PARTICIPANTS MANUAL ON GOOD GOVERNANCE

Consortium for Rehabilitation and Development

(CORAD)

Ivan Nikolic

Sierra Leone, January 2008
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FORWARD

Five years after the end of an eleven-year war, good governance is one of the key factors for Sierra Leone to consolidate the peace and move towards greater stability and a more robust and equitable economy for its citizens.

This Manual on Good Governance has been prepared with input from CORAD agencies -- Africare, CARE, CRS and World Vision -- along with MSI (Management System International) and the Government of Sierra Leone’s Decentralization Secretariat. I hope this manual will contribute towards promoting the practice of good governance, resulting in a more secure and dynamic environment for the citizens of Sierra Leone.

**Brian Larson**
Country Director
CARE International in Sierra Leone
29th February 2008
Acknowledgements

This participants’ manual has been produced as part of the Livelihoods Expansion and Asset Development (LEAD) Program, which is implemented by the Consortium for Rehabilitation and Development. This program, which seeks to reduce food insecurity in 32 of the poorest chiefdoms in Sierra Leone, has as one of its four Program Objectives that nearly 1,000 community based organizations (CBOs) will be supported to practice good governance. Not only will this enhance groups’ abilities to advocacy with the government at all levels, but it will also feed into efforts to prevent corruption and promote democracy, human rights, transparency, and accountability in Sierra Leonean society, which is still emerging from the shadow of an eleven year civil war.

The consultant would like to thank the many people at the CORAD partner agencies who made themselves available for meetings. The consultant also appreciated the contributions of Management Systems International (MSI Sierra Leone), and Enhancing the Interaction and Interface between Civil Society and the State to Improve Poor People’s Lives (CARE-ENCISS Sierra Leone).

A pilot version of this manual was used to conduct a Training of Trainers in Makeni, Sierra Leone, in November 2007. This manual has been revised in light of the experience of that training workshop and the many helpful comments made by participants and by CORAD partner organizations. Many thanks to the trainees from CARE, Catholic Relief Services, World Vision, and Africare, who have made this manual so much richer through their valuable inputs and willingness to share their field experiences.

Two basic resources were used to draft this Manual: “Basic Training Manual for Ward Committees” (DecSec, Sierra Leone, 2004), and “Village Development Committees Training Manual”. In addition to these, the consultant has used his personal experience, suggested formats, and exercises from participants.

Many thanks also for the suggestions that came from the co-facilitators of the training in Makeni, Ahmid Thoronka (MSI, Sierra Leone), and Samuel Mokuwa (ENCISS Sierra Leone). The consultant would especially like to thank Saio M. Kinthor, Governance Program Officer from CARE, who was the main contact on this consultancy and provided invaluable support throughout the process.

Additional translation and printing of the manual has been made possible by funding from the USAID. The contents of this document are the sole responsibility of the Consultant and can under no circumstances be regarded as reflecting the position of the USAID.

Ivan Nikolic
Consultant
Preface

The manual is designed by an independent consultant to facilitate development of responsive, participatory, and accountable Community-based Organizations (CBO’s) in Sierra Leone, thus meeting governance objectives of CORAD\textsuperscript{1}-implemented MYAP\textsuperscript{2} Project, Livelihood Expansion and Asset Development (LEAD).

The LEAD project aims at improving human capabilities, specifically improving vulnerable people’s skills and knowledge, in order to strengthen their resilience to shocks. One critical component of this resiliency is to improve social and organizational capital, at both the community and local levels.

In pursuit of this, a critical focus area of LEAD is the quality of governance, resulting in more efficient and equitable community-based decision-making, as well as improved linkages to local government and its services. By improving the transparency and effectiveness of their own organizations, Community-Based Organizations will be better able to negotiate similar improvements from local government.

LEAD is implemented in four of the poorest districts in Sierra Leone, and, as such all four members of the consortium will be implementing governance activities a significant advance in the national scale-up of the democratic culture and decentralization process.

Each chapter of this manual represents one module of this governance training. The modules are designed to provide basic information on good governance for CBOs activists in Sierra Leone, and to help you to fully benefit from training on good governance.

\textsuperscript{1} Consortium for Rehabilitation and Development. Members are CARE (prime), World Vision, Catholic Relief Services (CRS), and Africare.

\textsuperscript{2} MYAP: Multi Year Assistance Program, a Title II USAID funding mechanism for development programs
Introduction

Purpose of this manual

This manual is designed as a resource for CORAD partner agencies and target groups (CBOs) who want to adopt good governance practices. It should help them to make their work and procedures more transparent and accountable, which will increase the public’s trust in and appreciation of their work.

Good governance is an ideal which is difficult to achieve in its totality; very few countries, societies, or organizations have even come close. However, to ensure sustainable human development, actions must be taken to work towards this ideal. So far, by building organizational skills, CORAD has managed to improve CBO’s capacities to promote good governance beyond their communities. Future efforts will ensure the creation of stronger CBOs and CBO associations that will be much more successful in their areas of work (agriculture, health, water and sanitation, etc.) thanks to improvements in the area of governance. Moreover, CBOs with good practices will impact local authorities’ lack of capacities for practicing good governance. Community Based Organizations can be one of the strongest agents in promoting culture of good governance in Sierra Leonean society.

