

Warwick District Council, Warwickshire County Council, One World Link

Local Government Visit to Bo, Sierra Leone, November 12th – 23rd, 2007.

Report and Action Plan



Preface –



Dr. Wusu Sannoh

Bo City Council is proud to present in the following pages the result of the joint work embarked on so far with Warwickshire County Council and Warwick District Council.

A team of 4 officers and one councillor (as team leader) visited Bo in November 2007. Working closely with the relevant councillors and staff we have identified our areas of cooperation. The projects are practical and we hope achievable within the 3 year plan period. It will be the duty of all stakeholders, led by this council to secure funding for the projects which have been identified and prioritised.

Readers will notice that some activities in different sectors are interlinked. The most crucial overall sector is the Financial Planning and Management and I am pleased to inform readers that the council has already taken some initial steps for improvement in that sector. Some activities such as sensitisation towards the proper use of skips etc. will also be ongoing.

Hopefully in 3 years time, the landfill site and other aspects of waste management will be transformed within a newly developed local plan. We also look forward to healthier water supplies and sanitation processes.

“I urge all readers to take a healthy interest in our programme and to support our activities for the benefit of the citizens of Bo and our One World Link partners in Warwickshire.”

Dr. Wusu Sannoh,

Mayor of Bo City Council.

Acknowledgements

Grateful thanks are due to a wide range of people who enabled this project to take place and to make it such a success. The Commonwealth Local Government Forum (CLGF) are warmly thanked for negotiating the basic capacity building partnership project with the Government of Sierra Leone, and also providing the funds for the 2007 visit of 5 local government personnel as well as supporting further scoping. Thanks are also due to the senior management and members of both Warwickshire County Council (WCC) and Warwick District Council (WDC) who provided support and encouragement to their officers to be involved and to ENTEC who released Clive Harridge to take part. The support and forbearance of family members of all the participants was very much appreciated.

In Bo, the dedication of the Mayor and Chief Administrative Officer of Bo City Council (BCC) to the programme when they were under intense pressure, was very impressive and much gratitude is owed to them. Thanks are also due to Bo city councillors and staff for their help and willingness to give information and explanations about many topics. The UK visitors also enjoyed the warm and generous welcome and hospitality of One World Link members in Bo and thank them very sincerely.

CONTENTS

	<u>Pages</u>
Preface	2
Acknowledgements	3
Executive Summary	6 - 9
Background	10 - 13
Chapter 1 - PLANNING	14 - 22
Chapter 2 - FINANCE	23 - 29
Chapter 3 - ENVIRONMENTAL HEALTH	30 - 34
Chapter 4 - WASTE MANAGEMENT	35 - 41
Chapter 5 - GOVERNANCE	42 - 43
Chapter 6 - 3 YEAR ACTION PLAN	44 - 50
Chapter 7 - IMPLEMENTATION	51
APPENDIX - VISIT TIMETABLE	52 - 54

EXECUTIVE SUMMARY

1. Background

This document is a report of a visit in November 2007 (and a brief follow up visit in February 2008) by a Warwickshire local government team to the city of Bo in Sierra Leone. Bo has a population of some 160,000 people and is located about 160 miles from Freetown, Sierra Leone's capital city.

Bo has had a friendship link with a number of Warwickshire Councils for over 25 years through an organisation called One World Link. The team of five that went to Bo was experienced in different aspects of local government covering governance, finance, waste management, environmental health and city planning. The visit was made possible by funding from the Commonwealth Local Government Forum. Preparations for the visit were assisted by a visit to Warwickshire shortly beforehand by Melvin Caulker the Chief Administrator of Bo City Council (BCC).

Following the 10 year civil war which finished in 2002, Sierra Leone established a new democratic political system at national and local levels. At the local level the system is very much as we would recognise with councillors representing local wards, a committee structure, paid staff, financial support from central government and local revenue raised through property taxes and other means. Functions are gradually being devolved from central to local government through a process of 'decentralisation' the speed of which is dependent in part by funding being provided by central government. Bo city council has extremely limited financial resources and very few skilled staff.

The Government of Sierra Leone is committed to meeting the eight Millennium Development Goals, but only limited progress has been made. Nationally some 70 % of the population live below the poverty line and a quarter live in extreme poverty.

Because of the high level of poverty in Bo, improving the health and welfare of the citizens are priorities for the city council. Many of the roads in the city are in a very poor condition and parts of the city are not even accessible by road. There is virtually no piped water in the city and most of the population use hand dug wells for all their water needs. Sanitation facilities are grossly inadequate creating significant public health hazards. There are major challenges in managing the city's waste and the presence of a large waste dump in the centre of the city is of particular concern. Health facilities are inadequate to meet the needs of the population – the city hospital for example was originally built for a population of 20,000 people. Education facilities are also in need of improvement with requirements for better trained teachers and improved teaching materials.

During the ten days of the local government team visit to Bo, a series of meetings and visits were held with a range of people including council staff, councillors, regional representatives of national government, local business leaders and many of the city's residents. The team also toured many parts of the city and also visited the nearby city of Kenema where meetings were held with councillors and council staff.

Each member of the team met with their professional counterparts in Bo and identified key issues to be addressed. The team member experienced in local government finance also provided a number of training sessions for city council finance staff. The team has prepared an Action Plan identifying series of actions to address the issues identified. Where possible a broad estimate of costs is identified for each action together with an indication of timescale for implementation. For many of the actions, successful implementation is dependent on securing funding support from donor organisations, NGOs and international organisations such as the World Bank, the EU and DFID (UK Department for International Development).

The following sections summarise the findings for each of the topics examined.

2. City Planning

The statutory responsibility for planning is with central government which has a regional office in Bo. There is only a very rudimentary planning system in operation and most development takes place in an ad hoc way without formal consent. The Bo City Council Development Plan 2006 - 2008 which was prepared by the council provides an analysis of issues and a programme of priorities and actions for the council to implement. The plan was prepared in consultation with the local population. The plan addresses issues such as the poor quality of feeder roads, lack of piped water, poor sanitary conditions, inadequate refuse disposal and poor health facilities. The implementation of the plan depends on securing adequate funding which will be difficult to achieve.

The city does not practice any effective land use planning which has led in many cases to inappropriate land uses occurring close together. The most obvious example of this is the central dump, which is a large and active refuse disposal site in the heart of the city adjoining a food market and people's homes. Also, there are examples of refuse sites and markets being located adjacent to rice growing areas where there is a threat of contamination.

A hindrance to effective planning in the city is the lack of any up to date mapping information. The only accurate map the we were aware of dates from 1961.

The Action Plan identifies the potential for community level ward plans which could provide the basis for effective land use planning. The existing Bo Development Plan provides an excellent basis for such ward plans. One priority could be given to a plan for the central dump area linked to its removal and redevelopment with more appropriate uses for this city centre site. However the council is anxious first to produce at least an outline local plan to help steer any prospective development.

3. Finance

The review of the council's financial approaches and systems found many shortcomings. The offices were found to be in a poor state of repair and had cramped conditions which hindered the operation of effective and reliable financial control.

In response to the poor state of internal control, a series of measures were recommended including the segregation of duties which helps reduce the incidence of fraud. The recording of transactional data was found to be inadequate. The organisation of the Treasurer's Department lacked formal structure and line command and it was felt by the WCC finance manager that this should be addressed so that staff responsibilities and lines of reporting and authorisation are clear. There was also concern about the physical security of the IT equipment which was found to be at risk from the infiltration of viruses and other IT faults.

The council is subject to severe cash flow constraints and cannot support an internal audit section. However, a recent VSO appointment of a qualified accountant is helping matters enormously.

The revenue collection process has very poor accounting controls. There are no records of any revenue collection processes and combined with poor accounting controls the likelihood of misappropriation of monies seems extremely high. There is also little evidence of effective supervision of staff. Some staff members have been well selected and recruited and show potential for career progression, but this will be hindered by the lack of any recognised programme for staff to gain professional qualifications.

The council lacks significant IT capability and most systems are carried out by hand with paper copies.

The Rating and Valuation Department controls and maintains the commercial and domestic valuation lists for the council. However staff carrying out these functions are not trained or qualified to any vocational standards.

Also the records are all kept as paper copy but they are not securely stored and are in a very poor state.

Overall, the state of the council's financial organisation and systems were found to be extremely lacking but the suggestions made by WCC partners have been taken seriously and there is already evidence of some improvement. The direct training of staff undertaken during the visit also helped address some of the concerns.

4. Environmental Health

The city has many environmental health hazards arising from a variety of factors including inadequate clean water supplies, lack of poor sanitation and lack of piped sewage disposal so that foul water largely discharges into open drains. Also, the fabric of many of the buildings makes it difficult to provide hygienic conditions. Other environmental health hazards arise from inadequate waste management with refuse left in piles on the streets often for several days. The main area of concern is the central dump which has been used for up to 30 years and which is in close proximity to residential development and food markets and is likely to be producing contaminated leachate. The open refuse leads to many potential health hazards including rodent and insect infestation and bacterial contamination.

The city's abattoir leads to many potential hazards arising from lack of piped water and potential contamination of a nearby well.

The city has a shortage of land for burials and inadequate mortuary facilities. Many people transport their deceased to Freetown to be prepared before being returned to Bo for burial. Fortunately a dedicated vehicle for transportation of the deceased has been acquired recently by BCC.

Markets are of crucial importance for the local economy and for the council in terms of revenue generation. However, the lack of water and drainage facilities and poor refuse collection limits the amount of income that can be generated. If this cycle could be broken by improved sanitation then potentially the council could gain more income.

A range of targeted measures are put forward in the Action Plan to address some of the many environmental health problems which would lead to improved health outcomes for the population as a whole. However, some of these measures will only be achievable with large scale financial investment and will take many years to implement. The range of measures include: improvements to market sanitation; improved well water supplies including support for chlorination and protection of hand dug wells; removal of central dump; improved facilities for dealing with the deceased including new mortuary van and additional mortuary and cemetery facilities; provision of bowser filling points and improved maintenance of SALWACO (Sierra Leone Water Company) water treatment works; purchase of septic tank emptier vehicle (currently there is only one vehicle which is shared with the city of Kenema).

5. Waste Management

Given the limited resources of the council it has achieved a remarkable standard of cleansing across the city. The city has inadequate waste management with few facilities for effective collection and disposal. Most residents dispose of their own waste within their property boundary by burning or burial. Others dump their waste in unauthorised areas. The City Council and the Ministry of Health and Sanitation employ staff to collect waste from market areas and other central locations in the city and to do street cleaning.

A waste analysis was carried out in 2005 which estimated that kitchen and garden waste amounted to 75% of the total waste stream. The council owns a small number of refuse vehicles including a refuse compaction vehicle, two tipper lorries, a septic tank emptying vehicle (owned by the Ministry and shared with the city of Kenema), a water bowser and a number of hand carts.

The council has two landfill sites – an unofficial site in the centre of the city and an official site approximately 5 miles out of the city which is used for solid and liquid waste. The single vehicle for septic tank emptying is totally insufficient to serve Bo and Kenema.

Waste management at Bo hospital is inadequate with un-segregated collection of clinical and domestic waste and an inadequate mini incinerator. The whole process is unsafe and unhealthy to patients and staff.

