



GOVERNMENT OF SIERRA LEONE

Coordination of Local Service Delivery

***A Handbook for all Ministries, Local Councils and
service delivery agencies***

**MINISTRY OF LOCAL GOVERNMENT & RURAL DEVELOPMENT
AND
OFFICE OF THE PRESIDENT**

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LIST OF ABBREVIATIONS

CA	-	Chief Administrator (of Local Council)
CSO	-	Civil Society Organisation
DBOC	-	District Budget Oversight Committee
DO	-	District Officer
DP	-	Development partner
IMC	-	Inter-Ministerial Committee on Decentralisation
INGO	-	International non-governmental organisation
LC	-	Local Council
LGA2004	-	Local Government Act 2004
LGSC	-	Local Government Service Commission
LoCASL	-	Local Councils Association of Sierra Leone
LTPC	-	Local Technical Planning Committee
MDA	-	Ministries, Departments and Agencies
M&E	-	Monitoring and evaluation
MLGRD	-	Ministry of Local Government and Rural Development
MOFED	-	Ministry of Finance and Economic Development
MP	-	Member of Parliament
NDP	-	National Decentralisation Policy (2010)
NGO	-	Non-governmental organisation
PC	-	Paramount Chief
PCC	-	Provincial Coordinating Committee
PTT	-	Performance Tracking Table
SMT	-	Senior Management Team

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FOREWORD BY HIS EXCELLENCY THE PRESIDENT

My mission in Government, as outlined in the Agenda for Change, is to transform the lives of the citizens of Sierra Leone. It is my ardent belief that development and improved services for the people can be more effective when delivered through decentralised structures of governance. This requires strong collaboration between central and local government institutions.

Effective delivery requires everyone across the central and local governments to respond flexibly, energetically and intelligently to the demands of the particular challenges at hand. Crucially it requires that everyone works well together. If we fail to work together, we squander huge opportunities to improve the living conditions of our people. The people of Sierra Leone need a government which can deliver effectively.

I am therefore issuing this Handbook for the Coordination of Local Service Delivery. It is intended to be a short and practical guide to coordination and collaboration that will ensure successful local service delivery and the development of the nation.

The Handbook complements and bridges gaps between formal policies that are already in existence. It would be impossible for any document to describe exhaustively how public servants, whether political, administrative, technical or other players in development, should cooperate in their day to day work. No handbook could ever replace common sense. However, I believe there is great benefit in setting out basic guidelines which all public servants should follow, and in describing recommended best practice.

I would like to thank the Chief of Staff, the Minister of Local Government and Rural Development and the Open Government Initiative who commissioned this handbook.

I urge you to read it, to follow the guidelines it sets out, and to implement the recommended best practice it describes, wherever appropriate.

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It will help us to build on the many excellent examples of effective coordination and collaboration already displayed throughout central and local governments. And it will take us another step forward towards creating a more prosperous Sierra Leone in which every citizen can fulfil his or her destiny.

Dr Ernest Bai Koroma
President

STATEMENT OF PURPOSE BY THE MINISTER OF LOCAL GOVERNMENT AND RURAL DEVELOPMENT

Under the Local Government Act, 2004 and the National Decentralisation Policy, Local Councils now have responsibility for delivering many services that are essential to improving the livelihoods of our people and the development of the nation. Local Councils are also responsible to coordinate local development planning, and to coordinate and harmonise the execution of programmes and projects by public bodies and non-governmental organisations in their localities.

The process of devolving functions from Ministries, Departments and Agencies of Central Government to Local Councils requires good coordination and cooperation within and between central and local governments. Effective collaboration is essential in the development and implementation of policy, and in the planning and delivery of services, if limited resources are to be utilised well to improve the lives of our people. Without it, resources are wasted. Essential services will not be provided where needed. Communities will not benefit from development initiatives. In short, the Government's development objectives will not be achieved.

Successful collaboration and coordination requires all personnel in central and local governments, at every level of seniority, to work together cooperatively, selflessly and with professionalism. Institutions and individuals must work together towards the shared goal of serving the people. Mutual respect between and among elected officers and employed officials is essential. Whilst they have different roles and responsibilities, all are public servants.

This handbook provides guidelines and recommended good practice on how Ministers of Government, Local Council Mayors / Chairpersons and councillors, officials of Central Government and Local Councils, and traditional authorities should work together to ensure successful implementation of policies that are essential to improving local service delivery and the development of the nation.