Objectives of this manual

This manual is designed to meet a number of specific learning objectives. Reader of this Manual after attending CORAD’s governance workshop should be able to:

• Explain the meaning and value of good governance.
• Explain the principles underlying good governance.
• Explain the process and some of the tools for applying principles of good governance to the work of CBOs and local authorities.
• Reflect on the strengths and shortcomings of good governance practices in their own communities.
• Identify the institutional bodies in their communities and create sustainable linkages.

The content of the manual

The main part of the manual is divided into three parts.

The first part (Chapters 1-2) deals with the concept and basic principles underlying good governance. This part of the manual could equally well
be used for members of the CBOs, or for officials not directly involved in the work of CBOs.

**The second part** (Chapters 3-8) is directed specifically at CBOs. It deals with the cultural obstacles in practicing good governance and the ways to build capacities of CBOs to practice major principles of good governance. In no circumstances should the second part of the manual be used without reader having worked through the basic principles outlined in the first part.

**The third part** (Chapters 9-12) is designed to enhance understanding of the system of local government in Sierra Leone. This part of the manual is to be used as a guide to promote the activities of CBOs to assist in advocating on various issues that are important to them and their constituencies or securing funds from the state.
Chapter 1: What is governance (is it good or bad)?

<table>
<thead>
<tr>
<th>Objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>To understand concept of governance</td>
</tr>
<tr>
<td>To be able to apply concept of governance in the different areas of society</td>
</tr>
</tbody>
</table>

The concept of governance is not new. Simply put, governance is defined as the process of decision-making and the process by which decisions are implemented (or not implemented), or as a set of values, policies, and institutions by which a society manages its social, political, and economic process through interactions among government, civil society, and private sector.

There are two aspects of governance. A technical aspect consisting of what and how to do something (or not to do), and a representational aspect that is how decisions are taken and who takes them.

Concept of governance can be used in several contexts, such as international governance, national governance, and local governance. Simply put, concepts of governance can be applied at the:

- International level
- National level
  - Government
  - Private sector
  - Civil society
- Local level
- Family level

The government is just one of the actors in governance. Other actors involved in governance vary depending on the level of governance that is under discussion. In rural areas, for example, other actors may include influential landlords, associations of rural farmers, cooperatives, NGOs, research institutes, religious leaders, finance institutions, political parties, the military etc. At the national level, media, international donors, or multi-national corporations may play a role in decision-making or in influencing the decision-making process.

Since governance is the process of decision-making and the process by which decisions are implemented, an analysis of governance focuses on the formal and
informal actors involved in decision-making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decision.

Keep in mind:

- All actors other than the government and the military are grouped together as part of "civil society." In some countries, in addition to civil society, organized crime syndicates also influence decision-making, particularly in urban areas and at the national level.

- Similarly, formal government structures are one means by which decisions are arrived at and implemented. At the national level, informal decision-making structures, such as "kitchen cabinets" or informal advisors may exist. In urban areas, organized crime syndicates such as the "land Mafia" may influence decision-making. In some rural areas, locally powerful families may make or influence decision-making. Such, informal decision-making is often the result of corrupt practices or leads to corrupt practices.

The goal is to work towards governance that will have these characteristics:

Governance is “good” when it ensures that political, social and economic priorities are based on a broader consensus in society, and that the voices of all are heard in decision-making over allocation of resources.
Chapter 2: Principles of good governance

<table>
<thead>
<tr>
<th>Objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Understand participant’s perception of the concept of good governance</td>
</tr>
<tr>
<td>Explain basic principles of good governance</td>
</tr>
<tr>
<td>Suggest practical ways of incorporating good governance principles in work</td>
</tr>
<tr>
<td>of an organization</td>
</tr>
</tbody>
</table>

Good governance has eight major principles. It is:

1. Participatory,
2. Follows the rule of law,
3. Transparent,
4. Responsive,
5. Consensus-oriented,
6. Equitable and inclusive,
7. Effective and efficient, and
8. Accountable.

It assures that corruption is minimized, the views of minorities and marginalized groups are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

Participation

Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.

Rule of law

Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.

Transparency

Transparency means that decisions taken and their enforcement is done in a manner that follows rules and regulations. It also means that information is freely available and
directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.

**Responsiveness**
Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.

**Consensus oriented**
There are several actors and as many viewpoints in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

**Equity and inclusiveness**
A society's well-being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires that all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well being.

**Effectiveness and efficiency**
Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

**Accountability**
Accountability is a key requirement of good governance. Not only governmental institutions, but also the private sector and civil society organizations, must be accountable to the public and to their institutional stakeholders. Who is accountable to who varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.³

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³ Adapted from UNESCAP’s concept of good governance.
Chapter 3: Dependency

<table>
<thead>
<tr>
<th>Objectives</th>
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</thead>
<tbody>
<tr>
<td>Recognize ‘dependency’ as an obstacle to good governance and community development</td>
</tr>
<tr>
<td>State some of the causes and consequences of dependency</td>
</tr>
<tr>
<td>Suggest practical ways of minimizing dependency</td>
</tr>
</tbody>
</table>

Story

A nursing mother in Binkolo keeps visiting the parish house to request assistance from the parish priest. Every time she goes there, she asks for all sorts of assistance, which the parish priests usually respond to without question or caution. She goes there once when, unfortunately for her, the priest was out of town. The catechist she met could not fulfill her request for a legitimate reason, but she still went back home disappointed.

Think about this story. Ask yourself: What did you see happen in the story? What was the real problem highlighted? Does something like this happen in your community?

