



**Ministry of Planning and International Cooperation**

**Puntland Government of Somalia**

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# **AID COORDINATION POLICY**

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# Contents

<b>FOREWORD OF THE MINISTER .....</b>	<b>IV</b>
<b>KEY DEFINITIONS.....</b>	<b>V</b>
<b>CHAPTER 1: .....</b>	<b>1</b>
BACKGROUND.....	1
1.1 INTRODUCTION .....	1
1.2 <i>Rationale</i> .....	1
1.3 <i>Purpose</i> .....	2
1.4 <i>Operational Development Strategies</i> .....	3
1.5 <i>Guiding Principles</i> .....	4
1.6 <i>Application and Scope</i> .....	5
1.7 OVERVIEW OF PROBLEMS .....	5
1.8 <i>Capacities</i> .....	5
1.9 <i>Lack of clear process in donor engagement</i> .....	6
1.10 <i>Transaction costs</i> .....	6
1.11 <i>Lack of national ownership and government leadership in aid         delivery management</i> .....	6
1.12 <i>Predictability</i> .....	7
1.13 <i>Information on aid flows</i> .....	7
<b>CHAPTER 2: .....</b>	<b>8</b>
POLICIES.....	8
2.1 <i>Statement On The Right To Refuse Aid</i> .....	8
2.2 <i>Ownership</i> .....	8
2.3 <i>Alignment with Government Priorities</i> .....	9
2.4 <i>Harmonisation</i> .....	9
2.5 <i>Capacity development</i> .....	10
2.6 <i>Aid Predictability</i> .....	11
2.7 <i>Partnership</i> :.....	11
2.8 <i>Aid Modality</i> .....	11



2.10 Aid Information Management Systems: ..... 12

**CHAPTER 3: ..... 14**

POLICY IMPLEMENTATION AND COORDINATION MACHANISM ..... 14

3.1 Coordination Machanism ..... 14

3.3Roles of line ministries..... 15

Bibliography ..... 17

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## FOREWORD OF THE MINISTER



The Government of Puntland's Aid Coordination Policy has been developed in response to available evidence showing that recipient state policies and procedures, human capacity, economic management and institutional arrangements determine to a large extent the allocation of aid and its impact on growth and poverty reduction.

This document highlights the importance of aid to Puntland's development efforts, outlining the challenges, policies and strategies needed to improve the effectiveness of aid in Puntland. It recognizes the need for the Government of Puntland to improve its structures and systems to ensure effective coordination and delivery of aid. It also suggests that more attention be paid to working on a collective basis with Development Partners (DPs).

The document's main premise is that aid programmes should be geared towards supporting Puntland's objective of attaining the 2nd Five Year Development Plan and Sustainable Development Goals respectively.

To this end, the Puntland Aid Policy aims to ensure aid effectiveness by aligning aid to Puntland development priorities; and serves as a guide to Government, Development Partners, Civil Society Organizations and other stakeholders in the management and coordination of external aid in Puntland.



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## KEY DEFINITIONS

**Alignment**” means external partners are aligned with NPP strategy and the underlying principles of all donor programs and projects are consistent with the NPPs stated approach. Alignment is fully achieved when donor funded projects and the National Priority Programs have common, unified and consistent objectives, plans, programs, projects and deliverables.

**“Civil Society Organizations (CSOs)”** means non-governmental and non-profit entities that pursue a wide range of interests including developmental, social, cultural, political and philanthropic. They include community groups, non-governmental organizations (NGOs), labour unions, women’s groups, charitable organizations, professional associations and advocacy groups. This definition, however, does not include the private sector, academia, municipalities and security organizations.