I wish to extend my profound thanks and appreciation to the Chief of Staff for his invaluable contribution and support to me, to the officials of my Ministry, and to

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the Commonwealth Secretariat and Africa Governance Initiative for their support in the preparation of this Handbook.

The guidelines are intended to complement the laws, rules, regulations and Codes of Conduct currently in force that affect the conduct of both central and local government affairs. They provide advice and good practice that, when followed, will improve service delivery. I urge all within the central government and local government bodies to follow the advice herein. By doing so, you will contribute to enhancing the development of our nation and the quality of life of our people.

Ambassador Dauda S. Kamara

Minister of Local Government and Rural Development

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1. INTRODUCTION

This is a handbook for everyone involved in making and implementing policy relating to local service delivery, whether in an appointed or elected political position, as a civil servant or salaried staff member of central or local government, or as a partner in development.

The handbook is compiled in three main chapters. Chapter 2 briefly sets out the institutional framework within which services are delivered at the local level. It describes principal roles and responsibilities of the main institutional actors at central, regional and local levels.

Chapter 3 focuses on Coordination for Improved Service Delivery. It sets out advice, guidance and recommended good practice which, when followed, will improve cooperation and collaboration within and between institutions, which will in turn help substantially to improve service delivery outcomes.

Chapter 4 sets out advice that will assist in the implementation of performance management through Presidential Performance Contracts.

2. INSTITUTIONAL FRAMEWORK: ROLES AND RESPONSIBILITIES

A. Central Government Stakeholders

i) Ministry responsible for local government

The Ministry responsible for local government (MLGRD) has national policy and supervisory responsibility for all matters relating to decentralisation and local governance, including monitoring, providing technical guidance to local authorities, and resolving conflict. The Minister for local government is responsible to Cabinet on all matters relating to local government and provincial administration. The MLGRD is the central point for national communication and coordination of local service delivery. It coordinates the shaping of national policy to ensure that local service planning and delivery is implemented and monitored effectively, so as to support development across the country.

ii) Ministries, Departments and Agencies

Ministries, Departments and Agencies (MDAs) have national policy and oversight responsibility for the sectors they represent. Whilst some public services are provided directly by the central Government (eg. energy, trunk roads, national policing), delivery of many of the public services that are essential for development and the wellbeing of our communities has been devolved to Local Councils (LCs).¹ MDAs are responsible for the framework of national policy and standards, against which they monitor local performance and provide technical guidance. The Ministry of Finance and Economic Development (MOFED) is responsible for fiscal decentralisation policy together with the MLGRD, and is responsible for the disbursement of funds to all MDAs and to LCs.

¹ Service functions currently devolved to LCs include primary and secondary health care, primary and junior secondary education, rural water, health and sanitation, youth services, social assistance services, agriculture, solid waste management and fire fighting services (city LCs). Further functions are slated for devolution as stated in the LGA 2004 and LG (Assumption of Functions) Regulations No 13 of 2004.

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iii) Parliament

Parliament is the national legislature, and oversees the activities of Government institutions. Parliament maintains oversight of local service delivery through approving LC budgets within the national budget framework, and by scrutiny of LCs' audited accounts. The Parliamentary Committee on Local Government maintains oversight over policy and activities relating to local government, and may undertake studies or investigations into specific issues.

B. Regional and Local Stakeholders

i) Ministry responsible for local government

a) Resident Minister

The Resident Minister² of each region is chairperson of the region's Provincial Coordinating Committee (PCC) which is the statutory body established to ensure the coordination of local service delivery in the region. Resident Ministers report politically to the President. On matters relating to local governance, decentralisation and service delivery in their regions, they should provide feedback to the Minister responsible for local government and copy to the Inter-Ministerial Committee on Decentralisation (IMC).

² There is a Resident Minister currently for each of the eastern, northern and southern regions.

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b) Provincial Secretary

Where there is a Resident Minister, the Provincial Secretary works under the supervision of that Resident Minister. As the administrative head of a region, the Provincial Secretary reports administratively to the Permanent Secretary, MLGRD. The Provincial Secretary is Secretary of the PCC, and coordinates the work of District Officers in the region.

c) District Officer

The District Officer (DO) serves as the Government's principal liaison and administrative officer in each of the districts outside the Western Area. The DO supervises chieftom administration to ensure good governance, and plays an enabling role to support decentralisation and decentralised service delivery. If difficulties and blockages to devolution are identified within the district, the DO may mediate conflict and facilitate local solutions. The DO reports to the Provincial Secretary on local governance and service delivery matters that call for regional or national attention.

ii) Members of Parliament

The primary role of Members of Parliament (MPs) is to represent their constituents in Parliament. An MP's development vision for her/his constituency should be in harmony with the LC's development plan.

iii) Local Council

The elected Local Council (LC)³ is the principal development authority in a locality. The LC prepares the development plan for the locality, and its budget is based on the development plan⁴.