Some common causes of dependency are: laziness; lack of skills/initiatives; programs that promote hand-outs; natural & man-made disasters; ignorance/illiteracy.

Consequences of dependency are: undermines sustainability and self-reliance; limited progress/development; permanent dependency/non-independence; loss of initiatives; loss of pride and self-dignity; promotes crime/immorality; leads to psychological and emotional stress. Ask yourself is a dependent person bold enough to ask their sponsors questions on transparency and accountability during meetings or when the need arises.

Dependency can be minimized in the following ways: effective capacity building; empowerment; raising awareness on the ills of dependency; creating livelihood opportunities.

Dependency on external assistance can undermine sustainable development. Communities must practice doing things for themselves since assistance will one day be removed. Therefore trainings and other capacity building opportunities offered them must be well embraced and taken very seriously by communities themselves.

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Some of the following activities from this Chapter have been adapted from “Training Manual for Village Development Committee Members”
# Chapter 4: Leadership

| Objectives | Define Leadership  
|            | State some of the qualities of a good leader  
|            | Identify the different types of leadership (with their corresponding characteristics) and significance of leadership for good governance  

Think: what is leadership? What makes a good leader?  

| A good leader must be: | Respectful, Visionary, Tolerant, Open and accommodating, Transparent, Responsible in behaviour, Consultative, Supportive, Able to delegate, Fair/impartial, Empathetic and sympathetic, Accept faults, Flexible but firm, Decisive etc. |

Your community deserves leaders with these qualities. You need to demand all these attributes from your community leaders so they can effectively manage the affairs of your community.

However, in real life situation, there always exist two different types/kinds of leaderships with related unique characteristics:

**Autocratic Leadership** is very direct, dominating, impatient, hot-tempered unapproachable, impolite, harsh.

**Democratic Leadership** is participatory, consultative, considerate, approachable, responsive, respectful, polite, delegate.
Chapter 5: Community participation and inclusion

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Define community participation and inclusion</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>State why it is important to involve all members of community in community activities, in order to practice good governance</td>
</tr>
<tr>
<td></td>
<td>Identify practical ways of improving the equal participation of women, men, youth and the disabled in work of a CBO</td>
</tr>
</tbody>
</table>

Story
A development worker visits a village and asks to be taken to the chief. At the chief’s place, s/he summons a meeting of the entire community and expresses his/her intention to assist them with the construction of a health centre, which s/he observed is the main community problem. S/he then selects a development committee and assigns tasks to people, giving them a deadline for the accomplishment of their tasks. Having done so, s/he leaves and comes back after one month to check on progress on activities. To her/his greatest shock and disappointment, nothing has happened.

Think about this story, and try to answer following questions:
- What is community participation?
- Why is community participation important?
- How can community participation be improved?
- What are the common factors that hinder community participation?

Participation is a process of joint dialogue, sharing and learning about situations to obtain consensus towards action and change. Participation is an active process by which community people influence the direction and implementation of a development project. Participation includes the involvement of people in decision-making processes, implementation, sharing of benefits and costs, and taking part in the project/activities evaluation.

Some of the factors that hinder community participation are: members of community are not involved at all stages of the activity; socio-cultural conflicts in the community; poor leadership; political interference; ignorance coupled with illiteracy; lack of commitment; stereotypes about women, youth, disabled persons.\

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5 Part 1 of this Chapter has been adapted from “Training Manual for Village Development Committee Members”
Think about your community. To what level are youths, physically challenged, and women represented in work of your organization? To what extent do these groups participate in organization decision-making? How can you involve these groups of people in the activities of your organization? Why is it important to include these groups?

**Inclusion is important for practicing good governance in your CBO because:**

- Promotes democracy and involvement
- Contributes to good decision-making
- Reinforces accountability and transparency
- Involves and empowers beneficiaries
- Creates unity and sense of equity among community members.
Chapter 6: Planning, budgeting, and record-keeping

| Objectives | Able to make clear plan and budget for developmental activities  
Learn how to accurately track all resources that are used  
Understand the essence of delegation  
Keep effective books/records on different activities |

PLANNING

The key to success for your organization is preparing good plans.

Preparing a plan is an intensely focused activity that requires honest thinking about a concept, opportunity, keys to success, and the people involved.

Steps involved in carrying out a plan:
- Prioritize your activity in a scale of preference of what you want to undertake (identify all resources available at community level)
- Set a date and time for the completion of the activity
- Select people to undertake the activity
- Assign responsibilities to the selected people and penalty for defaulters
- Make a budget
- Mobilize resources. Keep in mind resources can be physical but also social.

Whenever your organization is carrying out a plan it is important to select people for different activities. By giving people different roles, you will achieve these goals:
- People will know their level of participation
- You will promote inclusion
- There is less risk of dominance by one group
- It will ensure one person isn’t forced to do all the work and claims ownership.
- Organization will have someone that is directly responsible.

It is important to assign responsibilities to selected people. In doing so, you will promote one of the most important principles of good governance: accountability. Delegation will help:
- To hold people responsible for the assigned activity
- To make people feel recognized and responsible
- To encourage leadership
BUDGETING

Whenever you go on a trip, you fill your bag with the clothes, food, and money you’ll need. That’s the idea behind the concept of budgeting: planning your trip and ensuring that you’ll have enough resources in your bag to make it to your destination. In just the same way, each organization plans its trips—its strategic objectives—and prepares for the journey with a budget.

A budget can take many different forms.

