal as well as external resources is significant in delivering and demonstrating results for investments the so-called value-for-money proposition.

### Leverage Established Partnerships

In the past, the Parliament of Sierra Leone established partnerships with external bilateral donors. The relationships with these partners must be strengthened. This is a critical effort that assist in cultivating existing relationships focused on building an interest in the work of Parliament and its strategic foresight. In addition, Parliament should leverage resources that are available from public and private sources. This implies a demonstration of value-for-money use of public resources to attract private and donor resources.

## 34 Identify and Cultivate New Partnerships

Parliament will look beyond its traditional funding sources to identify and cultivate new partnerships. This means a mapping of the donor landscape to include non-traditional ones particularly emerging middle-income countries. However, nascent Parliaments such as this one should avoid private sector funding because of the probable influence on the institution's objectivity.

The table below provides a guide to how to complete a resource mobilization strategy for the Parliament of Sierra Leone. A resource mobilization strategy is a separate document that identifies donor priorities and matches them against an organization's objectives for development. In this sense, the resource mobilization strategy enables the Parliament of Sierra Leone to identify ways in which its institutional development plan can be funded. The completion of a resource mobilization strategy involves thorough research, identification and targeting of potential donors. And the table below is merely a guide to a more detailed deliberate process.

**Table 3: Prescribed actions for a resource mobilization strategy**

Steps	Actions
<b>Donor mapping</b> process	Identify donors focused on governance in Sierra Leone such as: FCDO, Irish Aid, UNDP, EU, USAID, and other foundations.
<b>Identify target budgets</b> for governance	Conduct research to determine funding proposed for governance by donor.
<b>Conduct research</b> on donors	For each donor: <ul style="list-style-type: none"> <li>• Review research work already carried out on prospects – history of the donor;</li> <li>• Conduct thorough research on potential prospects – future of funding;</li> <li>• Interview key internal and external stakeholders to further identify potential funding and strategy for funding;</li> <li>• Define list of potential Parliament of Sierra Leone donors with information that allows prioritizing.</li> </ul>
<b>Donor prioritization</b> of the top 5 donors	<ul style="list-style-type: none"> <li>• Deeper qualitative research to identify key “entrance doors” with these donors;</li> <li>• Identify key contacts in each donor;</li> <li>• Complete donor profiles (including key next steps) for top donors;</li> <li>• Develop summary presentation based on strategic plan with high level information, prioritization and recommendations for top donors.</li> </ul>
<b>Develop resource mobilisation</b> strategy	Use the information collected above to develop profiles of donors and actions required by Parliament at each stage.
<b>Implement strategy</b>	<ul style="list-style-type: none"> <li>• Use strategy document to prepare for meetings with identified donors – objectives, expected results, scope, etc. – what and how is Parliament working to improve its institutional performance;</li> <li>• Initiate donor relationship cultivation.</li> </ul>



# IMPLEMENTATION MATRIX

## FOR STRATEGIC PLAN

### Strategic Goal 1:

Strengthen Institutional Capacity

Strategies	Activity	Timeline	Indicators /Targets/	Actors /Responsibility/
<b>1.1. Independence of the Parliamentary Service Commission</b>	Review of Public Service Commission (PSC), Act 2007: Independent decision making.	2023	Public Service Commission (PSC), Act 2007 reviewed with enhanced powers to make decisions without executive input/influence	Parliament
	Ensure financial and administrative autonomy, Parliament is adequately funded.	2023	Financial and administrative autonomy of Parliament in place	PSC/ Min of Finance
	Decouple Parliamentary Service Commission from the Public service for be able to determine salaries and conditions of service to MPs and staff of parliamentary administration.	2023	Independent Parliamentary Service Commission - determines salaries and conditions of service to MPs and staff of parliamentary administration	PSC/Executive
	Expand membership of PSC.	2023	Membership of PSC expanded to include outside members- CSO/Think tanks	PSC