There is no scheduled waste collection from homes or businesses and uncontrolled dumps have become established around the city – it is estimated that there are some 30 dumps including some serving market areas. The only people who pay for refuse disposal are market traders.

The Council's ambition is to provide a refuse collection service to all householders but this requires finance and requires the purchase of additional refuse vehicles. The Action Plan recommends a pilot scheduled refuse collection scheme within one ward. It is recommended that the refuse compaction vehicle be stationed at each of the unofficial dump locations for up to three hours each week allowing residents to put the refuse in the vehicle. This approach will require an intensive education campaign to ensure residents know when to bring their waste to the vehicle. This approach is only a temporary solution which the council has started to implement since the November visit. A permanent scheme would be required for the future. A further phase of this approach could include the provision of a refuse skip service with skips located around the city in pairs. The biodegradable waste could then be composted and used for agricultural and growing purposes.

It is recommended that use of the central dump stop as soon as possible as it is a serious health hazard and leachate drains into the neighbouring water course. The official landfill site should be managed more effectively, a process which would be helped by heavy plant including a front loading shovel.

In order to improve the collection of street litter it is recommended that street litter bins be provided. The council does not have sufficient funds to do this but they could be provided through private business sponsorship. There is a possibility of generating more income through selling of advertising space on the Council's refuse compactor vehicle

The treatment of clinical waste at the hospital is inadequate with waste being disposed of and burnt very close to wards. There is an urgent need to deal with this issue through improved incinerator facilities which could be part funded by the private sector which could share use of the facility.

6. Conclusions

The team was struck by the tremendous dedication and commitment of all the Council's staff and members that were met during the visit. We were also impressed by their vision for the future. The Council's staff and members provide a great resource for the future, and give the team confidence in the successful implementation of the Action Plan subject to appropriate finance being obtained.

The Action Plan is to be considered formally by Bo City Council in early 2008. Once approved the Plan will be used as a basis for funding applications through appropriate aid bodies and other organisations.

April 2008

Background

Sierra Leone

Sierra Leone is a small country in West Africa bounded by Guinea and Liberia. It is an amazingly rich country with huge potential wealth in the form of vast mineral deposits and yet the vast majority of its 5 million people are living in poverty. The country is rated 177th in the world for its infant mortality rate in the 2007 UN Human Development index.

Whilst the Government of Sierra Leone is committed to meeting the eight Millennium Development Goal (MDG) targets, limited progress has been made. The most recent figures from the 2003/04 household survey found that 70% of the population lived below the national poverty line (£0.52p a day) and 26% of the population lived in extreme poverty.

In the education sector some improvements have been reported, with recent figures from the Ministry of Education showing an increase in the number of children in primary schools rising to 1.28 million. However, despite this impressive progress, Sierra Leone is far from reaching the target of all primary aged children completing a full course of primary schooling by 2015.

A concerted effort is required by the Government and donors if it is to get on track and meet the MDGs by 2015. A positive step forward in the country's efforts to achieve the MDGs was seen in 2005 when the Government started to implement its Poverty Reduction Strategy Paper (PRSP). A new PRSP is planned for 2008.¹

Local government

The recently established local government structure following 10 years civil war has extremely limited financial resources and very few skilled staff. Bo city which lies 154 miles east of the capital, Freetown, has over 160,000 people (figure not clear as it was over 400,000 in the 2004 census probably still housing war displaced people) with a large proportion living below the poverty line. Most citizens have no access to piped water and sewerage facilities, and there is only a very rudimentary waste collection service and an intermittent electricity supply.

In August 2007 the national election was won by the APC party headed by President Ernest Bai Koroma. The new local government minister is anxious to build the capacity of both chieftaincies and local councils to make sure citizens have all the services delivered effectively by the appropriate administrative structure. The relationship between chiefs and council officials has not so far been thoroughly worked out.

Since the 2004 local elections the Decentralisation Secretariat with the appropriate ministries has been slowly handing over national functions to local authorities such as waste and sanitation, health, agriculture, education etc. This has not been a smooth process because of limited resources both human and financial. Despite all these difficulties Bo City Council has consulted its 3 ward committees and has an ongoing development plan upon which it bases its corporate strategy.

As there was a council member on the team it was appropriate to investigate issues relating to governance, i.e. how the council and local community relate and issues of consultation and decision making. (See 3 year Action plan 5.2). The level of transparent democracy achieved by the council in a relatively short time was considered impressive.

¹ Taken from DFID country profile

Warwickshire partnerships with Bo City and community

In 1981, One World Link (OWL) between Warwick and Bo Districts was set up to try and foster understanding of life in an African country and of the very different culture and environment in which Africans operate. The emphasis was on individual relationships and practical matters, rather than fund-raising and aid. The initiative was supported and assisted by district councillors, but there was no formal civic link initiated at that stage. The informal relationship has continued right through until 2004 when the first local elections since 1970 took place.

In 2001, after the Civil War ceasefire, the Mayor of Leamington took the initiative of finding out if the OWL partnership could be restarted and whether the local councils could play a stronger role. Then with support from the Commonwealth Local Government Forum (CLGF), the deputy town clerk of Bo visited Warwick. He met officers from the district and town and county councils. This opened up fruitful contacts in Warwickshire County Council (WCC), who later employed an officer of Sierra Leonean origin to explore potential partnerships.

The partnership develops

In 2004, Warwick District Councillor Knight participated in a CLGF workshop in Freetown, which was organised to enable Sierra Leone's new local council mayors and administrators to work out plans for the future and how to access the resources needed to implement those plans. This was followed by WCC approving a policy to explore a development partnership with Bo. Warwick District Council also agreed (across the parties) in principle to Cllr. Knight taking up and promoting their partnership with Bo council as long as external funding was used and there would be no cost to council tax payers.

Further visits were made to Bo to investigate possibilities for co-operation. Water and waste management and financial management were identified as themes for action. As a result, a survey of Bo's water needs has been carried out by one of Warwickshire County Council's partners (ARUP) and a waste management audit has been done by a Bo City Council staff member. Both showed that any development work will be starting nearly from scratch. There are two vehicles plus a lot of workers with shovels to collect rubbish in Bo, a town of 160,000 people, and water has to come to town in a tanker from a river seven miles away or from wells. It is also evident that not many people in Bo are willing to pay local council tax. Staff members in Bo City Council are barely trained in financial management. Electricity supply is irregular and IT is very limited. Only mobile telephones work; landlines are virtually defunct. Roads are poor and only a few main streets are paved. Wages are sometimes not paid to council workers for two months at a time.

So would it be possible for a partnership with council officers from UK to really make a difference?

Warwickshire based council members and officers recognised that such a partnership might be able to offer appropriate support to Bo City Council, but would it also provide potential professional and personal development for WCC and WDC officers? So far, the conclusion is that this partnership has been mutually beneficial.

2007 exchange visits

Exchange visits between council personnel were discussed and slowly took place from 2001 onwards, but by 2006 the idea was accelerated into more intense action when Clive Harridge, President of the RTPI for 2006, offered to travel to Bo. He was Leamington based and wanted to find out what he and the Institute could offer and gain from the experience as part of extending the RTPI international programme. After some delays and some efforts to obtain funding, it was finally agreed that a party of

4, led by Councillor Knight (WDC) would travel to Bo in November 2007.

Prior to the visit funding was made available by the British High Commission in Freetown to pay for an initial 3 week visit from Bo City Council to Warwick District in October 2007. The visit was made by Melvin Caulker, the Chief Administrator of Bo City Council to give him exposure to UK local government practice and to enable him to understand the background of the officers visiting his council.

These officers in addition to Clive Harridge were: Richard Hall – Head of Environmental Health at WDC; Glenn Fleet – Sustainability Group Manager WCC; and Phil Triggs – Group Financial Manager WCC. They did not know each other very well and none of them had African experience apart from holiday trips to Kenya and Tanzania.

A further visit was made in February 2008 when Nicola Cumberledge of Warwickshire County Council's Finance Department accompanied Councillor Jane Knight with other representatives of OWL.

Preparation

It was felt that the change of environment likely to be experienced by a visit to Sierra Leone required some preparation, not only practicalities like visa and medical requirements and lists of what to take, but also some sensitisation for working in a different cultural context. Maria Franchi from Mosaic Consult led a day of exploration of the team's motivations, expectations, and likely reactions to Bo and its people. They also worked out how they would approach formulating a plan of action with Bo City Council. This would be strongly based on listening to and learning from Bo Council, and jointly planning with them.

Everyone was very pleased with the preparation day and thanked Ms Franchi for a job well done.

This Report and Action Plan

The following chapters lay out the issues identified by the Warwickshire local government team and Bo City council staff and members during the November visit. They are divided into chapters dealing with the specialised focus of each team member. They start with an overview of the topic and this is followed by a discussion of each issue and suggested action to deal with it.

The final chapters summarise the possible solutions and finish with a chapter on potential funding opportunities. Appendix one is the programme followed by the team in Bo.

It is accepted that, as more information becomes available with respect to potential funding of the identified actions, further work will be needed to prioritise these actions.

Officers Visiting Bo

November 2007

Glenn Fleet – Sustainability Group Manager, Warwickshire County Council

Richard Hall – Head of Environmental Health, Warwick District Council

Clive Harridge – Senior Planning Consultant, Entec Planning Consultancy

Phil Triggs – Group Financial Manager, Warwickshire County Council

February 2008

Nicola Cumberledge - Financial Services Manager, Warwickshire County Council

Contact Details

If you require any information about this report or the One World Link/ Local Government project please email – regeneu@warwickshire.gov.uk

Chapter 1: Planning

1.1 Overview

Background

To gain an understanding of the planning position in Bo, meetings were held with Bo City Council staff and councillors, and a tour of the city was carried out in the company of Mayor Dr. Wusu Sannoh. A meeting was also held with staff from the national Government's Ministry of Lands, Country Planning and the Environment based in Bo. On return to the UK a meeting was held with Michael Johnson who is a fully qualified planner working in the Ministry of Lands, Country Planning and the Environment in Freetown.

It quickly became apparent during our visit to Bo that the word 'Planning' is used differently in Sierra Leone from the UK. The following uses of the word 'planning' may help avoid confusion:

Town Planning – in a Sierra Leone context this means the mapping of existing development and other features e.g. ordnance survey type maps.

Development planning – Development planning has been carried out on Bo and has led to the production of the Bo Development Plan described in more detail below. The approach involves community consultation to identify goals and objectives. These are then used as a framework for a series of specific development projects which are programmed and costed. This approach as carried out in Bo does not identify specific locations for projects, nor does it have a geographic plan base.

Land use planning - this is the mapping of existing and future land uses.

Spatial planning – this is planning as is currently being developed and implemented in the UK and some other parts of the world and involves a cross sectoral approach to place making.

Planning in Sierra Leone

The legislative basis for all planning in Sierra Leone is the 1946 Town and Country Planning Act. All planning functions in Sierra Leone are currently carried out by the national government. However, under the Local Government Act 2004, various national functions are to be devolved to local government. Table 1 identifies the planning functions that are to be devolved. Of particular relevance to this examination of planning is the provision under the Act for 'Land Surveying' and the preparation of 'Land Use and Strategic Local Plans'.