³There are nineteen Local Councils, comprising thirteen district councils and six municipal city councils.

⁴ Part XI of the Local Government Act 2004

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The LC is accountable for the management and delivery of devolved services, and is responsible for the coordination and harmonisation of programmes and projects promoted or carried out by public corporations, statutory bodies and NGOs in the locality⁵.

The Council meets monthly to determine policy and review service issues inter alia. Committees established by the Council perform functions determined by the Council and make recommendations to the full Council in respect of major service areas. LCs operate within a framework of transparency and openness. Council meetings are open to the public. Council decisions, budgetary and planning information are publicly available.

Overseen by the Local Government Service Commission (LGSC), LCs employ core staff headed by a Chief Administrator (CA). Devolved services are staffed by personnel devolved to work for the LC from the sector MDA,⁶ and/or by staff employed directly by the LC.

iv) Councillors

Each LC comprises an elected Mayor (city council) or Chairperson (district council)⁷ together with ward councillors who are residents of the ward elected to represent the interests of their ward, and Paramount Chief (PC) councillors chosen from among their number to represent their interests. Councillors have no individual executive power, but serve to represent the people of their ward on the Council. Each councillor serves on at least one of the Council committees. Each ward committee is chaired by the ward councillor.⁸ The Deputy Chairperson of each LC is a councillor elected by the councillors from among their number.

⁵ Section 20(2)(f) of the Local Government Act 2004

⁶ Under the NDP, full devolution of human resources to LCs overseen by the LGSC shall take place by 2016.

⁷ The term Chairperson shall be used in this Handbook for both Chairperson and Mayor.

⁸ Under the NDP and proposed revisions to the LGA 2004, in localities where there is a system of paramount chieftaincy, the ward committee shall be chaired by the Paramount Chief.

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v) Ward Committees

Ward committees of the LC are the focal point for:

- a. discussion of local issues and problems relevant to decentralisation
- b. making proposals to the Council for development and service priorities
- c. awareness raising and mobilising the community for self help and development.

Each ward committee is chaired by one of the ward councillors elected from the ward, who should represent the views and interests of the residents of the ward to the LC. The ward committee is comprised of all councillors elected from the ward, the PC and up to ten ward residents, including at least five women, who should be elected in a public meeting reflecting the wishes of the population and not based on party political affiliation.

vi) Traditional authorities

Paramount Chiefs (PCs) are the custodians of tradition of their chiefdoms, and chair their chiefdom council, with the primary function of maintaining stability and harmony in the chiefdom. Chiefdom authorities must cooperate with the LC to support its role in development and service delivery, including in the collection of taxes and payment of precepts. As agents of development, PCs should work in harmony with their LC to secure development that will benefit the people and the area.

Each PC is a member of the LC ward committee/s in his or her area⁹. Representatives of the PCs in a locality serve as councillors on the LC.¹⁰

⁹ Under the NDP and proposed revisions to the LGA 2004, it is proposed that the PC shall chair the ward committee.

¹⁰ Under the NDP and proposed revisions to the LGA 2004, it is proposed that Tribal Headmen shall be represented on the LCs in the Western Area.

C. Civil society organisations, non-governmental organisations and development partners

Civil society organisations (CSOs), non-governmental organisations (NGOs) and development partners (DPs) play a range of different roles in service delivery: giving support to planning; implementation through direct delivery of services; monitoring, evaluation and review. NGOs and INGOs must register with the LC of any locality where they work, and pay a one-off administrative fee to each such LC. Registration enables the LC to ensure that NGO programmes are aligned to the local development plan, and to ease coordination. CSOs, NGOs and DPs must engage with the LC in the preparation and review of the local development plan.

3. COORDINATION FOR IMPROVED SERVICE DELIVERY

Mutual cooperation and effective coordination is needed within and between institutions and agencies of central and local government. Many public services are interconnected. Coordination within and between different sectors is crucial to ensuring efficiency and effective service delivery.