## Implementation Matrix for Strategic Plan

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Strategies	Activity	Timeline	Indicators /Targets/	Actors /Responsibility/
<b>1.2. Recruiting/ appointing of the Clerk of Parliament and ensuring the Independence of the Office</b>	Streamline the functioning of the office by creating space for a Director General to focus on Admin & corporate affairs so as to allow clerk to focus on strategic issues.	2022-2023	The functioning of the office of the Clerk is streamlined	PSC/ Government
	Develop and implement quality management systems.	2022	Quality management systems in place  International Organisation for Standardisation (ISO) certification	Clerk
	Recruit adequate and competent staff across the Parliamentary Service.	Continuous	Risk management and mitigation plan in place	Director General
	Review, update and finalise the HR manual.	Continuous	Revised HR manual in place	Director, HR
	Sensitise staff on HR policies and procedure.	Continuous	Sensitisation reports	Director, HR
	Develop a competency-based framework.	2022	Competency Based Framework developed	Director General
<b>1.3. Provide a Strong Institutional and Administrative Framework</b>	Strengthen all departments and services, particular attention to those that were recently created: the Legislative and Committees Departments; The Centre for Research and Parliamentary Studies whiles strengthening the Documentation Unit within the Information Services Department.	2023	Management systems in place	PSC
		2023	Professional staff recruited	PSC

Strategies	Activity	Timeline	Indicators /Targets/	Actors /Responsibility/
<b>1.3. Provide a Strong Institutional and Administrative Framework</b>	Provide all units and departments, especially the newly created ones with equipment and resources to achieve set priorities.	2023	Office space and office equipment and ancillary logistics in place	Speaker/Clerk
	Conduct training, provide up-to-date manuals and tools to support effective performance of the legislative and oversight functions of MPs.	Continuous	Training Centre established with affiliation with other learning institution	CRPS
			Number of manuals developed and updated	Director, HR
			Number of training sessions held for MPs	CRPS
	Develop performance management framework.	2021-2022	Performance management framework developed	CRPS
	Review performance appraisal tools and align it to the performance framework.	Continuous	Updated appraisal tools	Director, HR
	Establish a performance management systems.	2021-2022	Performance management systems in place	Director, HR
Develop a reward and award guidelines to motivate staff for higher performance.	2021-2022	Reward and sanction policy in place	Director, HR	

## Implementation Matrix for Strategic Plan

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Strategies	Activity	Timeline	Indicators /Targets/	Actors /Responsibility/
<b>1.4. Strengthen and Enhance ICT infrastructure</b>	Strengthen and enhance ICT infrastructure to facilitate the work of MPs and parliamentary staff in achieving the core mandate of Parliament.	Continuous	Number of computers/desktops acquired for staff	Clerk/ Head of ICT department
			Number of computers acquired for MPs	Clerk/ Head of ICT department
			All departments and units of Parliament wired with internet service	Head, ICT department
			Number of dedicated staff hired to service ICT infrastructure	Clerk
<b>1.5. Revise Standing Orders</b>	Carry out comprehensive review of the Standing Orders, taking out all sections that impede the smooth running of the Legislature.	2023	Comprehensive review of the Standing Orders undertaken	Parliamentary Leadership
<b>1.6. Mainstream Gender in Parliamentary Administration</b>  <b>&amp;</b>  <b>Implement Gender policy to enhance inclusiveness in the administration of Parliament</b>	Carry out gender audit before all decisions are made and before policy implementation.	Continuous	Gender audit report	Director General
		Continuous	Gender & Equity Checklist available to guide MPs in legislations & oversight	Director General

**Strategic Goal 2:**

## Enhanced Legislative Capacity

<b>Strategies</b>	<b>Activity</b>	<b>Timeline</b>	<b>Indicators</b> /Targets/	<b>Actors</b> /Responsibility/
<b>2.1. Eliminate legal and Administrative constraints to law-making</b>	Remove important stumbling blocks in the Constitution.	2021-2025	Inclusive Legislative Agenda developed	Speaker and Clerk
	Facilitate the review and enactment of appropriate laws.	Continuous	Legislative making process strengthened	Parliamentary Leadership
	Facilitate improvement of procedures on budget scrutiny in Standing Orders. Sensitise Members on the process of scrutiny in the legislative process.	Continuous	Strengthened law making process	Parliamentary Leadership
<b>2.2. Enhance the quality of the legislative process through building the capacity of MPs and Staff in the Legislative process</b>	Organise and facilitate orientation workshop.	2021-2022	Improved quality of debate	CRPS / Legislative Services
	Organise committee-based induction workshop.	Continuous	Workshop report	CRPS
	Organise short-term training programs on thematic areas.	Continuous	Training reports	CRPS
	Undertake regular curriculum review and improvement.	Continuous	Revised curriculum	CRPS
<b>2.3. Establish the Office of Legal Counsel</b>	Establish the office of the Legal counsel to provide advice to the Speaker and PSC. Provide advice to Parliamentary Committees on the effects and practical implications of any new legislation & proposed amendment on existing legislation.	2022	Office of Legal Counsel established	Speaker/PSC