Table 1. Local Government Act 2004

Services devolved to local government from the Ministry of Lands, Country Planning and the Environment.
1. Land Surveying
Set up survey units (2006)
Training personnel; (2007)
Survey of Land (2008)
2. Land Registration and control of illegal sale of land

Set up land registration unit (2006)
Training of personnel
Registration of land
3. Land use plans and strategic local plans
Collection of data (2007)
Compilation of data for plan preparation (2008)
4. Issuance of Building Permits
Training of Inspectors (2007)
Inspection of buildings / building sites (2008)
Issuance of building permits (2008)
5. Education and sensitisation on environmental issues
Various awareness raising events 2005 - 2008

There is uncertainty over the timing of the decentralisation of planning responsibilities to Bo City Council. Although the 2004 Local Government Act identifies timescales for decentralisation it is clear that this is not being complied with and that the very limited planning that takes place in Bo at present through the regional office will continue. This uncertainty is likely to continue until funding is made available to Bo City Council to carry out planning functions as set out in the Act – however there appears little prospect of this happening in the near future.

Overall in Sierra Leone there appears to be very little, if any, land use planning taking place. There have not been any government statements on planning issues since before independence in 1961 and planning has clearly been a low priority. There is no guidance on how to prepare Strategic Local Plans identified in the Act and no such plans are being prepared anywhere in the country. The only plan that has been prepared in Sierra Leone is the 1997 Structure Plan for Freetown – this was funded by the World Bank and was carried out by consultants Alexander Gibb & Co.

Overall the country has very limited capacity to undertake planning. We understand that there are only five qualified planners and 15 trainee planners in the country as a whole – these are all based in Freetown.

The building control functions are carried out by staff in regional offices, such as the one in Bo. Staff may be given training before going to a regional office; such training is to HND / City and Guilds level.

The Bo Development Plan

The Bo Development Plan 2006–2008 is a plan of the Council’s activities over a 3 year period. The plan which was based on a needs assessment identifies specific activities, indicative budgets and processes for monitoring and evaluation. The Plan was prepared in consultation with Bo’s three Ward Committees as well as with Section Chiefs and other stakeholders including Councillors and technical experts in the Community. The Plan provides information on the main development challenges facing Bo, including:

- Roads: many roads are dilapidated and parts of the town are not accessible by road. The situation is worse during the rainy season. Culverts and bridges constructed during the colonial era have not been maintained.
- Markets: The only existing central market was constructed with a capacity for around 300

traders. Over 5,000 traders are struggling to use the market. They use areas outside the market structure causing congestion on surrounding streets. It is proposed that three more markets could be constructed in other parts of town.

- Water: The water supply system was constructed in the 1950s to serve a population of around 20,000 with no subsequent expansion in provision. There is virtually no pipe water source in the town and most households depend on their back yard hand-dug wells for all their water needs. Water related epidemics are on the increase. Around 400 water wells in the city are in urgent need of chlorination and repair.
- Sanitation: Sanitation facilities are over-exploited and inadequate. In addition, some people use nearby bushes, incomplete buildings and polythene bags as toilet facilities creating significant public health hazards.
- Waste: Mounds of refuse accumulate on the streets representing a major challenge for the Council in collection and disposal, and also presenting serious health hazards.
- Health: The existing hospital was built for a town population of 20,000. Missionaries have conducted considerable work in primary health care and leprosy treatment. NGOs/Aid Agencies provide significant levels of additional health care provision in the town.
- Education: In order to improve education provision, there is a need for better trained/qualified teachers, better teaching materials and classroom provision and regular salary payments.
- Women’s empowerment: issues include eliminating gender gaps in education, increasing access to health (including sexual and reproductive health) services, reducing employment discrimination and reducing violence against women.
- Youth development: reducing marginalisation and increasing engagement together with improvements in child protection are priorities.

The objectives on the Plan are set out in Table 2 below.

Table 2: Bo Town Council Development Plan, 2006 – 2008, Objectives

<ul style="list-style-type: none"> • Upgrading of feeder roads • Provision of parking spaces for motor bikes • Improved health and education services • Construction of civic centre • Improved water supply and sanitation • Provision of funeral home and van 	<ul style="list-style-type: none"> • Food self sufficiency • Women empowerment & youth involvement • Improved access to markets • Efficient refuse disposal • Provision of street lights • Improved sporting facilities.
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The Bo Development plan is an excellent document and provides a good basis for tackling current problems. A major challenge with implementing the plan is the lack of financial resources to make things happen but some of the objectives mentioned above have been achieved.

The City Council is looking at the possibility of rolling forward the plan beyond the current 3 years.

Consultation with the Ward Committees is always involved as part of any roll forward.

Whilst the plan identifies many priorities and projects there appears to be no spatial dimension to the proposals. For example one of the key priorities is to improve feeder roads but there is no indication of which feeder roads should be improved. Likewise there are proposals to provide street lighting but again no indication of where that should take place.

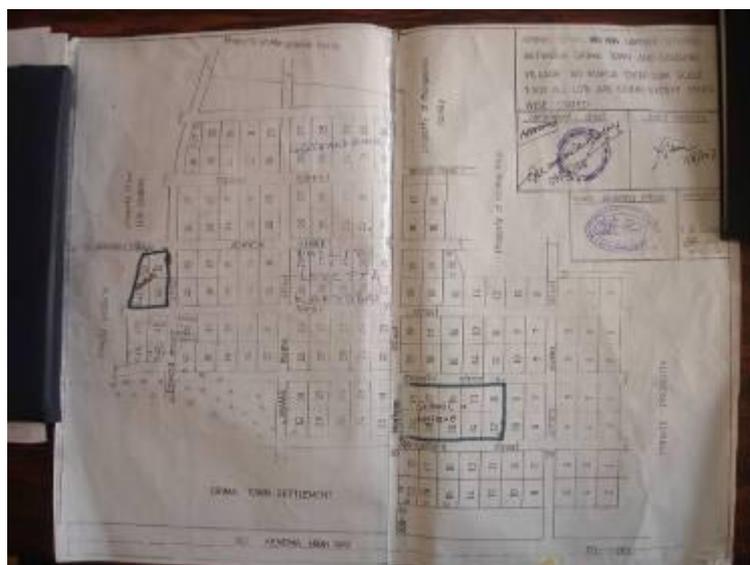
If consideration were given to the location of the development projects identified in the plan, then there would be potential for more people to benefit and synergistic effects to be achieved.

The plan does not address longer term needs and opportunities for the City, but the council is anxious to create a local plan as part of this process.

Planning in Bo

No land use planning is currently taking place in Bo, nor evidence that any land use planning has ever taken place. Development appears to take place on an ad hoc basis. Where formal processes are complied with then layouts are approved on a purely technical basis e.g. that boundaries are correct. There appears to be no consideration given to the appropriateness of the particular use in the location proposed. It was mentioned in discussions several times that there is no culture of planning in Bo. Photograph 1 shows a layout plan recently approved by the Ministry of Lands, Country Planning and the Environment.

Photograph 1: Layout plan for land between Grima Town and Dandabu Village, Bo



The Ministry's Lands, Country Planning and Environment Division office in Bo provides plans for areas and decides where to build schools and markets etc. Such plans are prepared on an ad hoc basis when requested and are not based on any comprehensive evaluation.

There are a number of inland valley swamps within the city's boundaries that are used for garum seed rice cultivation. These areas are important for food production (see Photograph 2). The inland valley swamps provide sufficient land to feed the whole population of Bo. Although there was a recent government initiative to encourage rice growing, most of the rice grown now is for farmers' own use. One of the objectives of the Bo Development Plan is to ensure food self sufficiency for all in Bo, and

it is therefore important that these inland valley swamps are safeguarded.

Photograph 2: Inland valley swamp, Bo



The city's markets are vital for the local economy but they suffer from a lack of water supply and effective drainage. There are also severe problems of waste management and sanitation. As markets are the main focus of activity in the city attracting thousands of people every day, a planned approach to their future development could bring enormous benefit. This could be achieved by focussing investment in infrastructure to serve the markets such as feeder road improvements, piped water supply, public toilets, waste management and street lighting. The

city council is looking for locations for three new markets – it is important that these are located near to where people live, but also where it is possible to provide the required infrastructure or where there is potential to provide it.

Other uses for which the City Council is seeking suitable sites, are a cemetery, a lorry park and community wells. The City Council has a funded project to install 60 new community wells. The location of these wells has not yet been determined although it was recognised that they should be located in areas where there is no prospect of piped water being supplied in the foreseeable future.

The Council is aware of the challenges posed by climate change. The deforestation of areas around Bo combined with increased rainfall has led to problems of flooding. The Council has recognised that tree planting is one way of helping to address climate change.

The lack of land use planning has led to inappropriate land uses existing close together – the most obvious example of this is the central dump which is located in the heart of the city directly adjoining market areas and residential properties. Other examples are where development has taken place adjoining the swamp lands with polluted waste water from the development draining into the food producing swamps.

The central dump is a major problem for the city and problems associated with it have been discussed in other chapters of this report (see Photograph 3). Major benefits to public health and sanitation would be achieved if the dump were to be completely removed. The site of the dump in the heart of the city is well located in relation to other uses such as markets, commercial buildings and residential accommodation; it also has good road access. If the dump were to be removed then it would make available a site that could offer potential for new development and investment as well as social, community and recreational uses to benefit the whole of the city.

The Central dump

The central dump is located in the centre of the city and has an estimated area of 1-2 hectares. The main central market abuts the dump as do a number of properties including some with residential accommodation. A number of buildings are actually located on the dump. An area of swamp land adjoins the dump on one side.

The dump is still in daily active use with waste being deposited from the adjoining market and nearby properties. Waste picking activities also take place. There is no control or management of dumping activities and the public have open and free access.

The dump has been in use for over 20 years and refuse has accumulated to an estimated 10 metres high at its highest point. It is in a permanent state of combustion, and a continuous pall of smoke is given off.

We understand that the Council have a 20 year lease on the dump which is nearing its end but may be renewed.

The dump presents a serious health hazard arising from, for example, exposure to waste material and leachate which could be contaminating ground water and water courses nearby.

Photograph 3: The central dump



We were not aware of any up to date mapping available for Bo. The Ministry office had an Ordnance Survey style map dated 1961 which is clearly now well out of date (see Photograph 4). The Police Department had a map of the city, but this was a crudely hand drawn map which lacked accuracy. The Sierra Leone Information System (SLIS), which is part Government's Development Assistance Coordination Office (DACO), is developing the infrastructure for supplying national spatial data in digital form,

Photograph 4: Ordnance survey style map of Bo, 1961



During the civil war the population of the city grew enormously and people migrated to the city from rural areas. However now that peace has resumed there has been a movement back to the rural areas and the population has fallen. However, in the future the population is likely to rise again and there will be increasing pressure on resources and infrastructure. Fortunately the city does not suffer from large areas of informal settlements as are commonplace in many other African cities.

The Government has the opportunity to propose land banks for new developments – to be demarcated as reserve land – but these have not been identified in Bo so far because of resource constraints. Staff in the Ministry’s office have no transport and base maps are out of date or non-existent.