A. Central to central level coordination

i) Cabinet

Cabinet is collectively responsible for Government policy and decisions on national issues.

- All Ministries must act in accordance with Cabinet decisions.
- Before presenting any proposal to Cabinet, the responsible Ministry should consult with other Ministries and stakeholders who have an interest or would be affected by the proposal.
- Ministers shall ensure that Cabinet decisions affecting their Ministry are communicated to all through the Permanent Secretary and that decisions are followed.

ii) Inter-Ministerial Committee on Decentralisation (see also page 19 below)

After Cabinet, the Inter-Ministerial Committee on Decentralisation (IMC) is the highest policy and coordination body between central and local governments on decentralisation. The IMC is chaired by the Vice-President and its membership includes Cabinet Ministers with responsibility for key devolved service sectors¹¹ and Local Council representatives.¹²

¹¹ The Ministers are responsible for local government; finance; development and economic planning; education; health and sanitation; agriculture; works and the Attorney General are members of the IMC.

¹² Four LC chairpersons, elected from among their number.

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The IMC oversees the development and implementation of the decentralisation process, including addressing and resolving conflicts in policy or implementation. The IMC makes recommendations to Cabinet on policy and national issues affecting decentralisation.

iii) Ministry responsible for local government and other Ministries, Departments and Agencies

MDAs must work together in the development of national policy and the planning and monitoring of programme initiatives that relate to decentralisation or delivery of services to local communities. Cooperation between MLGRD, MOFED and service sector MDAs is especially important.

Monitoring and evaluation (M&E) of service delivery and development programmes enables different stakeholders to assess performance, take corrective measures where needed and make improvements. Coordination of M&E is essential for effective service planning and improved outcomes for the people.

- MDAs including MOFED and service sector MDAs, and the MLGRD must communicate and cooperate together in the development of frameworks for setting targets for performance and for M&E that are consistent, comprehensive, compatible and in synergy.

Coordination within and between MDAs (intra-sectoral and inter-sectoral) is also essential at the regional and local level.¹³

To ensure effective coordination within Government:

- Regular dialogue between the Office of the President, MLGRD, MDAs and national non-governmental stakeholders on decentralisation and local service delivery is essential;

¹³ See below, at pages 21-22 and pages 24-25

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- Cooperation and collaborative working between the Ministers and officials of MLGRD and MOFED is especially important, through regular dialogue, information sharing and engagement in joint research, planning and monitoring to develop and implement policies for improvement of local service delivery;
- The MLGRD shall take the lead to engage with MOFED and sectoral MDAs to develop consistent policies, implementation plans, databases and monitoring tools that support improved service delivery through devolution /decentralisation;
- The MLGRD, MOFED and other MDAs that maintain databases and information on local government shall share information within Government and with LCs and other stakeholders to inform policy, implementation, monitoring and evaluation;
- The MLGRD shall develop reporting templates for use by LCs, DOs and others for systematic reporting and data collection;
- All MDAs must engage the MLGRD from the outset when formulating a policy initiative relating to decentralisation or local service delivery. They shall agree which shall be the lead Ministry and the process to be adopted to achieve cooperation, coordination, and participation of appropriate actors;
- The MLGRD shall likewise engage relevant MDAs at the outset with regard to initiatives that impact on their mandate. The MLGRD shall lead, co-Chair or contribute as appropriate;
- MDAs and the MLGRD shall share M&E information, coordinate training and undertake joint monitoring.

iv) Ministry for local government and Parliament

The MLGRD and Parliament shall cooperate in order to enhance the performance of their respective functions.

- The MLGRD shall brief Parliament, especially the Parliamentary Committee on Local Government and other Parliamentary Committees that oversee public services, on policy and shall make legislative proposals to improve local service delivery.

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- Oversight Committees of Parliament shall brief the MLGRD on matters coming to their attention which may impact on service delivery, and may make recommendations.
- The MLGRD shall take cognisance of recommendations of Parliament and its Committees.