- A budget can cover a short time span (for example, a newly formed VDC develops a budget to ensure that it will have enough cash to cover operating expenses for the next month or two).
- A budget can have a long-term perspective (for example, a Village Development Committee makes a multiyear budget for a school, health center and drying floor)
- A budget can focus on required resources only (for example, a community wants a power saw to be producing boards, so he plots the cost for the power saw.)
- A budget can account for income as well as expenditures (e.g. a community creates a profit plan based on expected activities it wants to undertake in achieving this plan)

BOOKKEEPING

Bookkeeping is the recording of all monetary transactions or other resources in books (or in memory of people) that can be referred to as and when necessary depending on what you want it for (know their position regarding their balances, debtors, creditors and calculate their profit or loss at the end of a period).

It is necessary to keep books on all monetary transactions. It is important because:

- Bookkeeping helps organization being more transparent & accountable
- It helps build up organizational credibility
- It will serve as a reference tool
- It will make reporting very easy
- Helps you easily track revenue and expenditure
- Helps with planning
- Guides along expenditure
Therefore it is advisable to keep proper documentation on all monetary transactions done by the organization, and once in a while to present a report to the entire community for them to know what is going on preferably monthly basis. It would be better for other stakeholders to also be doing on the spot checks without prior notice to ensure transparency and accountability.

Keep in mind that bookkeeping is just one way of keeping community records. As a member of CBO, there are some specific ways that one needs to keep records, to be able to show members, community, and donors what your group has been doing. Some community records that can be kept are: meeting minutes; visitor log book; activity plans; financial records; monthly reports; correspondence.

**Basic sample formats for keeping records on monetary transactions**

**Cash Ledger (Receipts)**

<table>
<thead>
<tr>
<th>Date</th>
<th>No</th>
<th>Item Description (Details)</th>
<th>Amount Received</th>
</tr>
</thead>
<tbody>
<tr>
<td>02/06/06</td>
<td>01</td>
<td>Sales from cassava farm</td>
<td>Le 215,000.00</td>
</tr>
<tr>
<td>16/07/06</td>
<td>01</td>
<td>Gift to committee from relative</td>
<td>Le 400,000.00</td>
</tr>
<tr>
<td>12/08/06</td>
<td>02</td>
<td>Fines from defaulters of sanitation</td>
<td>Le 40,000.00</td>
</tr>
<tr>
<td>20/08/06</td>
<td>01</td>
<td>Development contribution</td>
<td>Le 250,000.00</td>
</tr>
</tbody>
</table>

Prepared by: [Signature: Total:]

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**Cash Ledger (Expenses)**

<table>
<thead>
<tr>
<th>Date</th>
<th>No</th>
<th>Item Description (Details)</th>
<th>Amount Disbursed</th>
</tr>
</thead>
<tbody>
<tr>
<td>25/06/06</td>
<td>01</td>
<td>Cement for the repair of drying floor</td>
<td>Le 125,000.00</td>
</tr>
<tr>
<td>20/07/06</td>
<td>01</td>
<td>Bought palm tree seedling for tree crop plantation</td>
<td>Le 140,000.00</td>
</tr>
<tr>
<td>04/08/06</td>
<td>01</td>
<td>Transportation for seedlings to site</td>
<td>Le 50,000.00</td>
</tr>
<tr>
<td>15/08/06</td>
<td>02</td>
<td>Food for working on community farm</td>
<td>Le 50,000.00</td>
</tr>
</tbody>
</table>

Prepared by: [Signature: Total:]

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6 Parts of this Chapter have been adapted from “Training Manual for Village Development Committee Members”
<table>
<thead>
<tr>
<th>Date</th>
<th>Item Description (Details)</th>
<th>Amount Received (Receipts)</th>
<th>Amount Received (Name and signature)</th>
<th>Amount Disbursed (Expenses)</th>
<th>Amount Disbursed (Name and signature)</th>
<th>Balance</th>
</tr>
</thead>
<tbody>
<tr>
<td>02/06/00</td>
<td>Sales from cassava farm</td>
<td>Le 215,000.00</td>
<td></td>
<td></td>
<td></td>
<td>Le 215,000.00</td>
</tr>
<tr>
<td>25/06/06</td>
<td>Cement for the repair of drying floor</td>
<td></td>
<td></td>
<td>Le 125,000.00</td>
<td></td>
<td>Le 90,000.00</td>
</tr>
<tr>
<td>16/07/06</td>
<td>Gift to committee from relative</td>
<td>Le 400,000.00</td>
<td></td>
<td></td>
<td></td>
<td>Le 490,000.00</td>
</tr>
<tr>
<td>16/07/06</td>
<td>Fines from defaulters of sanitation</td>
<td>Le 40,000.00</td>
<td></td>
<td></td>
<td></td>
<td>Le 530,000.00</td>
</tr>
<tr>
<td>20/07/06</td>
<td>Bought palm tree seedling for tree crop plantation</td>
<td>Le 150,000.00</td>
<td></td>
<td></td>
<td></td>
<td>Le 380,000.00</td>
</tr>
<tr>
<td>04/08/06</td>
<td>Transportation for seedlings to site</td>
<td></td>
<td></td>
<td>Le 50,000.00</td>
<td></td>
<td>Le 330,000.00</td>
</tr>
<tr>
<td>04/08/06</td>
<td>Food for working on community farm</td>
<td></td>
<td></td>
<td>Le 50,000.00</td>
<td></td>
<td>Le 280,000.00</td>
</tr>
<tr>
<td>20/08/06</td>
<td>Development contribution</td>
<td>Le 250,000.00</td>
<td></td>
<td></td>
<td></td>
<td>Le 530,000.00</td>
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</tbody>
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Signature: ____________________________
Total: ____________________________
Chapter 7: By-Laws

<table>
<thead>
<tr>
<th>Objectives</th>
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<tbody>
<tr>
<td>Understand concept and functions of by-laws</td>
</tr>
<tr>
<td>Explore ways to facilitate crafting of by-laws which will comply with principles of good governance</td>
</tr>
</tbody>
</table>

By-laws are internal documents, a set of rules that enables each organization to conduct its affairs.