Responsibility for building control in Bo rests with the Regional office of the Ministry of Lands, Country Planning and the Environment. The office is staffed with two senior staff and six support staff. Every year they deal with about six applications for lay out plans and 80 applications for building permits. Lay out plans are areas for development with an indicative road and plot layouts; they may also show different uses e.g. house plots, school. Staff at the Ministry’s office also prepare master plans for these areas.

It was estimated that only about half of all new developments had any formal consent. There are procedures for taking action against unauthorised developments but they are very complex, time consuming, expensive and rarely successful.

Preliminary conclusions

Bo city suffers enormous problems arising from acute poverty, poor living standards, lack of resources, inadequate infrastructure (e.g. water supply, drainage, electricity) and sub standard levels of sanitation and public health. The lack of any effective planning has led to problems of inappropriate land uses occurring close together and also to the informal development of new housing and other developments which have not made best use of the limited infrastructure.

Despite these huge difficulties, we saw that the city has great strengths and great potential. One of the city’s biggest strengths is its people – from the many people we met including council staff and other officials, elected representatives and other citizens, we saw there was a common wish to improve the city and achieve a better future. This is perhaps most manifest in the Bo City Development Plan which analyses the problems facing the city and then sets out a programme of projects to tackle them. The participative way in which the plan was prepared and is proposed to be updated we saw as a particular strength.

For the future there are benefits to be gained from taking a spatial approach to investment decisions through a city wide Local Plan. To assist with this there is a need to seek improved resource capacity and skills in planning and also improved base mapping of the city. The central dump, whilst being one of the city’s most acute problems also provides one of its greatest opportunities. If a mechanism could be found to secure its removal then the site of the dump in the very heart of the city provides potential for commercial developments as well as social, community and recreation uses to benefit to all citizens.

A number of specific actions arising from these preliminary conclusions are described below.

1.2 Issues and Actions

Issue 1: Lack of effective land use and spatial planning

The lack of any land use and spatial planning in the city of Bo is leading to sporadic development and lost opportunities to maximise public benefit and infrastructure efficiency. There are also problems arising from inappropriate land uses being close together. This lack of planning is making it difficult to maximise the number of people who have access to social and community facilities and other facilities such as mains water supply and electricity.

There would be advantages in preparing a city-wide Local Plan to provide a land use/spatial framework

for the city's continued development. This could build on the excellent work to date in the Bo Development Plan by reviewing the various projects listed and identifying suitable locations for them. Table 2 summarises the possible spatial approach to the projects identified in the Development Plan. The Local Plan could identify areas where new development could take place and where appropriate social and community facilities and infrastructure could be concentrated e.g. community wells, street lighting, upgrading of feeder roads. The Local Plan could also identify swamp areas to be protected for food production and safeguarded against inappropriate development on land adjoining or close by. Also, there is a need for additional health centres, but there is a lack of funds available. The Local Plan could identify appropriate locations for health centres to be developed as and when funds become available. The Bo Development Plan identifies the need for one health centre in each Ward.

Table 2: A spatial approach to projects identified in the Bo Development Plan

<ul style="list-style-type: none"> • Upgrading of feeder roads – identify which roads to be upgraded • Provision of bike parking spaces – identify locations additional to those already provided • Improved health education facilities – identify locations • Construction of civic centre – identify location • Improved water supply and sanitation – identify locations for mains water access • Provision of funeral home – identify locations • Food self sufficiency – identify swamp lands be protected • Women empowerment & youth involvement – no spatial dimension • Improved access to markets – identify locations for new markets • Efficient refuse disposal – identify waste collection points • Provision of street lights – identify which streets to light • Improved sporting facilities – identify locations for sporting activities

A particular focus in the Local Plan could be given to the central dump. Any proposals for the removal of this use should be combined with suitable proposals for the future use of the site including the identification of development opportunities (potentially generating income to the council) as well as community uses such as recreational open space. All of these issues could be addressed in the Local Plan.

It would be helpful if the city Local Plan could meet the statutory requirements for Strategic Local Plans as identified in the Local Government Act 2004.

Actions:

- 1.1 Identify sources of funding and technical support for preparation of city Local Plan

Issue 2: Inadequate resource capacity and skills in planning

There is a severe shortage of staff with planning skills both in Sierra Leone as a whole and also in Bo. This means that even if the Government were to make financial resources available to the City Council

to implement planning functions as set out in the Act, there are not sufficient appropriately qualified staff available. To help overcome this shortage, suitable training opportunities could be sought. There may also be potential for professional planning support to be provided through organisations such as VSO. (A VSO volunteer is currently working with Bo City council - see Finance chapter).

Actions:

- 2.1 Identify sources of funding and appropriate training schemes to support Bo City Council planning staff.
- 2.2 Identify appropriate personnel for training
- 2.3 Identify organisations that could assist in providing professional planning support e.g. VSO

Issue 3: Lack of base plan information and mapping

Although there is no accurate base plan or map of the city, aerial photograph information is available through the DACO / SLIS web site. This provides a useful starting point for preparing the city Local Plan. Other potential sources of information may also be available.

Actions:

- 3.1 Identify sources of funding sources for base mapping, GIS and use of satellite imagery.
- 3.2 Identify potential sources of satellite imagery and mapping such as DACO/SLIS and Google.

Chapter 2- Finance

It should be noted that the visit in November, 2007, identified flaws in the system which had been rectified by February, 2008.

2.1 State of Internal Control

A proper system of internal control is paramount. The following eight internal controls must actually exist. On ascertaining that each control exists, it then must work as an effective control with staff paying heed to it.

a. Segregation of duties:

This is regarded as the prime means of control. By separating the responsibilities or duties which would, if combined, enable one individual to record and process a complete transaction, the risk of fraud can be significantly reduced. The control will also increase the element of checking for mistake and error. The most essential elements that must be separated include those of authorisation, execution, custody and recording.

Finding: Segregation of duties with the Finance function is the one area where the department fell short. And short by a significant way.

One example is that Treasurer's staff receiving stall rental cash from market collectors will then post the cash book entries as well as partake in the banking processes. Such practices present significant opportunities for the 'top-slicing' of monies received.

Another example is that Senior Treasurer's staff create their own expenditure vouchers and process those vouchers from initiation right through to the payment and the accounting stages of the transaction.

In the segregation of duties, the element of transactional recording was found to be at fault. This applied also to the general form and method of recording accounting transactions. Such transactions are entered directly by the Treasurer onto a spreadsheet for which insufficient back-up exists.

The practices employed in the receipt of domestic and business rates was also found to be significantly at fault with regard to the complete lack of any duties segregation. Payments collected and received are entered directly onto a manual system incorporated within the Valuation List. Ideally, the valuation function and the revenue collection function should be held on completely separate systems.

b. Organisation:

The Treasurer's department should have a plan which defines and allocates responsibilities and lines of reporting for all aspects of its operations, including internal controls. Delegation of authority and responsibility should be clearly specified.

Finding: The organisation of the Treasurer's department lacks formal structure and line of command, either in written form or actual practice.

c. Authorisation and Approval:

All accounting transactions should be authorised and approved (limits to be specified) by an appropriate responsible person.

Finding: The Chief Administrator is the main authorising officer of the Council. This is for the

purposes of strict cash control and is accepted by the officers as a reasonable situation.

d. Physical Security

This control is concerned mainly with the safe custody of assets and involves procedures and security measures designed to ensure that access to assets is limited to authorised personnel only. This control is important in the case of valuable, portable, exchangeable or desirable assets.

Finding: Valuable items must be properly looked after. Departmental laptops were found to be especially at risk with regard to the infiltration of viruses and other IT faults. This arises possibly from the use of inappropriate websites from the internet. Consideration needs to be given to the well being, safekeeping and security of these types of assets.

e. Management

These controls are exercised by management outside the day-to-day functions. They include overall supervisory controls, the review of management accounts, analysis of budget variance, the internal audit function and special review procedures.

Finding: The Council is currently subject to severe cash flow restraints and thus cannot support an Internal Audit section. A recent initiative has secured the services of a qualified accountant and extremely able individual, currently working for the Council via the VSO (Voluntary Services Overseas) who is working with the Council for a period of twelve months. The appointed individual is regarded very highly as a very capable accountant and auditor.

f. Arithmetic and Accounting

These controls ensure that all relevant transactions are included, accurately recorded and correctly processed. Such controls include checking the arithmetical accuracy of the records, the maintenance and checking of totals, reconciliations, controls accounts, trial balances and accounting documentation.

Finding: The revenue collection process has very poor accounting controls. Revenue collectors will report to finance officers who will record unverified amounts of cash in the revenue register. The revenue collector does not sign for this amount. The finance officer will hand over unverified amounts of cash to an officer visiting the bank the next day who will also take charge of unverified amounts of cash. Once the cash is deposited at the bank, amounts are again not verified, signed for or checked.

No records of any revenue collection processes seem to exist with the Council. Poor accounting controls with regards to revenue collection make the risk and likelihood of misappropriation extremely high.

g. Personnel

Procedures should ensure that personnel have capabilities commensurate with their responsibilities. The qualifications, selection and training, as well as the innate personal characters of the staff employed are important features in the internal control system. Staff should also have the necessary equipment to enable them to carry out their functions effectively.

Finding: Certain members of the junior staff have been very well selected and recruited. They show very high levels of competence, future prospects for promotion and the assumption of senior responsibility. There is no recognised programme for staff to gain professional qualifications within the employ of the Council.

Concerning equipment, the Treasurer's personal laptop (the only laptop in the department) has viruses which are causing significant problems. The laptop either needs a complete overhaul or replacement.

Moreover, it should not be connected to the website in future.

h. Supervision

There should be supervision by managers of the staff responsible for day-to-day transactions and the recording of those transactions.

Finding: There is little evidence of effective supervision and even less evidence of the effective recording of individual transactions. This is a major drawback in the efficient running of the Council and a serious pitfall with strong possibilities of misappropriation of funds.

Action: Continue work with internal auditor to implement effective system of internal control.

Timeline: Immediate. Deadline 30 June 2008.

Costing: Minimal.

2.2 Budgetary control carried out by top management only

It would appear that the Chief Administrator has sole ultimate authority for the approval of transactions. This was questioned during the officers' visit on the grounds that delegation of the composite parts of the budget to individual department heads would lessen the Chief Administrator's workload as well as making spending departments accountable for performance and efficiency.

However, it was explained that the financial position and cash flow were so tight as to make the control element in one individual officer, i.e., the Chief Administrator, absolutely essential. This was accepted by the officers.

Action: Unique financial circumstances of the Council apply. No change.

Timeline: N/A

Costing: N/A

2.3 Lack of Suitable IT/Hardware

The IT capability of the finance function is regarded as negligible. As a minimum, staff should be capable of printing out annual rate demands from a central database. Currently, such demands are written out by hand, taking staff some months to complete.

Records of payments from domestic and commercial ratepayers are not held on a central IT system, making ascertainment of collection performance information very difficult.

Property valuations are not held on a central IT system. Any loss of the existing hard copy valuations would be disastrous to the Council.

Action: Records of amounts due & paid and property valuations should be held on a stand-alone database

Timeline: By 1 April 2009

Costing: £3,000

2.4 Accounting/reporting/closedown procedures should be more timely

All of the above procedures should be concluded on as timely a basis as possible. Current UK rules require local authorities to close accounts by 30 June following the previous 31 March. This is regarded as very optimistic for Bo but moves need to be made to get nearer to this time deadline.