**“Development Assistance Database (DAD)”** means online database of project level information on aid commitments and disbursements provided to Puntland .It allows the government to track aid flows, incorporate aid flows onto the national budget, improve donor coordination, share information, undertake analysis and prepare reports

**“Humanitarian Assistance”** means assistance designed to save lives, alleviate suffering and maintain and protect human dignity during and in the aftermath of emergencies. To be classified as humanitarian, aid should be consistent with the humanitarian principles of humanity, impartiality, neutrality and independence. Humanitarian aid includes: Disaster prevention and preparedness; The provision of shelter, food, water and sanitation, health services and other items of assistance for the benefit of affected people and to facilitate the return to normal lives and livelihoods; Measures to promote and protect the safety,

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welfare and dignity of civilians and those no longer taking part in hostilities and rehabilitation, and Reconstruction and transition assistance while the emergency situation persists. Activities to protect the security of persons or property through the use or display of force are excluded. Humanitarian assistance also includes aid to refugees in developing countries, but not to those in donor countries. Relief food aid comprises supplies of food, and associated costs, provided for humanitarian relief purposes.

**“Aid coordination”** Larry Minear has defined coordination in the UN system as ...the systematic utilization of policy instruments to deliver humanitarian assistance in a cohesive and effective manner. Such instruments include: (1) strategic planning; (2) gathering data and managing information; (3) mobilizing resources and assuring accountability; (4) orchestrating a functional division of labour in the field; (5) negotiating and maintaining a serviceable framework with host political authorities; and (6) providing leadership. Sensibly and sensitively employed, such instruments inject an element of discipline without unduly constraining action.

**“Official Development assistance”** flows of official financing administered with the promotion of the economic development and welfare of developing countries as the main objective, and which are concessional in character with grant element of at least 25 percent (using a fixed 10 percent rate of discount). By convention, ODA flows comprise contributions of donor government agencies, at all levels, to developing countries (bilateral ODA) and to multilateral institutions. ODA receipts comprise disbursements by bilateral donors and multilateral institutions. Lending by export credit agencies with the pure purpose of export promotion is excluded.

Source: IMF, 2003, external Debt Statistics: Guide for compilers and users- Appendix III. Glossary, IMF Washington



# CHAPTER 1:

## BACKGROUND

### 1.1 Introduction

This policy is developed based on the regulatory power of Puntland government as enshrined in article 54 of the constitution of Puntland which mandates executive branch to “set up and implement the political, economical strategy and the national plan of development”.

This policy paper aims to accelerate the implementation of the Second Five Year Development Plan (FYDP-2), which sets out Puntland’s development objectives and policies, that are the outcome of broad dialogue and consultation across Government, international non-Governmental agencies, the private sector and civil society.. The Policy formation is also informed by the following international commitments.

- International Commitments made under the Bussan Partnership for Effective Development Cooperation and the New Deal for Engagement in Fragile States
- Paris Declarations on aid effectiveness (2005)
- Accra Agenda for Action (2008).

The policy addresses key issues of national ownership and government leadership of aid management, capacity development, partnership and harmonisation of aid delivery.

Puntland Aid policy development reflects world best practises in aid management and in relation to Puntland specific context problems. The policy was developed through participatory and consultative process which incorporated opinions and analysis of participants from the different Puntland ministries and other stalk holders

### 1.2 Rationale

Since the collapse of the central state of Somalia and the onset of civil war , Somalia and particularly Puntland state of Somalia has been one of the largest beneficiaries of aid. The government is committed to



make better use of the aid it receives now and in the future. The government is also committed to integrating the principles of new agreements such as the Busan Partnership for Effective Development Cooperation and the New Deal with its specific context, which will help increase the effectiveness of external assistance for improved impact. Puntland state has already undergone significant transformation in terms of state building and peace building and recovered from the emergency phase and now at initial stages of development.

Aid Coordination Department (ACD) within MoPIC is established, that will guide coordinate future aid delivery to Puntland State of Somalia to ensure that aid complement to the local development efforts and to avoid duplication and overlap.

### **1.3 Purpose**

*The Aid coordination department Policy will serve as a strong foundation to facilitate dialogue between government and DPs, considering the pressing needs of Transition, and to minimize the impacts of declining aid and will continue to be an important source of financing Puntland to pursue its long term vision of becoming self-reliant. Therefore, policy guidelines and actions are required for stronger management by all actors in the country, to ensure optimal allocation of aid and maximum impact on growth and poverty*

Through clearly articulated policy statements and action points, this policy document has two overarching goals. These are (a) to increase the effectiveness of external assistance to Puntland through greater government ownership and leadership,

(b) To provide a basis on which the additional aid required by Puntland to meet its short- to mid-term developmental resources can



be mobilised through increased transparency and accountability within the Government, between the DPs and the Government and Puntland in the management of development cooperation.