It is important that by-laws are written clearly and in language that is easily understood by all organization stakeholders. This document is frequently necessary for the registration of a CBO with national and public authorities. Moreover, by-laws are crucial cornerstone in ensuring practice of good governance. Good by-laws imply honest, transparent, accountable, responsive, and participative and people-friendly administrative policies and actions of an organization.

The basic concepts/principles of by-laws:

<table>
<thead>
<tr>
<th>Article 1: Preamble</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is the By-Law about? What will it contain?</td>
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</table>

<table>
<thead>
<tr>
<th>Article 2: Name, Acronym and Logo</th>
</tr>
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<tbody>
<tr>
<td>What is the name of the CBO? What is its official acronym? If available, how does its logo design look like?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Article 3: Sphere of activities</th>
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<tbody>
<tr>
<td>What activities will the CBO undertake? What will be its spheres (or categories) of activities?</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Article 4: Location and Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Where is the registered office of the CBO located? What is its postal address? How long will the CBO be set up for - that is, is it for a limited period only, or is it unlimited?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Article 5: Aims, Visions and Mission</th>
</tr>
</thead>
<tbody>
<tr>
<td>What are the aims of the NGO? Have goals and objectives been developed? What is its vision statement? What will be the mission of the NGO, and who will be its target beneficiaries?</td>
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</table>

**MEMBERSHIP**

<table>
<thead>
<tr>
<th>Article 6: Membership</th>
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<tbody>
<tr>
<td>Does the CBO have members? What is the membership structure of the CBO?</td>
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<tr>
<th>Article 7: Qualification</th>
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<tbody>
<tr>
<td>What are the qualifications of the CBO’s members? Why are such qualifications needed?</td>
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</tbody>
</table>

<table>
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<tr>
<th>Article 8: Admission</th>
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<tbody>
<tr>
<td>How will members be invited and admitted to the CBO? What is the procedure?</td>
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<table>
<thead>
<tr>
<th>Article 9:</th>
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<tbody>
<tr>
<td>What will be the expectations and duties/responsibilities of the CBO members?</td>
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</tbody>
</table>
### Responsibility

| Article 10: Consensus Building | How will consensus building be achieved among the members? How will decisions be taken on the CBOs activities? What are the procedures? |
| Article 11: Resignation | What is the procedure for a member to resign from the CBOs membership? Who should it be addressed to, and how is it accepted and processed? |
| Article 12: Expulsion or Suspension | Under what circumstances can a member be expelled or suspended from the CBO? Who will take the decision, and how will it be implemented? What process of redress will be available to the member? |

### ORGANIZATION

| Article 13: Organizational Structure | What is the organizational structure of the CBO? What will be the position of the staff members responsible for different aspects of the CBOs programs? |

### GENERAL ASSEMBLY

| Article 14: Procedures | Will the CBO have a General Assembly? Why is it needed? Who can participate in the general assembly? Is there a proxy policy? How will the proceedings be reported to the general public? |
| Article 15: Scope | What is the scope of the General Assembly? What will be the duties and responsibilities of the General Assembly? |
| Article 16: Decision-Making | How will the General Assembly decisions be taken? How and who can present proposals for decision-making, and what is the procedure/process for taking decisions? |
| Article 17: Quorum | What will be the minimum quorum needed to call for a General Assembly, for the proceedings to take place, and for decisions to be taken? |

### BOARD/EXECUTIVE MEMBERS

| Article 18: Composition | How many members will the Board contain? What will be their positions? |
| Article 19: Eligibility | Who will be eligible to become members of the CBOs Board? |
| Article 20: Selection and Appointment | How will potential individuals be identified and selected to the NGO's board? How will the appointment be decided and implemented? |
| Article 21: Term of Office | How long will a member's term of office be on the CBOs Board? |
| Article 22: Duties and Functions of the Board | What will the duties and functions of the Board are? What is the CBOs expectation of a Board member? |
| Article 23: Decision-making. | How will decisions be taken in Board meetings? What is the procedure and quorum for a decision to be accepted and implemented? |
| Article 24: Meetings. | What is the usual agenda for a board meeting? Who will call it, and how will the proceedings be handled? |
| Article 25: Quorum | What will be the minimum quorum needed to call for a Board meeting, for the proceedings to take place, and for decisions to be taken? |
| Article 26: Removal | Under what circumstances can a Board member be removed (either expelled or suspended) from the CBOs Board? What is the procedure? |
**SUPPORTING COMMITTEES**