### Strategic Goal 3:

#### Strengthening Oversight

Strategies	Activity	Timeline	Indicators /Targets/	Actors /Responsibility/
<b>3.1. Strengthen Committees and their Secretariats for effective Oversight</b>	Enhancement of the capacity of committees-committee based induction workshop.	Continuous	Workshop report	Clerk
	Streamline procedures for conducting oversight.	2022	Procedures for conducting oversight developed and used by committees	Parliament
	Facilitate inclusion of Monitoring and evaluation in the Standing Orders.	2022	Monitoring and Evaluation included in the Standing Orders	Table Office
	Develop the M&E framework.	2022	M&E Framework developed	DePAC
	Training of secretariat staff and MPs to carry out reviews and analysis on Budget.	Continuous	Training report	Secretariat staff/PBO
	Undertake pre and post legislative impact assessments.	Continuous	Assessment report	Secretariat staff/Legislative Services Department
	Undertake periodic evaluation on emerging policy and development issues.	Continuous	Evaluation report	DePAC

Strategies	Activity	Timeline	Indicators /Targets/	Actors /Responsibility/
<b>3.2. Establish Standard Operating Procedures for Oversight Committees</b>	Develop step-wise approach in conducting oversight.	2022	Manual on step-wise approach in conducting oversight developed	Secretariat staff/ Committee Department
	Develop a question and answer framework for field engagement.	2022	Tool for field engagement developed	Secretariat staff/ Committee Department
	Set up Special/Adhoc Committees for purposes of investigations.	2021-2022	Special/Adhoc committee set up	Speaker/ Parliamentary Leadership
	Conduct Public Hearings.	Continuous	Public Hearing Report inclusive of feedback to expert on the use of their inputs/evidences provided	Speaker/Clerk
	Undertake Budget scrutiny.	Continuous	Budget scrutiny in place	Oversight Committees/ Committee Clerks Oversight
	Conduct inspection visits.	2021-2022	Inspection visits in place  Budget scrutiny report	Comm Director of CRPS
	Train research staff on information dissemination and presentation to MPs in the required format.	Continuous	Inspection visit report  Internet facility available	Clerk
<b>3.3. Strengthen the Research Capacity of Parliament</b>	Review/provide research department with tools and resources to facilitate their work.	Continuous	Staff of research certified as professional researchers	CRPS
	Scale up research support to MPs at constituency level with the required tool to support this process.	Continuous	Staff of research department provided with desktops/computers	CRPS

## Implementation Matrix for Strategic Plan

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Strategies	Activity	Timeline	Indicators /Targets/	Actors /Responsibility/
<b>3.4. Strengthen and make the Parliamentary Budget Office Functional</b>	Strengthen linkages with other organisations for effective capacity - building.	Continuous	Number of MoU related courses introduced	Clerk
	Undertake capacity building in knowledge and innovation.	Continuous	Increased use and application of research knowledge on key parliamentary issues	PBO
	Undertake study tours for both Honourable Members and staff of PBO.	Continuous	Number of Staff and MPs trained	CRPS/PBO
	Facilitate short-term trainings for both Members of Parliament and staff of PBO.	Continuous	Updated skills and knowledge in budget scrutiny	CRPS/PBO
	Carry out studies on thematic areas.	Continuous	Thematic studies shared	PBO
	Entrench and institutionalise specialised sectoral research capacity.	2021-2022	Functional Specialized divisions within PBO	PBO
	Establish collaborative frameworks for research.	2021-2022	Existing MoUs	PBO
	Organise periodic conference for staff of the PBO.	2021-2022	Number of institutions Conferences held and Publication made	PBO
	Create a framework for access to external professional advice on budget issues.	2021-2022	Mainstreamed external professionals on budget issues	PBO