Action: A gradual process of tighter accounts closure deadlines should be implemented.

Timeline: By 1 April 2011 resulting in a 31 May closure completion.

Costing: N/A

2.5 Rating Valuation

The function of the Rating and Valuation Dept is to compile and maintain the commercial and domestic valuation lists for the city. Unlike the UK, this function is undertaken by the City Council.

Currently, there is no expert function with regard to valuation for rating. Valuation assessment staff are employed by the authority but are not trained or qualified to any vocational standard. Commercial property valuations undertaken by the staff are not subject to any form of recognised valuation method, i.e. evidence of actual rents passing, profits method, or contractor's test.

Rateable values for both domestic and commercial property are assessed by means of a square foot measurement to which a standard factor is applied to achieve a rateable value. This is factored by 50% to arrive at the annual payable rate. This method does not take account of rentals passing and the better locations of some property in comparison with others.

The Valuation Lists are not currently held on computer. The manual documents in existence should therefore be regarded as very valuable documents. It is unfortunate that they are not securely stored. Moreover, they are in a very poor physical state. Any fire at the Council offices would set the department back considerably.

The Department is responsible for the collection of domestic and non-domestic rates. There are pending plans for the computerisation of rating records which will lead to the automated printing of annual demands. Currently, payment records are kept on a manual system and the condition of these records is regarded as extremely poor.

Considerable further work is required with regard to rating and valuation administration.

Action: Immediate arrangements need to be made for the secure storage of the Valuation Lists.

Timeline: By 30 September 2009

Costing: Cost of a secure storage facility.

2.6 Condition of Rating and Finance Office Accommodation

Rating and Valuation Offices

The first impression of a visitor to these offices is not favourable and the offices would benefit from improvements to the poor lighting, office furniture and extremely cramped conditions.

Treasurer's Offices

Again, on arrival, a visitor's first impression of the Treasurer's offices would not be favourable. The offices would benefit from refurbishment and decoration.

The Treasurer's Department and suite of offices should be regarded as the core of the Council and should display an example of smartness and professionalism as a beacon to the entire organisation. In comparison with other offices, I found that the working environment was not a positive one. .

Action: Address poor state of decoration.

Timeline: Immediate. Estimated to take one month.

Costing: Local costs unknown

2.7 FOLLOW UP VISIT– February 25th – March 3rd 2008

Introduction

This brief visit focussed on the progress made within Bo City Council's finance section since the visit and training in November 2007. This report gives an update on the issues raised at that time, outlining the current position and potential risks to future work.

Internal Control

The visit in November 2007 identified serious shortfalls in the internal control arrangements in place within Bo City Council. Since this visit, significant progress has been made in addressing these issues, as outlined below.

a. Segregation of duties:

The Treasurer's department has been restructured and members of staff have been assigned specific roles. Therefore, for example, the posting of cash book entries is now carried out by a separate member of staff from the banking process. The practice of Treasurer's staff creating their own expenditure vouchers has also been stopped.

b. Organisation:

A formal structure for the Finance Department has been developed and implemented. The structure splits the department into three sections (expenditure and reconciliation, cashiers, and revenue collection and mobilisation), and duties are clearly defined. This not only ensures separation of duties but also provides the opportunity for specialisation of skills and career development, which in turn will help to ensure healthy staff retention. This strengthens the case for ensuring that all staff are well trained.

c. Authorisation and approval:

The Chief Administrator remains the main authorising officer for the Council. It has been agreed that this is acceptable, given the cash-flow situation. He has recently implemented weekly update meetings with the finance officer responsible for expenditure and reconciliation and the chief cashier to ensure that he is fully aware of the cash flow position of the authority.

The Chief Administrator has recently been recalled to Freetown to take up the post of Permanent Secretary to the Minister of Tourism, so at the time of writing the post is vacant, although commitment was shown to re-appointing as a matter of urgency. It is vital that the successor to this post shows the same commitment to his financial responsibilities as the current post holder.

d. Physical security:

The departmental laptop has been updated and internet access has been removed to eliminate the risk of harmful viruses.

e. Management

The VSO volunteer is working in the capacity of a financial management support and capacity advisor and internal auditor. He is addressing a range of points including management information that is supplied to senior officers and elected members.

Elected members have expressed a desire to be trained to understand the financial information presented to them. This is a positive sign. Training should be carried out after local elections in May, and a consistent way of reporting financial information to members should be agreed.

f. Arithmetic and accounting

The November visit identified very poor controls in the revenue collection process. During the February visit, a new process was being developed which used a very simple form to record, verify, and bank amounts collected by revenue collectors.

Training was delivered during the visit to all staff on the bank reconciliation process and it is intended that this will be carried out on a monthly basis from now on.

g. Personnel

The new structure in place has enabled the more promising members of staff to be given increased responsibility. They seem to have responded well to this and take pride in their work. All members of staff are keen to develop – this was demonstrated when, due to the limited time available during the recent trip, all of the finance staff requested and attended an informal training session during their own free time at the weekend to make the most of the time available.

The Treasurer has left Bo for Freetown and a replacement is to be made as soon as possible.

h. Supervision

The new departmental structure has addressed this point.

Budgetary control

The Chief Administrator has sole ultimate authority for the approval of transactions. This is the system operated nationally, and is accepted as appropriate in the circumstances in which the council is operating.

Lack of suitable IT / hardware

Valuation lists are currently being transferred to a computerised database.

Timeliness of accounting / reporting / closedown procedures

The City Council's financial year runs from 1st January – 31st December. Financial statements for 2007 had been produced and were available for public inspection (pinned to the notice board outside the offices) by the end of February. There were some questions over the correctness of these statements, which were prepared by the Treasurer who has now left.

New recording processes had been put in place from 1st January to record all transactions and a monthly closedown is now in place, which will allow accounts to be drawn together quickly and efficiently in future years (accounts are prepared on a cash basis).

Rating valuation

This area was not examined during the most recent visit. No update. However there is an ongoing registration of all properties taking place. It is due to be up and running next year. A similar exercise has taken place for Makeni City Council resulting in an increase of income from Le 3,000,000 to Le 40,000,000.

Office accommodation

I was informed during my visit that the council was building new offices and that the finance department was due to move there once they had been completed. Meanwhile the current offices had been painted and tidied up since the November visit.

Risks

Departure of Chief Administrator and Treasurer

Both the Chief Administrator and the Treasurer have left the council to take up new posts in Freetown.

These are key positions with considerable influence on the financial administration of the City Council. The calibre and attitude of the new Chief Administrator and Treasurer will have a significant impact on the progress made with this project. Mayor Sannoh is optimistic about obtaining a good replacement despite frustrating delays in the recruiting process.

Internal Audit

The Sierra Leone Local Government Act 2004 identified four departments which should be present in all local authorities:

- Administration
- Planning and Development
- Finance
- Internal Audit

It was acknowledged by Emmanuel Gaima of the Decentralisation Secretariat that Internal Audit departments had not been established in the new local authorities and addressing this was a key priority.

The position of Internal Auditor at Bo City Council is currently filled by a VSO volunteer from Uganda, who is scheduled to remain with the Council until October 2008. He has made significant progress in the short time that he has been in post, but plans must be made for his replacement. It is estimated that a hand-over period of at least two months would be necessary. This should be addressed as soon as possible, particularly given the shortage of experienced internal auditors within Sierra Leone.

Conclusion

Significant progress has been made since the November visit. The VSO volunteer noted that the input from officers in the UK has helped him in terms of momentum and support for what he is trying to achieve.

With internal control issues being addressed, the key area to focus on now is training of staff to ensure that they all understand the concepts and regulations involved in finance work. A training package will be developed and will be the subject of a separate report.

Chapter 3 – Environmental Health – Water and Sanitation

Prior to the visit the team had been made aware of the Bo City Development Plan 2006 – 2008. This identified the issues of sanitation and water supplies amongst the priorities which the City Council wished to address.

3.1. Assessing the Existing Situation

Once the Warwickshire team had arrived, Bo City Council (BCC) kindly facilitated meetings with key stakeholders and visits to relevant sites. These included meeting other administrative organisations within the area, such as the Provincial Government Offices, Bo District Council, Ministry of Health & Sanitation and Kenema City Council. Other key locations such as the Bo City Hospital, the SALWACO offices and water treatment works were also visited. Meetings were held with the leading management and representative figures within each organisation. The team was also introduced to the Paramount Chief for the area.

To understand the local circumstances tours were made of the main markets and the central refuse dump, as well as the landfill site on the outskirts of the city.

Meetings took place with local Councillors on relevant Council committees and with key players within each organisation, including the Mayor, Chief and Deputy Chief Administrator, the Principal EHO (Environmental Health Officer) , and the Medical Officer of Health

This approach enabled a comprehensive picture of the existing situation to be built up. It was also possible to gain the views of a variety of people in different positions of responsibility. The clear message from all sides was that lack of resources and infrastructure were restricting the ability to make significant improvements. However, these were merely the obvious symptoms of deeper issues, such as lack of funding from central government, ineffective collection of local taxes and problems in controlling the finances

3.2 Discussion of Environmental Health Issues

Within the priority issues of water and sanitation there are many individual factors which give rise to health hazards. Observation of the city environs and discussion with the local Environmental Health Practitioner emphasised the numerous high risk hazards which exist in the daily lives of local people.

The Medical Officer of Health from the Ministry of Health & Sanitation confirmed that one of the major causes of death, after malaria, was intestinal infection. The circumstances giving rise to the spread of such infections are all too apparent.



The preparation of food for the public cannot be carried out in hygienic conditions in most cases, because of inadequate supplies of clean water and the fabric of many buildings being unsuitable for cleaning. This is linked to the lack of proper sanitation such that food preparation areas cannot be kept clean. There is no piped sewage disposal system and foul water largely discharges to open drains and in some cases into nearby swamp areas often used for growing rice. There are many residential areas within the town for which the same basic lack of separation of water



supplies and sewage disposal applies.

Some properties, particularly the larger buildings, do have septic tanks or cesspits and they are emptied by a tanker, part owned by BCC. However, this is difficult to maintain in working order and is also shared with Kenema City. These arrangements cause problems all round and hence the availability of the vehicle is limited.

The accumulation of waste from markets, commercial operations and residential areas also presents significant health risks to many parts of the city. The practice is for accumulations of refuse to be left out in the street, for collection by council staff. Due to limited resources only 2 refuse vehicles are owned by the council and keeping these in service and properly maintained is a problem. As a result people operate businesses of all types, including food businesses, near piles of refuse which might remain for several days.

For various reasons residents in some areas are conditioned to dump their rubbish at certain locations, from which collections are not made. There are a number of large scale rubbish dumps which have remained for some time.

It should be noted that, within the time available for the visit, it was not possible to investigate the issue of pest control. Neither was this part of the remit for the visit but, from an Environmental Health perspective, it would be remiss not to mention that conditions were ideal for the harbourage of many types of pests. This could only add to the potential for spread of infections.

The main area of concern for BCC in this regard is the central dump. This has been used for depositing waste for many years and rubbish is still dumped there. It is in close proximity to residential accommodation and some dwellings are virtually sited on the tip itself.