<table>
<thead>
<tr>
<th>Article 27: Running.</th>
<th>What committees will be set up to support the functioning of the CBO? (e.g., Funding, media, strategy/policy/project development etc.).</th>
</tr>
</thead>
<tbody>
<tr>
<td>Article 28: Aims and Responsibilities</td>
<td>Why will these committees be set up? What will be their main aims and responsibilities?</td>
</tr>
<tr>
<td>Article 29: Election and Term of office</td>
<td>How will the committees be set up? What is the procedure for the election/selection of committee member? What will be their term of office?</td>
</tr>
<tr>
<td>Article 30: Duties and Responsibilities</td>
<td>What function will the members of the committee perform? What will their duties and responsibilities be? Who will decide the duties and responsibilities, and how can they be modified?</td>
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</table>

**AUDITOR**

| Article 31: Audit | Will the administration and finances of the CBO be audited? What is the procedure of the audit? How will findings of the audit be implemented? |

**RESOURCES**

| Article 32: Sources and uses. | What is the nature of (financial) resource needs of the CBO? What will be the primary sources of such resources (including private/personal sources)? |
| Article 33: Initial Capital and Assets | What will the initial capital needs of the CBO be? What kinds of assets (financial and non-financial) will be needed to start the CBO? |
| Article 34: Fund Raising | What policy will be put in place by the CBO for fund raising? What purposes will it be used for, and who will be responsible? |

**OTHER CLAUSES**

| Article 35: Liability. | What are the applicable liabilities for the CBO? Under what circumstances are these liabilities applied? What procedures are in place to activate these liabilities, and who is responsible for them? |
| Article 36: Financial Year | What is the duration, and starting month, of the CBOs fiscal/financial year? |
| Article 37: Applicable law and Court | Under what applicable law and court the CBO is constituted? How will disputes and other legal matters be handled? |
| Article 38: Dissolution | Under what circumstances the CBO can/will be dissolved? What is the procedure for dissolution? Who will be responsible for dissolving the CBO? |

Critically examine the all elements of the proposed concept of by-law, and think about the most appropriate one you feel you can adopt to help your organization to comply with principles of good governance.
Chapter 8: Advocacy

Objectives

Understand advocacy
Identify how advocacy skills can be used to promote good governance
Identify steps CBO should take when advocate on behalf of their communities

Your CBO has an opportunity to present different ideas about projects that could be done in their communities, e.g. agriculture, health, roads, water wells, etc on a daily basis. However, different stakeholders will support projects depending on quality of a project, but also on how ideas are presented.

Advocacy is the deliberate process of influencing those who make decisions.

In the case of CBOs, their advocacy role is to make a case on behalf of their communities to the Ward Committees, District Councils, Chiefdom Councils, Paramount Chiefs, INGOs, etc. Advocacy is never a confrontational activity. There are many strategies that can be adopted to get a message across. Advocacy is a deliberate process involving intentional actions. This means that before you start with advocating, you must develop a strategy which is clear about who you are trying to influence and why, and what result you are aiming for.

“ADVOCACY BASIC” scheme is a tool that can help you to prepare your advocacy strategy:

Gather information:
- Think of the key institutions and persons that are involved in decision making. How do they work? Brainstorm with participants.
- Identify decision makers influencing your community (Paramount Chief, Councilor, and local Business Leaders).
- Who can help you influence those decision makers?
- Gather information about your issue. Talk to community members about development need, get their ideas and opinions.

Some criteria to consider when gathering information about possible development projects:
- The number of people who will benefit from the development project
- Likelihood for success (is it a realistic project?)
Be focused:
- Identify in what area you really want to advocate. If you try to advocate for too much, you may spread yourself too thin. For example, there could be many needs in your community, but you may find you have more success if you advocate for one need that is a burning issue in your community.
- You should also have a focused goal that states what you want to change, who will make that change, by how much and when.

Building relationships:
You need to develop relationships with your community and with local stakeholders. Meet your Councilor, Paramount Chief, members of Ward Committee, members of the Chiefdom Council, talk to the community, especially to the feedback and progress that you have made. You also need to decide who will be involved from your own CBO in advocating for your goal. A small team may be more appropriate than the whole CBO. Think of the skills that would be useful, like reading and writing, ability to speak well to people and to people higher up, and understanding of the issues, etc.

Be focused:
A respected body will have more influence over decision-making processes. Community-based organization can establish credibility by:
- Keeping your demands speaking moderate.
- Rather than attacking stakeholders in your community, employ a variety of non-confrontational advocacy strategies.
- Bringing together all different groups across their community and hearing all views.
- Understanding its role in community.
- Fulfilling their roles, being dedicated to your beneficiaries, promote accountability and transparency by meeting at least once a month, keeping records of the meetings, making it public, providing feedback/information to the community and stakeholders, making your financial record open to the public.7

Identify steps:
What are steps that you as a team can take to put forward your case? Who will you approach? How? What questions will you ask?

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7 This information has been adapted from “Advocacy Tools and Guidelines: Promoting Policy Change”, CARE 2001.
Chapter 9: Decentralization - government and our community

<table>
<thead>
<tr>
<th>Objectives</th>
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<tbody>
<tr>
<td>Identify and understand functions of Ward Committee</td>
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<tr>
<td>Explore ways to influence Ward Committees to comply with principles of good governance</td>
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<tr>
<td>Identify ways to constructively cooperate with Ward Committees</td>
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Think of a person carrying a large bowl balanced on her/his head (with the “kata”). Then imagine a lot of fruit loaded into the bowl. That person will be struggling under the weight. That is centralization. Now think of few people coming up and giving help to that person by offering to carry part of the fruit. That is sharing of the burden, which is decentralization.