B. Central and regional to local level coordination

i) Inter-Ministerial Committee on Decentralisation

So as to ensure effective coordination of policy development and implementation at the highest level within Government, and between the Central Government and LCs:

- the IMC shall meet at least every three months;
 - all members of the IMC must attend personally wherever possible;
 - the IMC shall consider policy proposals impacting on decentralisation, monitor progress and decide on remedial action to resolve problems;
 - MLGRD shall have a nominated contact officer for IMC Secretariat duties. This officer shall update the IMC Secretary (the Permanent Secretary MLGRD) regularly, and report to the Ministry's senior management team (SMT) on IMC matters at least every month.
- The IMC Secretary shall:
 - prepare the Agenda for IMC meetings which shall be circulated to all members at least one week before the meeting;
 - liaise with MDAs for the preparation of reports for consideration at the meeting, which shall be circulated with the Agenda;
 - prepare Minutes and Action Points, and send to all members within two weeks after an IMC meeting, copied to Provincial Secretaries and the Local Councils Association of Sierra Leone (LoCASL);

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- follow-up with members of the IMC to monitor progress on agreed Action Points, and ensure actions are implemented in a timely manner.
- The LC representatives on the IMC shall report on major issues and developments in the region they represent. Their reports shall be based on reports prepared by all the LCs of the region for the region's PCC meetings.
- The IMC may set up sub-committees for specific issues, with terms of reference and time frames for reporting.
- The MLGRD shall co-ordinate the reporting from any Sub-Committee to the IMC.
- The IMC shall report annually to the President and to Cabinet.

ii) Provincial Coordinating Committee

Coordination and collaboration in the provision of public services in the region is the main purpose of the Provincial Coordinating Committee (PCC). It is the regional forum in which opportunities and challenges for the coordination of service delivery are to be addressed.

The PCC's effectiveness as a coordinating body shall be enhanced by taking the following actions:

- The PCC shall meet every three months;¹⁴
- Members of the PCC shall report on progress of major Government, LC and other projects within their locality;
- The PCC shall agree actions and recommendations, stating the body or post-holder responsible for implementation and the time frame;
- The Provincial Secretary (PCC Secretary) shall submit Minutes and action points from a PCC meeting to all the PCC members and to the MLGRD within seven days after the meeting;
- Actions undertaken and outcomes shall be reported to PCC Secretary and to the next meeting of the PCC;

¹⁴ This is a legal requirement under section 102(2) of the LGA 2004

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- Issues for national consideration shall be referred by the PCC Secretary to the MLGRD for advice and / or action;
- Matters reported by LCs to the PCC shall form the basis of the reports of the LC representative to the IMC;
- Provincial Secretaries shall meet regularly with regional MDA officers, and report to the PCC on matters relevant to the PCC's remit.

iii) Ministry for local government, MDAs and Local Councils

LCs must be familiar with all national policies relevant to decentralisation and the planning, delivery and monitoring of devolved services.

- The administrative heads of MDAs shall inform the MLGRD, including the Provincial Secretaries, and LCs of key policy and national programmes relating to devolved functions and associated services within their sector.
- The MLGRD shall ensure that all LCs are briefed on Government policy, through the DOs and LoCASL where appropriate.
- MDAs shall have a focal person at local (district) level for all communications between the MDA, the DO (who serves as the MLGRD's focal person) and the LC.

Devolution involves LCs taking responsibility for managing the human (personnel), financial and administrative aspects of the service. Devolved service heads are accountable to the LC for all aspects of the delivery of the services whether funded by the LC through Government or through support of external agencies.

- MDAs must communicate clearly from national to regional and local levels, and especially to those staff performing devolved functions that, pending full HR devolution, staff undertaking devolved functions are accountable to the LC for their performance.

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- Heads of devolved services must work closely with their LC, as members of the LC's SMT.
- The heads of devolved services shall attend Council meetings, and meetings of relevant council committees. They shall make proposals, prepare reports, and account for implementation. They shall attend the Council's SMT meetings, and shall contribute to the Council's corporate priorities in cooperation with colleagues.
- MDAs shall ensure that training, materials and equipment are available to enable LCs to fulfil their role in managing the delivery of devolved services.
- MDAs shall report to LCs and the MLGRD on the outcome of monitoring of service delivery, and shall coordinate with these and other stakeholders to improve outcomes in line with national priorities.
- MOFED shall ensure timely fiscal transfers to LCs. MOFED shall inform the MLGRD before fiscal transfers are made to LCs, and shall also ensure that transfers are publicised for the information of national and local stakeholders.
- LCs shall ensure timely returns to MOFED as required.
- MDAs shall inform the DO prior to an official visit by any Government Minister to a district.

C. Local to local level coordination

i) Local Councils

a) Within the Local Council

The Council has a legal duty to meet every month. The chairpersons of service committees should report to Council, and implement Council decisions. Debate and decisions of Council should be informed by reports from ward committees including minutes of ward committee meetings. Feedback from Council or relevant committee meetings shall be reported to the ward committees by their ward councillor.