Piles of refuse give rise to many potential health hazards including rodent and insect infestation, risk of direct infection from bacterial contamination arising from contact with the material and contamination of nearby water supplies. The presence of a long-term, large accumulations, such as the central dump, results in other hazards including the contamination of underground water supply sources, by leachate. The central dump has also developed a fire which has smouldered for some time. This causes a smoke plume across parts of the city and brings its own nuisance impact. The risk from inhalation of smoke from this source has to be seen in the context of ongoing exposure of individuals to smoke in their home environment when cooking with wood or charcoal, as well as the other health hazards which affect the daily lives of residents.

The City's Abattoir perhaps encapsulates the prevailing problems with infrastructure and resources.



There is no piped water supply; waste faecal matter and animal remains are not cleared away from the site; and the structure of the buildings is inadequate for effective hygiene. There is a well on the site but this is potentially contaminated by seepage from the pit latrines, which are the only toilet facility, and the run off from the waste material on site or from neighbouring drainage.

The location of the slaughter house is also

in close proximity to housing and it was understood that the building of dwellings has gradually encroached on the boundary to the site over the last few years. Residents now complain to the Council about the nuisance from the operation.

A critical factor in effective delivery of services is the unreliable electricity supply. This results from a number of factors, part of which is the mode of generation. Water supplies feeding the hydro-electric power station cannot be maintained throughout the year. The oil-fired power station, used as back-up, depends on supplies of expensive fuel oil. There are also intermittent equipment failures. The expense of paying for power supplies is also limiting. This is the case for large scale organisations e.g. SALWACO as well as for private households.

Piped water reaches only about 15% of the city. There is capacity within the water treatment works to



increase this considerably, if distribution infrastructure could be constructed. In the meantime SALWACO supply water by operating a water tanker. This runs between the city and the treatment works, situated a few miles outside the city boundary. The road to this works is in a very poor state of repair. This takes its toll on the maintenance of the water tanker and adds significantly to the journey time.

The Council has identified a critical need to provide more land for burials and has found difficulty in acquiring suitable land. The

Government Hospital provides the only public mortuary facility and this is inadequate. Those families which have sufficient money will take their deceased all the way to Freetown to be prepared, before returning them to Bo for burial. Not only do these deficiencies contribute to increased environmental health risks but they fall below what should be expected as a basic provision for dealing with the deceased.

3.3 Proposed Actions

Significant steps to alter the health outcomes for the majority of the population will require extensive infrastructure improvements with consequent large-scale financial investment, and will obviously take time.

However, improvements to the living conditions of people in Bo could be achieved through the implementation of a programme of targeted actions. Not only would these help communities locally but such improvements could help to demonstrate the success of the District Council, thus reinforcing moves towards de-centralisation and local accountability.

The importance of markets to the local economy cannot be overstated. They provide an income for a large percentage of the population. They also provide an income to the Council. However, the lack of water and drainage facilities and the poor refuse clearance limits the amount of income derived by the Council. By breaking this cycle there is an opportunity for the Council to gain more income and thus build more and better facilities.

The following issues have been agreed with Bo City Council representatives as being key towards improvements in water supply and sanitation in the City.

Market Sanitation

- Improve Waste Collection. (See Waste Management Section) to help prevent contamination of water supplies as well as improve hygiene generally.
- Provide additional wells and toilet facilities for markets. This would not only improve the situation in relation to health benefits but would assist in making the markets more financially viable by potentially increasing the income from market rents.
- Repair and maintain existing wells. As above the importance of maintaining adequate water supplies has a financial as well as a health benefit.

Needs relating to Domestic Well Water Supplies

- Investigate funding for an increase in numbers of Community wells.
- Protection of hand-dug wells.
- Support for chlorination of existing well supplies
- Plan ahead with links to Planning for infrastructure/siting of new well supplies.
- Investigate options for improving the supply chain for maintaining hand pumps.

There are direct health benefits from enabling not only the improved quantity of access points to water but of increasing/protecting the quality of water.

Central dump

The central dump dominates a large proportion of central Bo and is a symbol of the existing difficulties facing the community. Finding a suitable solution for this site will require careful consideration as many aspects need to be taken into account.

- Prepare scoping study for central dump action plan
- Identify sources of technical support.

Bo City Council, whilst accepting the importance of tackling this site, has indicated that it is not practical to prioritise it at the current time. Consequently the issue is not referred to in the Action Plan in Chapter 6.

Improving facilities for dealing with the deceased

Although there is a mortuary at the Government Hospital this is generally regarded as having inadequate capacity. By improving the available facilities there are potential benefits from the points of view of health, public perception of the Council and an increased income to the Council.

- Source funding for purchase of new mortuary van.
- Source funding for mortuary/cemetery facilities.

Skills and Knowledge Building

- Investigate training options starting with enabling the EHO to take part in a

commonwealth training fellowship.

- Identify individuals for training courses to be part of CLGF (Commonwealth Local Government Forum) Good Practice Scheme.

Sustainable Water Management

Any ways in which water quality and quantity can be improved and sustained should be explored.

- Prepare Information Note.
- Investigate potential funding sources e.g. Water Aid.

Maximising the supply of clean water from the treatment works

It was apparent that the condition of the roads and consequent journey time to the water treatment works, severely limited the efficiency of water distribution by the water tanker. Through a relatively small investment, by providing mains filling points for the bowser within the city boundaries, the process could be speeded up significantly and a more sustainable operation could be created.

- Investigate options and funding for provision of bowser filling points around the city.
- Funding for SALWACO for repair and maintenance of inlet pumps. Laboratory facilities etc.
- Improve pipe infrastructure throughout the city

Whilst the existing outlet pump capacity could potentially supply water to 60% of the city, if pipe infrastructure were present, the process is limited by the inlet capacity. This is partly due to the poor condition of the pump and lack of resources to maintain it in good order. There is a need to improve the filtration of raw water before it reaches the inlet pump to reduce wear and tear on it.

There are insufficient funds to maintain the laboratory facilities and thus analysis of water quality and dosing with chemicals is rudimentary.

Liquid Waste Disposal

- Seek funding for purchase of a septic tank emptier. (NB – it is important to build into this the need to maintain and sustain its use through parts and equipment supplies).

As mentioned above the provision of one vehicle for use between Bo and Kenema limits the capacity to operate an effective service. There are maintenance and repair issues in keeping the vehicle running. Being able to offer a more efficient and extensive service would not only improve sanitation but would increase income potential.

4.0 Waste Management

Preamble

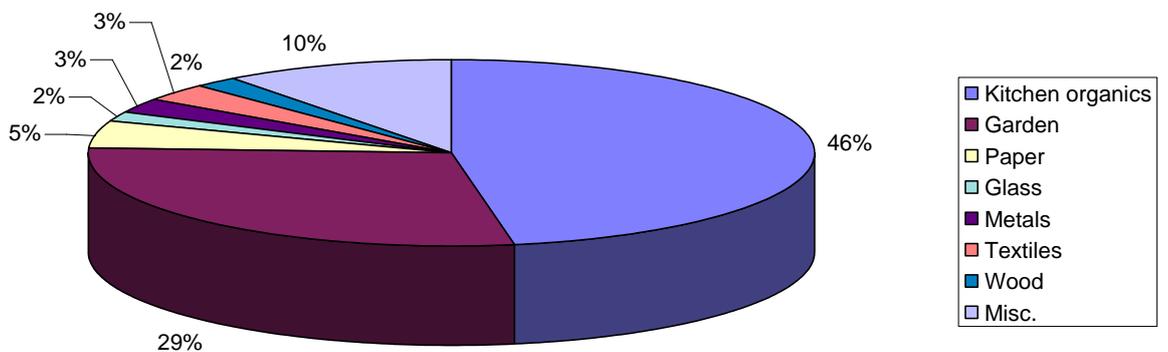
Presently a majority of residents dispose of their own waste within their own property boundary, (burning or burying). The remaining residents, mainly within the central area, dump their waste in unauthorised areas, many in the vicinity of the market areas. The council manages a number of markets, including two newly completed markets (one open and the other requiring finalising). A third new one is in the early stages of development.

The council employs a number of staff to clean these markets, and remove the dumps from around the wards and central town locations. It is estimated that they employ up to 60 council staff, as and when necessary. On top of this the Ministry of Health and Sanitation employ a further 50 staff for cleaning streets, but we have been informed that only 15 of these staff are fit to work. The Superintendent of the service has already stated that the 35 staff are not capable of work, and should be retired off as soon as possible and has already requested this to take place to the Ministry in Freetown. The Ministry of Health and Sanitation is presently in the process of being transferred to the local council control.



A waste analysis was carried out in 2005, with the general results showing that the estimated waste generated in any one week is 815 tonnes across Bo (42,413 tonnes per annum). Kitchen organics and garden waste account for three quarters (75%) of the total waste stream of Bo with other elements, paper, glass, metals, textiles and wood, generally accounting for a small proportion of waste. Table 1 shows composition of material collected within the City in 2006/07

Average Waste Stream Composition of all three areas



At the

present time Bo City Council owns:-

- One refuse compaction vehicle (new)
- One large heavy goods tipper lorry (new - high back)
- One large heavy goods tipper lorry (old – low back)
- A number of hand trucks
- Water bowser (new)
- Septic Tank emptying vehicle (owned by Ministry of Health and Sanitation)

Since the introduction of the new vehicles, the council has seen a large increase in fuel usage and with escalating costs, mainly due to size and having a vehicle that uses fuel to run the compactor arm. The council will need to increase output of the vehicles to off-set these costs.

4.1 Overall Impression

The overall impression of cleansing standards during visits to both market areas and street areas was that the council has shown a remarkable standard of cleansing within the constraints of the present infrastructure and considering the environment. Compliments are also due to the businesses for trying to keep the shop fronts clean. But there is still an enormous task in front of the council to achieve the very high standards they want to achieve in both street and market cleansing as well as the introduction of a full refuse service to both their residents and businesses.



Good waste management should not just be seen in isolation, but supporting:

- the overall improvements in Health,
- the aesthetic appearance to the town
- inward investment by the private sector into the urban town environment
- business growth and ultimately generation of new local jobs, thus creating a more sustainable environment.

4.2 Landfill Site

Currently the council has two landfill sites. The first being an unofficial site in the centre of Bo town (referred to as the central dump) which is adjacent to a swamp area. There was a major concern that the leachate is draining from the dump into the water course. The team was told that street cleansing staff and residents are still using this site for waste. This dump is also continually on fire. The council needs to stop this practice immediately. The site is believed to be on a 20 year lease and is up for renewal next year and the council would like to take a further lease and develop the site into a lorry park and other facilities. Before this can take place the site would need to have a full survey conducted on it and the waste removed.

The official landfill site is 5 miles out of town, approximately 2-5 hectares and is presently used for both solid and liquid waste. No purpose built facilities have been made available on site except for the

liquid waste.



The Ministry of Health and Sanitation is responsible for the provision of septic tank emptying. They own one machine and this is used by both Bo and Kenema. One machine is totally insufficient to provide any basic service to both these towns.

Central Dump

4.3 Bo Hospital

It was established that the provision of waste management was almost non-existent. Both clinical and domestic waste is collected not segregated and placed into a pit close to wards and burnt. The Ministry of Health and Sanitation had a mini incinerator built but, so small and unsuitable it cannot do anything, and with the clinical waste not being segregated, the process is totally unsafe and unhealthy to both patients and staff.