This situation is like the situation in which more power and authority is transferred for Freetown to their communities in the real life.

With centralization power and authority is concentrated in Freetown. The heads of government departments at district and provincial level are extensions of central government. They do not have power and authority to act independently without consulting central government office in Freetown. Citizens may hardly participate in decision-making processes, and there is usually little consultation on issues that affect their lives.

Problems associated with centralized power often include:
- Poor service delivery (corruption and mismanagement, marginalization)
- Lack of transparency (e.g. not knowing what happens with tax money)
- Lack of accountability (e.g. not knowing who is accountable when resources are mismanaged or services are not provided)
- Lack of participation (e.g. people are not involved in decision-making about development in their communities).

With decentralization the central government transfers responsibilities and functions to District/Town Councils and Ward Committees that are democratically elected, and Chiefdom Administration. They are democratic institution and structures that exercise authority or carry out government functions at the local level. In the Local Government Act 2004, the central government has given authority and responsibilities to local councils to take decisions and manage activities. Local councils are accountable to local people as well as to central government.
Advantages associated with decentralized power include:
- Improved efficiency of resource allocation
- Fosters accountability and reduces corruption
- Facilitates cost recovery through mobilization of resources
- Management of resources controlled by local communities
- Increases local participation in governance and decision-making
- Increases mobilization of local resources

Here are three examples of word decentralization translated in different languages:

**Temne translation of decentralization:**
Ang govment ang ye katongkasu = the government is now with us (down at the ground)

**Mende translation of decentralization:**
Nuga te Goumenti = the government of the people

**Limba translation of decentralization:**
Govment wo kentuu = our government

Structure of local government in Sierra Leone:

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8 Parts of this Chapter have been adapted from "Basic Training Manual for Ward Committees"
Chapter 10: Ward Committee and CBOs

<table>
<thead>
<tr>
<th>Objectives</th>
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<tr>
<td>Identify and understand functions of Ward Committee</td>
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<td>Identify ways to constructively cooperate with Ward Committee</td>
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Composition of the Ward Committee

Local Councils must establish a Ward Committee for every Ward in the District. The Ward Committee will consist of the Paramount Chief and the Councilor as the Chairperson of the committee. In addition, at a public meeting, ward residents elect 10 members – at least 5 must be women. Ward Committee members do not receive any remuneration or allowance.

Councilor

- Paramount Chief
- 10 elected members (At least 5 women)

Functions of the Ward Committee:
- Mobilization of the Ward residents to implement self-help and development projects.
- Ward Committee is a focal point for the discussion of local problems and needs and takes remedial actions or make recommendations to the local council accordingly.
- Ward Committee organizes communal and voluntary work, especially with respect to sanitation.
- Ward Committee makes proposals to the local councils for the levying and collections of rates for special projects and programs.
- Educates residents on their rights and obligations in relation to local government and decentralization, for example, paying tax.

Roles and obligations of Ward Committees and their members:
- Voice of the people
  - Collect the views and opinions and proposals of women and men and present these to the District Council.
- Report to his or her electorate the general decisions of the District Council and the actions taken to solve problems raised by residents of the area.
- Maintain close contact with electorate area and consult them on issues to be discussed in the District Council.
- Provide both technical support and information to the Ward to enable them to take informed decisions in local level development planning processes.

**Revenue Mobilization**
- Educate residents of the Ward on the payment of the taxes in collaboration with chiefdom Administration.
- Maintain frequent contact with organized productive economic groups and other persons in the ward.
- Ensure transparency and effective utilization of resources mobilized.

**Oversight of Development Activities**
- Monitor all development activities in the ward.
- Link various projects activities with appropriate Line Ministries.
- Ensure efficient utilization of inputs received from development partners.

**Community Mobilization**
- Mobilize ward members to actively participate in development activities.
- Sensitization of wards.
- Ensure sustainability of project
- Take part in communal and development activities
- Promote community ownership.\(^9\)

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**It is very important for your CBO to strengthen linkages with Ward Committee. There are many different ways this can be done:**

- CBOs can invite traditional and elected community representatives to take an active role in disseminating information on their work. A wealth of social events that exist could be transformed into platforms for dialogue with local administration and other stakeholders, including seed fairs, graduation ceremonies, and the openings of new projects.
- CBOs can take a more proactive role in implementing the development initiatives of the local authority (such as mobilizing members for voluntary work).
- In order to promote transparency, CBOs should send open invitations to local representatives for meetings, develop and share their own action plans with local leaders, and conduct joint monitoring activities with local governments. CBOs should make reports public and periodically share them with local authorities.

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\(^9\) Parts of this Chapter have been adapted from "Basic Training Manual for Ward Committees".
Chapter 11: District Council and CBOs

<table>
<thead>
<tr>
<th>Objectives</th>
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<tbody>
<tr>
<td>Identify and understand functions of District Council</td>
<td>Explore ways to influence District Council to comply with</td>
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<td></td>
<td>principle of good governance</td>
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<tr>
<td></td>
<td>Identify ways to constructively cooperate with District</td>
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<td></td>
<td>Council</td>
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Obligations of the District Council.
Councils should meet at least once a month. They are responsible for services such as health, education, roads and setting rates of taxes. Council should provide information such as meeting minutes, rates of tax and financial accounts in public places (all of which have function to ensure good governance practices). Councilors must attend Ward Committee meetings and the Councilor is the Chairman of the Ward Committee. Council meetings are opened to anyone, people can come as observers. It is also protocol at some Council meetings to allow observers to raise points through their Councilor.