The Chairperson is the political leader of the Council. As the administrative head of the Council, it is the duty of the Chief Administrator (CA) to implement lawful decisions of Council and in doing so the CA coordinates its technical and administrative machinery, including management of the staff. The LC's senior management team (SMT), led by the CA, should identify priorities and challenges affecting service delivery, monitor progress against targets and allocate tasks. Good communication between the Chairperson and the CA is essential.

- The CA shall brief the Chairperson daily, to lead and coordinate the business of Council.
- The LC Chairperson shall:
 - meet each Committee Chairperson at least every two weeks, including before each Council meeting;
 - chair a meeting each month with the LC's Deputy Chairperson, all Committee Chairpersons, the CA, Deputy CA, and devolved service Heads to review major service delivery issues, and address issues impacting on service delivery.
- The CA shall do the following:
 - Manage and coordinate relevant staff to ensure implementation of Council decisions;

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- Chair SMT meetings with all core staff and the heads of devolved services. The SMT shall meet at least once every month to coordinate the implementation of LC policy. SMT meeting minutes and action points shall be circulated within 48 hours of any meeting to all SMT members, and followed up for reporting to the next meeting. The SMT shall decide what information shall be disseminated to other LC personnel, which shall be done within 72 hours;
- Regularly meet core staff and heads of devolved services to supervise, monitor and address challenges in service delivery. When the CA has delegated duties to a member of staff, the CA and the staff member shall both take responsibility for ensuring the CA is informed of progress as necessary;
- Resolve conflicts between or affecting different service areas, relating to prioritisation of resources, duplication or service failures that impact on other services, and report or refer to the Chairperson for intervention as appropriate.
- The LC Chairperson and the CA shall ensure that their Deputies are:
 - fully informed and briefed on key issues;
 - allocated with a specific portfolio of responsibilities;
 - empowered to effectively undertake the substantive post-holder's duties in his/her absence.

Many services and sectors are interconnected. So as to promote information sharing and coordination between and within sectors:

- Sector heads should hold regular management meetings so that their staff are well informed and empowered to contribute to the development and implementation of local and sectoral objectives
- Inter-sectoral information exchange and meetings shall be held to ensure that each sector or organisation is contributing most effectively to the achievement of good service delivery outcomes
- The LC shall convene inter-sectoral coordination meetings at least three times a year, which shall include representatives of the LC, MDAs, District Budget Oversight Committee Chairperson, CSO, NGO and DP representatives, and the DO (who may co-chair such meetings with the

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LC CA). These meetings will provide an overview of: sectors' and organisations' service delivery objectives and priorities; projects and programmes being planned or implemented; related M&E, so as to ensure synergy and sharing of information, and thereby avoid duplication or other inefficient use of resources.

b) Ward Committees

To enable ward committees to play a constructive role in implementing and promoting decentralisation and citizens' participation in the development of their communities, ward committees shall:

- meet regularly, at least once every two months;
- encourage the engagement and cooperation of ward residents to identify actions for improving the development of the ward;
- ensure the involvement of women and men across a range of ages in the deliberations of the committee;
- participate in the monitoring of service delivery within the ward and report to the LC on performance in service delivery within the ward.

To support and enhance their role as the elected representative of the ward on the LC, ward councillors shall:

- take steps to ensure a working relationship with the PCs in their wards that is based on mutual trust;
- report to the PC and ward committee on LC policies and proposals that affect the ward;
- ensure that decisions and views of the ward as expressed through the ward committee are reported to the LC.

c) Local Technical Planning Committee

The Local Technical Planning Committee (LTPC) coordinates preparation of the local Development Plan and is chaired by the CA. The LTPC supports grass roots consultation, undertaken through the Council's ward committees.

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The LTPC shall engage with stakeholders, including MDAs, NGOs and DPs so as to inform the content and priorities of the Development Plan, and its regular review. Sectoral plans shall align with the Development Plan.