The Government of Puntland and all of its major development partners are signatories to the Paris Declaration on Aid Effectiveness. The Declaration binds its development partners to implement policies and strategies that will increase the effectiveness of the assistance received by aid recipients which includes Somalia of which Puntland state is member state of the federal system , and as such the principles set out in the Declaration form the basis of the Government's definition of effectiveness.

#### **1.4 Operational Development Strategies**

There are clear linkages between the Poverty Reduction Strategy (PRS), sector strategies, budget, Medium Term Expenditure Frameworks (MTEFs), and district development plans, facilitating donor alignment to government priorities. Short term programs responding to emergencies situations should draw linkages between relief, recovery and development bridges.(b) **Reliable country systems Puntland public financial management (PFM)**, procurement, and reporting systems are strengthened.

#### **(c) Alignment of aid flows on national strategies**

All aid flows are reported on the Government's budget and in line with strategic plans.

#### **(d) Strengthening of local capacities by co-ordinated support**

Technical assistance is focused on knowledge transfer through coordinated programmes consistent with Puntland's priorities.



### **(e) Use of country systems**

All assistance is delivered as much as possible through the country system including but not limited Public procurement.

## **1.5 Guiding Principles**

The following principles will guide in the mobilisation of external assistance.

This document is a statement of Government policy, and as such its content is ‘owned’ by the Government of Puntland. In order to ensure country ownership, the government will seek to mobilise external assistance in forms that do not undermine its autonomy. The Government of Puntland will continue to set its own development objectives and policies, and will seek to ensure that these are the outcome of broad dialogue and consultation across government, the private sector, and civil society.

- a. The Government of Puntland should lead the development process by establishing a partnership with international stakeholders to ensure that government has full ownership over development strategies and their implementation.
- b. Aid programs should align with development priorities as identified by the Government’s development policies defined in the second five year development plan and sectoral strategic plans.
- c. Where external assistance is mobilized in a manner that strengthens Puntland ownership and capacities, this not only renders that external assistance more effective, but it further strengthens the government’s ability to manage all of its resources effectively, further enhancing service delivery to the Puntland citizen.
- d. Aid resources mobilised in the name of Puntland should be used wisely. It is the responsibility of the donors and Puntland



government to create mutually satisfying accountability mechanism that ensures efficient use of limited aid resources.

- e. The delivery, management and monitoring of aid should use government systems (i.e. structures, procedures, institutions and instruments) wherever possible

## **1.6 Application and Scope**

The Aid Department Policy applies to all donors and development partners of Puntland. Its policies also apply to all government departments and agencies at both the centre and at district levels.

The Government recognizes the important roles played by nongovernmental development partners in Puntland, in promoting the rights and participation of citizens, in monitoring Government performance and holding it accountable; and in service delivery. Where nongovernmental development partners assume a service delivery role, such assistance should be in line with national priorities and sectoral plans so as to maximize impact and avoid duplication and fragmentation.

## **1.7 Overview Of Problems**

Despite dialogues and sustained efforts towards better coordination on the part of both the government and international partners, a number of problems remain. These problems limit the efficiency and effectiveness of aid assistance delivered in Puntland and weakens government case to scale up assistance in the short to medium term.

## **1.8 Capacities**

The Government of Puntland continues to suffer from capacity problems. The GoP's ability to attract and retain highly qualified and



skilled staff remains limited, and this affects planning and negotiation and can result in poor coordination and implementation.

### **1.9 Lack of clear process in donor engagement**

The lack of clear process in some cases leads line ministries and decentralized entities to negotiate assistance directly with donors, thus undermining the role of Ministry of Planning in the leadership and coordination of assistance. The fragmented engagement with donors can also undermine Puntland interest in the negotiation phase.