Waste accumulation in hospital grounds

4.4 No Effective Process for Waste Collection

Presently there are no waste collection schedules for collecting either refuse from resident's homes or businesses. Uncontrolled dumps have established themselves around Bo City Council over the years. These are estimated to be just in excess of 30 dumps, and some of these are located at market



areas, catering for the market and resident's waste. The only people who pay for disposal of refuse are the market traders through their rent. The Council's ambition is to provide a refuse service to all householders, but they require income to provide this service, and they need to purchase extra refuse vehicles.

With no extra resources to implement a full refuse service to the residents at present, it is recommended that a pilot scheduled refuse collection scheme be carried out within one ward using the new refuse compaction vehicle. By using the present unofficial dumping locations, it is proposed that the refuse compaction

vehicle be stationed at each of these points at a scheduled time on a scheduled day for up to say 3 hours, and allow residents to bring their refuse out and place it straight in the back of the refuse vehicle hopper. This will reduce the number of staff required to load the dumps in those locations, because the residents will place waste straight into the back of vehicles, so these extra staff could work on other projects. There will be a real necessity to carry out an intensive education campaign to ensure residents know when to bring their waste to the vehicle. This scheme will only be a temporary solution, and a more permanent scheme will be required for the future.

It is recommended that if funding becomes available, a second phase could be introduced, i.e. the provision of a full refuse skip service to the whole city. This would entail establishing across the whole city where the provision of skips would be located. It is recommended that the unofficial dump sites are used also, as clearly residents are already using these locations. Two skips per location should be provided, i.e. skip for bio-degradable waste and the other for general waste.

Processing of bio-degradable waste separately will not just allow the green, bio-degradable waste to be reused to enhance soil condition for growing vegetables but also make the landfill site more sustainable because of less waste being taken there. The landfill site would be used to manage both processes, but the compost once made would then be moved to other locations for easier public access.

It is also recommended that within areas of the city where residents have their own gardens for growing vegetables or flowers, an education programme should take place to encourage them to use biodegradable kitchen/garden waste to make their own compost. This would save transporting waste to landfill sites and save council funds for processing the material.

Action - Implement scheduled collection of waste at strategic points;

- Phase 1 with existing vehicle
- **Implementations** – BCC
- **Timescale** – Short

- Phase 2 – Provision of permanent skips for collections by multi-lift vehicle
- **Implementations** – Joint identification of funding sources
- **Timescale** – Medium

- Community education/sensitisation
- **Implementations** – Bo City Council

- **Timescale** - Short

4.5 Management of Landfill Site



It is highly recommended that the council immediately stops the usage of the unofficial dump within the centre of the town. Operatives and traders are still using this dump. The site is a health hazard with leachate draining from the area into the water course. The development of this site is discussed in more detail in a separate section. The council has a permanent landfill site out of town for its waste disposal but this needs to be managed

better to accommodate the rubbish currently being taken to the central dump.

The existing site is currently poorly managed with refuse vehicles just dumping anywhere on the site

What is needed is heavy plant equipment in the form of a front loading shovel, and permanent staff on site to manage the equipment and schedules. This would make the site more sustainable. The staff would also be required to process the composting process and prepare it for sale and access by the public.

Action - Re-develop present landfill site i.e. design and construct purpose built facilities.

Implementation – Bo City Council with partners to identify funding sources.

Timescale – Medium.

Landfill site management training;

Implementation – Partner to organise training delivery.

Timescale – Medium.

Action - Provision of front load shovel.

Implementation – Bo City Council with partners to identify funding.

Timescale – Medium.

4.6 Street Litter

An extensive amount of time is spent cleaning general litter from the highway, mainly due to the poor infrastructure. Business traders and residents normally sweep their own frontage into piles and then the street sweep clears the highway, including the gullies and pick up the piles. If street litter bins



were provided operational time for cleaning streets would be reduced, and a higher standard of service could be achieved as the cleaner can cover a larger area.

There are two options for purchasing these litter bins. The first i.e. to have litter bins made and then given to businesses to buy for advertising space to fund them has already been considered by Bo City Council. However this has been put on hold because the council does not have enough funds to purchase the bins. The other option is to have businesses sponsoring litter bins. They would purchase the bins outright and have them installed outside their premises and be allowed to advertise their businesses on the side of the bins. They could sponsor as many litter bins as they like and have them placed around the towns, with no cost being incurred by the council.

Actions - Provision of bins by/for sponsorship.

Implementation – Partners to provide information and Bo City Council to implement campaign.

Timescale – Short.

4.7 Alternative Income Generation from Waste Collection Services

The Council is always looking to enhance its very small revenue budget. One opportunity for generating income would be to sell advertising space on the side of the refuse compactor vehicle. It is suggested that the advertising period be once a month. If this is not achievable, then the Council can advertise its own services, using the space to promote campaigns on issues like, litter dropping, health campaigns etc. These types of vehicles go all over the city and can make a large contribution to any campaign.

Actions - Advertise on side of refuse compactor vehicle, after establishing marketing campaigns to business.

Implementation – Bo City Council.

Timescale – Short.

Bo City Council would like to charge directly for waste collections. There are many advantages and disadvantages for collecting through the council tax or by charging per bag or by weight. Extra investigation is necessary into the advantages of both schemes before the council can make a final decision. It is proposed that a further paper is prepared by Bo City Council about these possibilities.

Actions - Investigate charging for domestic and business waste.

Implementation – UK officers to provide background papers for BCC to make a decision on the way forward.

Timescale – Short.

4.8 Clinical Waste Disposal



There are no good management processes for managing clinical waste within Bo City. As far as can be established, this type of waste is only found within the hospital complexes. There is a practice of not segregating the domestic waste from the clinical waste within the hospital, which is a totally unacceptable practice. Neither the hospital nor the council have an incinerator capable of processing clinical waste and they end up having all the waste within a dug out pit within the hospital grounds close to wards, where the hospital staff try to burn it. There is an urgent

need to implement a new facility as soon as possible.

Actions - Investigate opportunities for shared incinerator facilities between

Bo hospital and the public and private sectors.

Implementation – Ministry of Health and Sanitation.

Timescale – Short.

5.0 Governance in Bo

During the follow up visit in February 2008, the opportunity was taken to discuss governance issues in Bo City Council. The people who took part in the discussion were 6 Bo City councillors including the Mayor and Deputy and Councillor Knight from Warwick District Council. They were asked questions about governance as they perceived it in Bo City Council. The questions used were taken from CIPFA “Delivering good governance in Local Government”.

1. The councillors were clear about what the authority is trying to achieve and they were focussed on the need for service delivery as they were close to their ward committee members and answerable to them.
2. They wanted more information about how much money the council received from government grants so that they understood what the council could or could not do and to know that devolved funds were used appropriately.
3. They wanted to know more about how ministries were implementing their devolved functions.
4. They were concerned that 4-year election cycles meant their training and experience during the 4 years could be wasted especially if their party were beaten through illegitimate practices at the election.
5. Regarding the relationship between themselves and officers, they were happy with the mutual understanding between them. They said that in some councils members were not listened to but this was not so in Bo City Council.
6. They were happy with the openness of meetings and the opportunity to speak if they wanted to. They were concerned that the general public never attended their meetings even though they were free to do so. However that may be because the public has no speaking rights.
7. They have strong committees for each of the council functions and that is where most of the scrutiny is undertaken – effectively, they thought. However there was always room for improvement.
8. They felt they were well briefed orally at meetings, and that these briefings were reflected in the minutes (they do not receive papers before meetings apart from agendas).

It was agreed that member training would be very useful but not until after the next local elections in 2008. Topics for training would be

- Financial management
- Environmental development
- Waste management
- Public awareness raising
- Project implementation/ scrutiny (e.g. of Bo/Warwickshire programme)
- Gender empowerment
- Valuation training
- Identification of training materials.

The impression given by the Bo councillors was that despite the differences of resources available, the needs of members in Bo City were very similar to the needs of members in our local councils in Warwickshire. The involvement in the community through ward committees seemed to be effective and something from which members of Warwick District council could learn.

UPDATE

Since the initial investigation by the Warwickshire team, the new national government has changed the boundaries between Bo City and Bo District Councils. This will have an effect on governance because it will result in less revenue for BCC. Also the number of councillors will increase from 12 (4 for each of 3 wards) to 18 divided into 5 for 2 of the wards and 8 for the other one. The effect of this will be to make it difficult for the new councillors to know what is going on in which sections of the ward and to represent their constituents effectively. It will certainly need a new approach to their work.

Chapter 6

3 Year Action Plan

The main section numbering of the tables below follows that of previous chapters. Not all of the items which have been discussed within the report can be acted upon without further work. This table identifies the actions which the group believes could be acted upon within the suggested timescales.

Short Term = 0 - 6 months
 Medium Term = 7 - 18 months
 Long Term = 19 - 36 months

ISSUES	ACTIONS	IMPLEMENTATION	TIMESCALE	ESTIMATED COST IF KNOWN
1 PLANNING				
1.1 Lack of effective land use and spatial planning	Preparation of a Local Plan	BCC /OWL*	Short / medium	£50,000
1.2 Inadequate resource capacity and skills in planning	Implement appropriate training schemes to support Bo City Council planning staff.	OWL	Short/Medium	£15,000
	Identify personnel for training	BCC	Short/Medium	Nil
1.3 Lack of base plan information and mapping	Undertake base mapping, set up and implement GIS and use of satellite imagery.	OWL	Short/Medium	£25,000
	Identify potential sources of satellite imagery and mapping such as DACO / SLIS and Google Earth	OWL	Short/Medium	Nil

* BCC – Responsibility with Bo City Council

*OWL – Responsibility with One World Link and the Warwickshire team/Good Practice scheme funding

ISSUES	ACTIONS	IMPLEMENTATION	TIMESCALE	ESTIMATED COST IF KNOWN
2 FINANCE				
2.1 State of internal control	Internal Audit	Partly undertaken by VSO staff member. Training delivered during visit by Phil Triggs.	Immediate/ Short term	
	Segregation of duties	Now implemented by VSO staff member	Short term	
	Accounting Transactions procedures needed	VSO staff member in process of implementing	Short term	
	Accountancy System computerisation and associated training		Long term	£15,000
	IT security		Long term	
2.2 Budgetary Control carried out by top management only	No action required			
2.3 Lack of suitable IT/hardware	Identify potential funding sources for the provision of hardware/software	Phil Triggs/Nicola Cumberledge	Medium term	£15,000
2.4 Accounting, reporting and closedown procedures need to be more timely	Provision of guidance note. VSO staff member currently addressing this issue.	VSO	Short term	

ISSUES	ACTIONS	IMPLEMENTATION	TIMESCALE	ESTIMATED COST IF KNOWN
2 FINANCE				
2.5	Rating Valuation	Computerise the Valuation List and Rate Demand Note function.	Valuation Dept	Short term
		Bring the state of the hard copy Lists and valuation calculations up to a suitable professional standard.	Valuation Dept	Short term
2.6	State of Finance office accommodation.	Refurbish Treasurer's and Valuation Officer's office accommodation which is currently in a very poor state, reflecting badly on the professionalism of these functions.	BCC	Short term
2.7	Training packages for staff	Packages to be identified costed and delivered.	OWL / Good Practice scheme	Short to medium term £15,000