To ensure effective coordination in the preparation and review of the local Development Plan, and the alignment of sector plans with the local Development Plan:

- The CA shall develop an annual plan and timetable with members of the LTPC for the coordination, activities and meetings necessary in order to develop and / or review the Development Plan.
- The LTPC shall ensure that the Development Plan is aligned to the Government's national development priorities.
- The LTPC shall design the framework for community, ward level and other stakeholder consultations and a reporting template.
- MDAs' local sector planning and plans shall inform and be informed by the local Development Plan, through participation in meetings and information exchange.
- The LTPC shall collate all information received from consultees onto the LC's database.
- The CA shall report regularly to the Chairperson and the Council on the work of the LTPC.
- MPs shall participate constructively to support improved service delivery and encourage communities through their ward committees to:
 - participate in preparation and review of the local Development Plan;
 - engage in self-help and development projects consistent with the Development Plan.

d) Between Local Councils

Service delivery does not stop at LC boundaries. Effective service delivery may benefit from LCs working together, especially neighbouring LCs; for example sharing

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equipment, resources and knowledge. Where LCs have a shared interest in a particular local service, they shall identify the common interest and areas where cooperation can be effective.

- Neighbouring LCs should interact regularly. Chairpersons and CAs shall coordinate to maximise opportunities and implement suitable responses to shared challenges.
- Where a service is provided that benefits or affects more than one LC area, or a development project is of joint interest, TORs for coordination mechanisms shall be mutually agreed. Focal point officers shall be identified, and reporting mechanisms to both LCs agreed. They shall engage other stakeholders, traditional authorities or MDA representatives and the DO where appropriate
- LC Chairpersons shall report challenges, opportunities and successes in service delivery coordination to the PCC
- LoCASL shall disseminate information and serve as a coordinating body representing the interests of all LCs

ii) Local Councils and District Officers

Local Councils and the District Officer should work in a spirit of cooperation, with a respect for the roles and responsibilities of each. The LC has statutory responsibility to coordinate and harmonise development interventions by public and statutory bodies and NGOs in the locality. The DO as the principal representative of Government, has responsibility to oversee chiefdom administration and support the implementation of Government policy on decentralisation. Good coordination between the CA and the DO is essential. It will enhance the ability of each to fulfil his/her functions, and promote improved service delivery outcomes within a locality.

- The CA¹⁵ and DO shall brief each other regularly on matters of mutual interest and shall meet monthly in order to:

¹⁵ This shall include the CA of co-located district and city / municipal councils.

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- exchange information;
 - update on issues, proposals and challenges relevant to service delivery in devolved and non-devolved functions;
 - identify solutions, agree actions and follow-up;
 - identify cross-cutting issues (especially between devolved and non-devolved services) and agree means of coordination to ensure effective service planning and delivery;
 - ensure that they do not duplicate actions, and that public resources are utilised efficiently and effectively.
- The DO shall meet regularly with district sectoral heads for non-devolved services which are not implemented by the LC, and shall ensure that information relating to the non-devolved service functions which is relevant to coordination of service delivery within the district shall be shared with the CA.
 - The CA may discuss issues affecting the LC that cannot be resolved amicably internally with the DO, who may play a mediation or conflict resolution role within the framework of government policy on decentralisation and devolution.
 - The LC CA and the DO shall hold joint meetings with stakeholders including MDAs and service providers where appropriate, or extend invitation to the other, to ensure coordination and avoid duplication of effort.
 - However, the LC CA and the DO shall not initiate meetings or seek to coordinate the work of bodies outside their mandate.

iii) Local Councils and traditional authorities

PC representatives serve on the LC to represent the interests of the traditional authorities and administration of the chiefdoms. Ward councillors and PCs must interact in a spirit of cooperation. Their roles are complementary. Ward councillors provide the principal link between the ward committee and the LC, reporting the committee's recommendations to the LC, and informing the committee of decisions and activities of the LC.

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To promote effective coordination and cooperation for improved service delivery:

- ward councillors and the PC/s of a ward or his/her representative, shall meet regularly, at least once a month, in the ward;
- councillor PCs shall inform other PCs in the locality of the LC's proposals and activities, and represent their views to the LC. They should be 'champions' to improve understanding, cooperation and coordination between the LC and chiefdom authorities;
- all PCs shall:
 - maintain regular contact with the ward councillors of the chiefdom
 - be familiar with the Development Plan, and the LC's planned and current activities
 - encourage chiefdom people to cooperate with the LC in all matters, including revenue collection
 - disseminate national Government and local LC policies to people of their chiefdom.

iv) Revenue collection and sharing mechanism

Currently a high percentage of LCs' capital and revenue budgets derive from the Central Government through national taxation or DP sources. LCs need to source revenue locally in order to most effectively fulfil their mandate of decentralised planning and service delivery. Increasing own-source revenue collection should enable local government to improve service delivery capacity, particularly the delivery of basic local services under the law.