### **1.10 Transaction costs**

As common with many developing countries, the costs to Puntland of receiving assistance are often high, and whilst it is difficult to quantify these in monetary terms, it is clear that high transaction costs lower the real value of assistance received.

Donors continue to place significant demands on government in terms of time, reporting needs, and use of other resources through numerous missions and meetings. This is in some instances the result of a lack of delegation of authority to local offices by donor organizations, and this burden consequently exacerbates the capacity problems faced by the Government of Puntland.

### **1.11 Lack of national ownership and government leadership in aid delivery management.**

The aid assistance comes in the form of disconnected projects in Puntland with donor directives and implementation of non government implementing agencies. The government has little influence in the designing and management of aid programs. The absence of government leadership in aid management has far reaching consequences including limited impact of projects on targeted beneficiaries and eroding government legitimacy/ credibility in the public.

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## **1.12 Predictability**

Aid predictability remains an issue in Puntland. aid release delay and certain delivery schedule may result in problems of predictability in terms of the volume, quality and timing of aid, which in turn halt or slow down implementation of pro-poor programs. Project support is in many cases characterized by implementation delays.

## **1.13 Information on aid flows**

Incomplete reporting of ODA (including that provided through some NGOs) to the government reduces transparency, and hinders the ability of government to monitor and manage the assistance Puntland receives. This information is critical to planning and incorporating external assistance in budgeting processes. It is difficult to obtain a complete picture of external assistance to Puntland, as some organization are unwilling or unable to meet the government's requests for information. This reduces levels of transparency and accountability in the delivery of assistance.

At the same time, it is clear that the Government of Puntland may in some areas place unstructured demands on development partners for information, with different ministries and implementing bodies making requests for information, and then failing to share such information with in government institutions effectively.



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## **CHAPTER 2:**

### **POLICIES**

#### **2.1 Statement On The Right To Refuse Aid.**

Government of Puntland will refuse aid where the costs of accepting are too high against the benefits and not sufficiently aligned to government priorities, or if there are, excessive conditions tied to receiving the aid.

#### **2.2 Ownership**

As reflected in the Paris Declaration on Aid Effectiveness and other international agreements, for aid to be effective and have long term impact, the beneficiary country needs to ensure ownership of the process and fully buy into it. In order to ensure sense of ownership, Puntland government will play leadership role in aid management. The Government of Puntland will continue to set its own objectives and priorities for the development of the country, and will provide the direction for the coordination of aid inflows. Ultimately, development assistance belongs to the people of Puntland , and Puntland government will work towards improving the effectiveness of the aid for its people.

Each line Ministry or agency is required to develop the relevant sector Investment action plan aligned with FYDP2 with appropriate reform Programs and sub-programs and proposed projects required under them, into the Public Sector Investment Program (PSIP).

The respective line ministry or agency will showcase their priority project with donor community for securing fund. In the case where intermediate implementing partner is involved in project management.(UN,INGOS, LNGOs, private companies). The implementing entity is required to ensure proactive involvement of beneficiary community and leadership role of the line ministry throughout the process of the project cycle.



The ultimate goal of any project processing should contribute to the empowerment of local establishment and strengthen leadership of the government.

### **2.3 Alignment with Government Priorities**

Evidence based studies show aid delivery that by passes government systems in favour of substitution rather than supporting the existing structures lead to further weakening of national institutions and consequently damage resilient of the nation for future shocks.

Puntland government proposes for all development partners to adapt supportive implementation strategies that prefer to use existing national structures and institutions with the spirit of strengthening local resilience and leadership of the government.

The Five Year Development Plan identifies and articulates State priorities in the medium term, and all assistance should be aligned. The Government recognizes that result based strategic plans are essential in all sectors if alignment of external finance to national priorities is to be achieved. Ministries and other government agencies have their strategic plans and essential information banking that allow donors to source their programs and align with national priorities.

The, Government of Puntland calls for donors to align their aid with national priorities as identified in the second five year development and sectoral plans. The government also requests donors to provide the information needed for it to be included in national budgets.