**Strategic Goal 4:****Strengthen Representation and Relationship with Citizens**

<b>Strategies</b>	<b>Activity</b>	<b>Timeline</b>	<b>Indicators</b> /Targets/	<b>Actors</b> /Responsibility/
<b>4.1. Set up Offices in Parliament</b>	Provide office accommodation to all Members of Parliament.	2021-2025	Office accommodation provided to all 146 members of Parliament	Speaker/ Parliamentary Leadership
<b>4.2. Set-up Constituency Offices</b>	Setting up of constituency offices for all MPs.	2021-2025	Constituency offices available for all 146 MPs	Speaker/ Parliamentary Leadership
<b>4.3. Build Committee Capacity in Public Outreach and Representation</b>	Provide capacity-building for outreach engagements.	Continuous	Training report	CRPS/ Committee Clerks
	Annual regional outreach programs instituted.	2021-2022	Programs for regional annual outreach in place	Speaker/Clerk
	Development of policy framework and enabling legislation to support M&E through Capacity building for Constituency.	2021-2021	M&E framework for constituency capacity building in place	Committee Clerks/DePAC
	Capacity building on M&E for Constituency Offices.	Continuous	Report on capacity building on M&E for constituency offices	DePAC
<b>4.4. Streamline Media Set-up in Parliament</b>	Develop framework to guide the operation of the media in the House of Parliament.	2022	Guidelines for the operation of the media in the House of Parliament developed	Clerk
<b>4.5. Building Linkages with Media and Civil Society</b>	Provide a frame work to guide Parliament-civil society engagement Establish a CSO Desk in Parliament.	2021-2022	Framework for Parliament CSOs engagement in place	Clerk/PR Department

## Implementation Matrix for Strategic Plan

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<b>Strategies</b>	<b>Activity</b>	<b>Timeline</b>	<b>Indicators</b> /Targets/	<b>Actors</b> /Responsibility/
<b>4.6.</b> <b>Advancing Civic Education</b>	Undertake civic education to tertiary institutions through a joint team of MPs and staff.	CSO Desk established	Coordination plan and guidelines for civic education available and operational	Head of Public Affairs Department
	Develop and disseminate electronic educational materials to the citizenry.	2021-2022	Number of electronic educational materials distributed	CRPS
<b>4.7.</b> <b>Constituency Facilitation Fund</b>	Establish Constituency Facilitation Fund to enable MPs discharge their duties in their constituencies.	2021-2022	Constituency Facilitation Fund in place and accessible by all 146 Members of Parliament	Speaker/ Executive

## Strategic Goal 5:

### Resource Mobilization

<b>Strategies</b>	<b>Activity</b>	<b>Timeline</b>	<b>Indicators</b> /Targets/	<b>Actors</b> /Responsibility/
<b>5.1.</b> <b>Articulate the case for support</b>	Spell out key results expected to achieve based on the ToC.	2021-2022	Results framework for strategic plan in place	PSC/Clerk/ DePAC
	Explain how the envisioned change will assist Parliament to execute its core mandate.	2021-2022	ToC logic in place	PSC/Clerk/ DePAC
<b>5.2.</b> <b>Deliver and Demonstrate Results through a clearly articulated measurement and performance evaluation plan that communicates change</b>	Undertake regular performance appraisals.	Continuous	Performance appraisal report	M&E Officer/DePAC

<b>Strategies</b>	<b>Activity</b>	<b>Timeline</b>	<b>Indicators</b> /Targets/	<b>Actors</b> /Responsibility/
<b>5.3. Leverage Established Partnerships</b>	Strengthen partnerships with external and bilateral partners.	Continuous	MOU between Parliament and bilateral partners on cooperation in parliamentary strengthening efforts	Speaker/Clerk /PSC
	Embark on pragmatic steps to leverage available local resources both private and public.	Continuous	Strategic document on leveraging local resources, public and private in place	Speaker/PSC/ Clerk
	Established parliamentary pro-bono network to support the work of Parliament.	Continuous	Criteria for probono-network developed and operationalised	Director General
<b>5.4. Identify and Cultivate New Partnership</b>	Instigate new partnership with the donor community, mapping out the donor landscape to include new and non-traditional partners in the donor community.	Continuous	MOU on financial cooperation between the Parliament of Sierra Leone and new partners	Speaker/PSC/ Clerk/DePAC