- MLGRD and MOFED shall agree a Revenue Schedule which shall include the percentage sharing arrangement of fees and taxes between LCs and chiefdom authorities.
- The Revenue Schedule shall be published.
- LCs and chiefdom authorities must comply with the Revenue Schedule, and make timely payment of precepts.

Coordination of Local Service Delivery

- LCs, ward committees, chiefs and village heads shall encourage people to pay local taxes and fees to the authority lawfully empowered to collect them.
- Traditional authorities must cooperate with the LCs to promote effective tax collection and payment of precepts.
- LCs and chieftdom administrations shall evidence to the public that their income contributes to improved services.
- LCs and traditional authorities shall coordinate communications for the public on local taxes and fees, revenue collection and sharing to improve understanding and evidence cooperation.

v) District Budget Oversight Committee

The District Budget Oversight Committee (DBOC) has oversight of all government and local government spending in the district. It reports to the Ministry responsible for finance.

To promote coordination and financial accountability, in each district:

- the LC CA and the DO shall meet regularly with the DBOC Chairperson;
- DBOCs shall send a copy of their reports to the CA and the DO.

vi) Engagement of NGOs, development partners and investors

NGOs shall register with the LC of any locality in which they operate, and they must also inform the authorities of any chieftdom in which they propose to work, or are working. DPs, investors and NGOs shall input to and adhere to the local development plan. They shall ensure transparency in their relationships with the LC and other stakeholders locally.

- The LC shall convene stakeholder coordination meetings with NGOs, DPs and investors delivering services in their locality, so as to coordinate their input to local service planning and delivery, disseminate information on LC programmes and priorities, and address challenges.

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- Such coordination meetings shall be held at least once a year. The meetings may be convened jointly by the LC and the DO.
- Organisations should ensure that such meetings are attended by representatives holding sufficient authority to contribute information and speak authoritatively on behalf of the organisation.
- LCs shall maintain a database of:
 - all NGOs and CSOs that are registered with the council;
 - all agencies and institutions that are providing public services within the locality.
- The database shall include information on the services provided and the organisation's operational area, including ward and chiefdom.
- The database shall be updated each year, and shared with all stakeholders, including PCs, ward committees, the Provincial Secretary and MLGRD, so as to promote coordinated and equitable service delivery across the locality.

vii) Institutional networking

Often different institutions are engaged in delivering the same or similar services, and many services are interconnected (cross-cutting). Institutions locally should identify issues of common interest, draw links and ensure that clear boundaries are understood between their respective responsibilities for effective, seamless service planning and delivery.

Organisations should work together in the service of the people and area. They should aim to address potential conflicts and challenges promptly. They should learn from challenges and build on successes through sharing information and experience.

Institutional networking can be regular or ad hoc, and occurs within the full range of coordination mechanisms already identified in this Handbook. Institutional networking may alert an individual office-holder or an institution to an area of concern or an opportunity, which may trigger a formal engagement on the matter.

4. PERFORMANCE MANAGEMENT – PERFORMANCE CONTRACTS

Government Ministers and Local Councils sign annual performance contracts with His Excellency the President. The LC performance contract is signed by the Chairperson on behalf of the Council. The performance contract sets agreed targets and outcomes linked to priority policy and service delivery objectives. The LC's performance against its targets is monitored to measure progress towards achieving the annual goal, by the Minister responsible for local government and Office of the President. Monitoring is based on a performance tracking table (PTT) with quarterly reporting from the LC to the Minister, and with an annual meeting with the MLGRD and the President.

To promote coordination and transparency within the LC, between the LC and central government and with the people of the locality, the following should occur to ensure that the performance contract is fulfilled:

- performance contract outcomes should be aligned to LC Development Plan objectives and to service targets, results contracts and performance measures otherwise required of LCs;
- each LC shall share its performance contract and PTT with the full Council, and publicise it locally using media and notice boards;
- the LC's PTT shall be an agenda item for every SMT meeting, to enable the CA to monitor progress against targets;
- the LC shall submit quarterly progress reports by the 15th of the month following the end of quarter, to the MLGRD and the Office of the President ;
- the LC Chairperson and CA shall attend review meetings with the President, the Minister responsible for local government, Chairperson of the IMC or Chief of Staff;
- the LC shall report on its performance against the contract annually through the Minister responsible for local government to the IMC and to the President.