Puntland government encourages all development partners to use country system wherever possible. The government is committed to work with development partners in order to improve government structures and address any concerns over the effectiveness over the institutions. The government is working with development partners to establish effective aid information management system that will track aid inflows and increase transparency and accountability of both government and donors.

### **2.4 Harmonisation.**

A large number of disjointed aid projects and programmes can create unnecessary transaction costs for the country and risks duplication.



The Government expects its development partners to harmonise their aid delivery through joint mechanisms wherever possible and work towards a clearer division of labour, ensuring partners use their comparative advantages most efficiently and reduce transaction costs for the Government and partners.

The Government will lead this process through strengthening its central and sector coordination frameworks. The Government also encourages shared analysis, strategic planning and reporting. Government of Puntland will facilitate a Joint field missions that comprises donors and government representatives. The purpose for such field missions may include monitoring of ongoing activities or needs assessments for new initiatives. Puntland government will actively participate in joint analytical work with donor countries. This reduces transaction costs for Puntland and donors but also inspires all stakeholders to take party necessary changes and good practice.

## **2.5 Capacity development**

Puntland government requires development initiatives to have a strong capacity development component through Technical Assistance (TA). All TA provided to the Government must be concerned primarily with the transfer of capacity to the Government by building the skills and capabilities of local staff and/or developing systems and procedures. . Technical assistance provided should come in a coordinated manner through national systems. This should include mechanisms to ensure the transfer of knowledge to the State in order to encourage local ownership, durability and sustainability. Development Partners should use local expertise and resources to the maximum extent possible.



## **2.6 Aid Predictability**

The Government plans to improve the predictability of aid inflow in the country and expects on partners to provide better information on multi-year commitments, and to abide by those commitments. Puntland government requires reliable commitments of available funding over the medium term to improve its own planning, link development strategies with budgetary frameworks, and ensure that its development assistance is used effectively.

Puntland government also recognises the necessity for short term relief programs in response to unpredictable recurrent shocks including droughts, typhoons and other natural or manmade disasters. While such programs fall exceptional in aid predictability.

The government proposes short term programs designing to draw link between relief recovery and development. The Government will work to improve its own information systems, linking aid more strongly to the budget, and to create a stable and transparent environment that allows donors to disburse in a timely manner whilst remaining accountable to their own constituencies.

## **2.7 Partnership:**

Achieving development results requires healthy partnerships between the Government and its development partners. Such partnerships are most effective when they make full use of the skills of all development actors—bilateral and multilateral donors, inclusive of traditional, emerging and “South-South” cooperation, global funds, CSOs, and the private sector. The Government is committed to strengthening partnerships within the framework of this policy.

## **2.8 Aid Modality**

The Government of Puntland recognises that maintaining a ‘mixed’ portfolio in terms of the modalities through which assistance is delivered can be beneficial.



The following explanation illustrate Puntland government preferred aid modalities

- a. Basket Fund: Puntland endeavours to support its development initiative with un-earmarked budget support followed by sector budget support, over other forms of project
- b. Assistance for the Common Development Fund is to make sure distribution of benefits more equitably amongst districts and to respond to national priorities utilizing Aid Information and Management Systems (AIMS), Five Year Development Plan (FYDP), and Annual Development Plan (ADP)
- c. Vertical Funds as a Concern: Vertical Funds are always large sources of finance that channel their resources outside of Puntland systems. They tend to be off plan and off budget and are thus a concern for the State. Puntland and development partners will collectively develop guidelines on the management of such funds in consultation with other stakeholders in the State.
- d. 2.9 Monitoring and Evaluation

MOPIC is currently developing Monitoring and Evaluation (M&E) policy and harmonised monitoring tools, thus, Puntland government encourages its development partners to move towards use of national M&E systems, at the central and district levels, thus harmonising monitoring, evaluation and reporting procedures.

### **2.10 Aid Information Management Systems:**

Puntland government is planning to set up use Aid information Systems (AIMS). This mechanism will improve information sharing between the State, non-government and development partners in





order to improve communication practices, transparency and accountability, thus avoiding duplication and overlapping of programs and projects.