Functions of the District Council.
- Health services (e.g. clinics, community health posts)
- Educational services (e.g. schools, teacher salaries, teaching materials)
- Roads and infrastructure (e.g. feeder road network, electricity, water, markets)
- Raising revenue for the implementation of development projects in the district
- Determining rates of local taxes.

These are known as mandatory functions (they are set in the law, and the Council has no excuse for not performing them). Nevertheless, the District Council has additional functions:
- Organizing communal and voluntary work, especially with the respect to sanitation.
  This is discretionary function, which means that a Council can perform this function when it has resources and time.10

Roles and obligations of District Council and their members:

Councilor
- Councilor represents Ward on the District Council. He or she is elected for a term of four years.
- Collect the views and opinions and proposals of women and men and present these to the District Council.

10 Parts of this Chapter have been adapted from “Basic Training Manual for Ward Committees”
• Report to his or her electorate the general decisions of the district council and the actions taken to solve problems raised by residents of the area.
• Maintain close contact with electorate area and consult them on issues to be discussed in the District Council.

District Council
District Councils are expected to meet at least once a month. Meetings are open to the public, and can be conducted in English or in any other language common to the community in the locality.

Responsibilities that ensure transparency and accountability of the District Council:
• Minutes of a Council meeting should be made public within 14 days of being approved. These minutes will be in English and should be signed by the Chairperson. Minutes should be displayed in a visible place on Council premises and on a notice board in each Ward for at least 21 days.
• Council will make available on a notice board in each Ward:
  - Monthly statements of financial accounts
  - Annual income and expenditure statements
  - Inventories of assets of the local council
  - By-laws and notices relating to the taxes and fees
  - Development plans.

It is very important for your CBO to strengthen linkages with District Council. There are many different ways this can be done:
• CBOs can invite traditional and elected community representatives to take an active role in disseminating information on their work. A wealth of social events that exist could be transformed into platforms for dialogue with local administration and other stakeholders, including seed fairs, graduation ceremonies, and the openings of new projects.
• CBOs can take a more proactive role in implementing the development initiatives of the local authority (such as mobilizing members for voluntary work).
• In order to promote transparency, CBOs should send open invitations to local representatives for meetings, develop and share their own action plans with local leaders, and conduct joint monitoring activities with local governments. CBOs should make reports public and periodically share them with local authorities.
Chapter 12: Chiefdom Councils and CBOs

<table>
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<th>Objectives</th>
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<tbody>
<tr>
<td>Identify and understand functions of Chiefdom Council</td>
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<tr>
<td>Explore ways to influence Chiefdom Council to comply with principle of good governance</td>
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The main functions of the Chiefdom Council:
- Prevent commission of offences in their area and assist in maintaining security
- Prohibit and restrict illegal gambling
- Make and enforce chiefdom by-laws
- Hold land in trust for the people of the Chiefdom.

Other functions of the Chiefdom Council:
- Election of Paramount Chiefs, Section Chiefs, Town Chiefs and appointment of chiefdom speakers
- Collection of market dues and local taxes
- Supervision of administration of justice through the local court
- Administration of chiefdom finances in accordance with national policies on financial management
- Construction and maintenance of basic administration infrastructure
- Any other responsibilities that may be delegated by the District Council.

The role of the Paramount Chief in relation with the Chiefdom Council, Ward Committee, and District Council:
- Paramount Chief is the Chairman of the Chiefdom Council but only member of the Ward Committee (Councilor is the Chairman of the Ward Committee)
- Chiefdom Council have function such as collection of tax and market dues and holding land in trust
- The Chiefdom Council and the Ward Committee should collaborate and consult with each other
- Process of decentralization/devolution takes time.

The functions of the District Council in relation to Chiefdom Council:
- Chiefdom Councils prepare their annual budgets, but District Councils have responsibility to approve the annual budget of the Chiefdom Councils and oversee the implementation of such budgets
- District Council has responsibility to oversee the Chiefdom Council in performing functions delegated to them by the local council.
• District Councils are responsible for development programs and service provision within the chiefdoms in their localities. Chiefdoms are expected to cooperate with District Councils in these development programs and service provision.
• District Councils play an oversight role of Chiefdom Administration
• Payment of precepts—the rate will be determined by consensus between the District Council, Town Council and Chiefdoms.
• 20 percent of Paramount Chiefs in a District are members of the District Council with voting rights, in order to project the interest of the rest of the Paramount Chiefs in the District.
• District Councils can delegate functions to Chiefdom Councils. ¹¹

It is very important for your CBO to strengthen linkages with Ward Committee. There are many different ways this can be done:
• CBOs can invite traditional and elected community representatives to take an active role in disseminating information on their work. A wealth of social events that exist could be transformed into platforms for dialogue with local administration and other stakeholders, including seed fairs, graduation ceremonies, and the openings of new projects.
• CBOs can take a more proactive role in implementing the development initiatives of the local authority (such as mobilizing members for voluntary work).
• In order to promote transparency, CBOs should send open invitations to local representatives for meetings, develop and share their own action plans with local leaders, and conduct joint monitoring activities with local governments. CBOs should make reports public and periodically share them with local authorities.

¹¹ Parts of this Chapter have been adapted from “Basic Training Manual for Ward Committees”