ISSUES	ACTIONS	IMPLEMENTATION	TIMESCALE	ESTIMATED COST IF KNOWN
3 ENVIRONMENTAL HEALTH				
3.1 Market Sanitation	Provide wells and toilets for markets where there are no existing facilities	Owl/Good practice scheme funding	Medium term	£10,000
	Repair & Maintain existing wells		Short/medium term	£5,000
3.2 Domestic Well Water Supplies	Provide 60 Community wells Improve hand dug wells to enable regular disinfection.	BCC Funding bid* BCC Funding bid*	Short term	£10,000
	Support for existing scheme for Chlorination of well supplies and provide for health education awareness campaigns.	BCC Funding bid*		£2,000
	Plan ahead with links to Planning for infrastructure/siting of wells supplies	See section 1.		N/A
	Investigate options for improving supply chain for maintaining hand pumps.			N/A
3.3 Improving facilities for dealing with the deceased	Source funding for mortuary/cemetery	BCC/Richard Hall.		
3.4 Skills and knowledge building.	Investigate training options and Commonwealth Fellowship.	Richard Hall to investigate CIEH (Chartered Institute of Environmental Health)	Short term	N/A
	Identify individuals for CLGF	BCC	Short term	N/A
3.5 Sustainable water management	Prepare information note.	Clive Harridge/Richard Hall	Short term	N/A
	Investigate potential funding sources eg Water Aid	To be advised.	Medium	N/A

ISSUES	ACTIONS	IMPLEMENTATION	TIMESCALE	ESTIMATED COST IF KNOWN
3 ENVIRONMENTAL HEALTH				
3.6 Maximising the supply of water from the treatment works	Provision of filling points for bowser within town centre area.	OWL/SALWACO/BCC	Short term	£3,000
	Improve laboratory facilities and supply of treatment chemicals.			£2,000
	Improve inlet filtration and pumps.			£3,000
	Repair main water supply pipes.			£10,000
3.7 Liquid waste disposal	Provide additional septic tank emptying vehicle	OWL/BCC	Medium	£50,000

* Bid through Decentralisation Secretariat and Ministry of Local Government

ISSUES	ACTIONS	IMPLEMENTATION	TIMESCALE	ESTIMATED COST IF KNOWN
4 WASTE MANAGEMENT				
4.1 No effective process for waste collection	Implement scheduled collection at strategic points – Phase 1 – with existing vehicle;	BCC*	Short	NIL
	Phase 2 - Provision of permanent skips for collection by multi – lift vehicle	Joint identification of funding sources	Medium	£86,000 - £100,000
	Community education/sensitisation	BCC*	Short	£5,000
	Provision of Multi- load vehicle/skip	BCC with partners to identify funding*	Medium	£210,000 - £250,000
	Provide for repair and maintenance. Training in both operational use and maintenance of plant			
4.2 Management of Landfill site	Re-develop present landfill site i.e. design and construct purpose built facilities.	BCC with partners to identify funding sources*	Medium	
	Landfill site management training.	WCC to organise training delivery.	Medium	£3,000
	Provision of front load bucket	BCC with partners to identify funding sources*	Medium	£50,000
	Provide for repair and maintenance. Training in both operational use and maintenance of plant			
4.3 Street Litter	Provision of bins by sponsorship.	WCC to provide information.	Short	
4.4 Alternative income generation from waste collection	Advertising on refuse vehicles	BCC	Short	Income
	Investigate charging for domestic waste collection	WCC to prepare information.	Short	
4.5 Clinical waste disposal	Investigate opportunities for shared incinerator between hospitals in the public and private sectors.	Ministry of Health and Sanitation/BCC to investigate with private sector.	Short	

* BCC funded through bid to Decentralised Secretariat and Ministry of Local Government

ISSUES	ACTIONS	IMPLEMENTATION	TIMESCALE	ESTIMATED COST IF KNOWN
5.0 GOVERNANCE				
5.1 Extent to which Corporate Aims are understood and drive strategy.	Skills training for ward members re. corporate aims and financial monitoring etc. Further survey of needs required post elections -	WDC	Short term	
5.2 Working together/community Need govt. grant on time so that visual evidence of services being delivered attracts public support Community does not understand fully what council is responsible for Community development courses	Workshops to bring together councillors and public on what joint work could be done without dependence on govt.	BCC/ Decentralisation secretariat/WCC/OWL	Medium to Long	
5.3 Accountability	Training workshops on government grants and implementation and on financial processes and budgeting	BCC/OWL/WCC	Medium starting Feb 2008	
5.4 Decision making and scrutiny?	Further survey of needs required -	WDC	Short to medium	
5.5 Capacity and training	Workshops after election	BCC/OWL/WCC	Short/Medium	

Chapter 7 – Implementation

Warwickshire Councils are working together with Bo City Council, Warwick OWL and other partners to identify and tap appropriate funding sources to deliver this Action Plan.

In the short term the Commonwealth appears to offer the quickest route to limited funding. The Warwickshire team together with Bo City Council is working on identifying members of staff who could benefit from a Commonwealth Professional Development Fellowship (CPDF) during 2008-9 and beyond. They plan to submit a first bid in April 2008. There is an urgent need for training about financial procedures (which it is hoped would be cascaded to other Sierra Leone councils). This will be investigated with CIPFA (Chartered Institute of Public Finance and Accountancy) and other sources.

Phase 3 of the Commonwealth Local Government Good Practice Scheme is expected to be launched in April 2008 and offers a good chance to enable OWL's Warwickshire local government partners and BCC to deliver a modest three year project on local government financial capacity building coupled with an element of initial waste management training. This is realistically the most likely source of funding in immediate prospect.

OWL and the Warwickshire team are also part of the UK Local Government Task Force on Sierra Leone and as such are part of a bid to the Decentralisation Secretariat (Dec. Sec.) -administered Trust Fund for local government cooperation and capacity building. It is hoped this will feature in Dec Sec's 2008 work plan when approved by the new Freetown Government. This fund pools EU, World Bank and UK Department for International Development monies.

Other possible funding avenues from the above sources and others such as the African Development Bank, private or third sector sponsor sponsorship are also being investigated. The Warwickshire team members are also sharing their experiences in Bo with their professional institutes and organisations and with networks such as Rotary. This has already led to a joint bid to CPDF with the Chartered Institute of Environmental Health and it is hoped will lead to funding for some of the smaller projects within the 5 themes of the programme.

There are a number of hurdles to be negotiated before successful implementation can be guaranteed, such as the imminent local elections in Sierra Leone and new boundaries to be accommodated. However the Minister of Local Government has said he is very keen on the kind of programme which Warwickshire local authorities and BCC are planning together. Certainly the proposed activities fit into the national decentralisation policy according to the 2004 Local Government Act.

APPENDIX 1:**VISIT PROGRAMME**

DATE	ACTIVITY
Monday November 12	Flight from Gatwick to Lungi Airport, Freetown
Tuesday November 13	Met at Freetown By Melvin Caulker (Chief Administrator Bo City Council) Breakfast discussion with Melvin Caulker and Emmanuel Gaima (DECSEC). (All) Travel from Freetown to Bo. (All)
Wednesday November 14	Meeting with Rashid K. Bongay, Paramount Chief. (All) Meeting with staff in Provincial Secretary's office including Deputy Secretary, Mr Maldah (Local Government Administration), Mr Matura (Senior Assistant Secretary). (All) Meeting with Superintendent J. M. Ngevad, Deputy Chief of Police. (All) Meeting with Mayor Wusu, Jo Pyne (Deputy Mayor). (All) Meeting with Councillors of Bo City Council including Chair of Health Committee, Chair of Planning and Development and Markets Committee, Chair of the Establishment Committee, Chair of Agriculture Committee. (All) Meeting with Eric Moosa and Environmental Health Team. Also met with Dr Stephens, District Medical Officer, Ministry of Health & Sanitation. (RH & GF). Tour of Bo with Mayor Wusu Sannoh. (CH)
Thursday November 15	Visit market areas and waste collection and disposal sites. (All) Meeting with Market and Parks Committee. (PT) Meeting with Environment Committee. (RH, GF) Lunchtime meeting with Pius George (local business man). (All) De-brief with Melvin Caulker at end of day. (All)

Friday November 16	<p>Meeting with staff at Lands and Country Planning Office, John Alinyoh (Acting Area Town Planning Officer). (CH)</p> <p>Tour of Bo with Mayor Wusu Sannoh. (CH)</p> <p>Meeting with Melvin Caulker and Environment Committee members. (RH & GF).</p> <p>Visit to SALWACO offices with Eric Moosa to meet Mr Fofana, Regional Manager, Mr Becker, Engineer and Mr Keino, District Supervisor. Visit to water treatment works. (GF & RH).</p> <p>Meeting with Mayor and Councillors of Kenema Council and tour of town centre. (All)</p> <p>Dinner with Bishop of Kenema. (All)</p>
Saturday November 17	<p>Action Pan Workshop at OWL Community Centre - also attended by Melvin Caulker and Mr Bart-Williams. (All)</p> <p>Reception at the Country Club guest house. (All)</p>
Sunday November 18	<p>Project Planning. (All)</p> <p>Tour of Bo with Mayor Wusu Sannoh. (CH)</p> <p>Meeting with Pius George (local business man) at the Country Club. (All)</p>
Monday November 19	<p>Attend opening ceremony of Regional Seminar of the Formulation of Grants Distribution, Bo City Council. (JK, CH, GF, RH)</p> <p>Training of Finance Staff. (PT)</p> <p>Meeting with Eric Moosa before lunch to discuss Environmental Health and Waste Management issues. Afternoon visit to Government Hospital. Met Administrator. (GF & RH).</p> <p>Return to Freetown and flight to Gatwick. (CH)</p>
Tuesday November 20	<p>Training and discussions with Valuation Staff. (PT)</p> <p>Meeting with Bo District Council. (RH, GF, PT)</p> <p>Meeting with SALWACO. (RH, GF)</p> <p>Meetings in Freetown with Country Director, World Bank Engle Bart from Iceland. Also meeting with ex Vice Presidential candidate and ex MP. (JK)</p>
Wednesday November 21	<p>Project planning. (GF & RH)</p> <p>Visit to Njala University and Bo Prison. (PT, RH & GF)</p> <p>Meetings in Freetown with Sarah Macintosh (British High Commissioner), Richard Hogg Head of DFID office and DFID staff, Honourable Dauda S Kamara (Minister for Local Government) and Emmanuel Gaima. (JK)</p>

Thursday November 22	Official opening of One World Link Community Centre. (JK, RH, GF, PT) Presentation of action plan to Mayor Wusu Sannoh, Melvin Caulker and some Council members and staff. (JK, RH, GF, PT)
Friday November 23	Return to Freetown and flight to Gatwick. (PT, RH, GF)
Wednesday 28 November	Meeting with Michael Johnson (Ministry of Lands and Community Planning, Freetown). Meeting held at London Euston Hilton Hotel. (CH)

KEY

CH – Clive Harridge

GF – Glenn Fleet

PT – Phil Triggs

RH – Richard Hall

JK – Jane Knight