Donors are encouraged to support this system to reduce the burdens of duplication, overlaps, geographical distribution of projects within Puntland on both donors and state. This involves activities including data collection from donors in a structured manner. The policy expects Donors, implementers, state government and other stakeholders to use Aid information Systems (AIMS) database once established at ACD in MoPIC.



## CHAPTER 3:

### POLICY IMPLEMENTATION AND COORDINATION MACHANISM

#### 3.1 Coordination Machanism

The Government of the State of Puntland supports the development of sectoral and cross-sectoral working groups which comprises, among others, Lead Ministry, Lead Development Partner, UN Agencies, and CSOs, active in a particular area. The Government favours development of delegated cooperation for each Sector Working Group (SWG), whereby authority is delegated to Development Partners to co lead, together with the lead Ministry, on policy level dialogue. In absence of DPs presence in such forums, the role is delegated to concern UN Agencies.

The Government has established a Development Partners' Consultative Groups (DPCG) to keep the DPs informed on policy and strategic developments as well as their implementation status. The Government reaffirms its commitment to the DPCG as the highest-level coordination body in-state; responsible for overseeing the entire aid coordination system.

The DPCG consists of representatives from the highest level both from the Government and its Development Partners, and will continue to serve as a forum for dialogue on coordination of aid to Puntland, harmonisation of support, strategic planning and the alignment of Development Partner resources to Puntland State priorities. The DPCG oversees the operation of SWGs and advises the Cabinet on the creation, dissolution, and amendments to the Puntland Aid Policy. The DPCG also reviews progress made in the fulfilment of commitments identified in the international commitments of aid effectiveness.

The Government provides its full commitment in agreeing with its DPs on the principle of an independent mechanism for regular monitoring, review and evaluation of the performance of both the Government and its partners against accepted criteria.

Ministry of Planning and International Cooperation (MoPIC) has the lead role in coordinating external assistance and ensuring its efficient allocation to activities in line with the state planning processes. At the same time, the



Government wishes to see implementing ministries, districts or other government entities retaining ownership of externally financed activities and their implementation

### *3.2 Implementation and challenges*

Aid Coordination Department recognizes that implementation of the Aid Management Policy will not be without challenges. In order to effectively implement the policies and actions, there is a dire need for strong political will and leadership. It will require commitment by both Puntland government and all DPs to work together and build the capacity needed for the implementation of these policy recommendations. DPs will have to honour their international commitments on aid effectiveness.

Puntland government and DPs should together develop framework to agree to implement on indicators of aid effectiveness measuring the alignment of aid with national priorities, Puntland leadership and ownership of the aid management, accountability.

The Aid Coordination Department will develop and use monitoring frameworks to measure compliance of policy implementation.

The Aid Coordination Department Directorate at MOPIC in collaboration with DPs, to implement and measure compliance with the aid management policy.

### **3.3 Roles of line ministries**

The roles of differing Puntland government institutions in the mobilisation, negotiation and coordination of aid have sometimes been unclear and fragmented. This ambiguity created confusion for donors and other development partners who have been unsure of whom to address proposals or engage as relevant line ministry. The fragmentation in the management of external assistance has also weakened MOPIC capacity in leadership and coordination of aid sector. MOPIC is thus responsible for maintaining broad policy dialogue with donor organisations through communication and engagement with development partners in pursuing the interests of the Government of Puntland. MOPIC is also responsible to coordinate with line ministries and other relevant agencies to offer avenues for information exchanges and for planning purposes.



MOPIC is also mandated to resolve disputes arising out of projects alignment with line ministries, where the dispute involves different government institutions as to which ministry should be line ministry for project in question, MOPIC will study nature of program/ project and matching of respective institution mandates.

Line ministry, district or other government bodies should identify needs consistent with its strategic plan and engage in initial discussions with interested partners with a view to developing such an idea and examining its viability, MOPIC will provide advice on potential development partners, and may initiate discussions between line ministries/districts/other bodies and such partners. However, the technical soundness of a proposal remains the responsibility of the line ministry or government body seeking to implement package of assistance

The outcome of negotiations should meet with the satisfaction of both the Minister of Planning and the government body which will be primarily concerned with the implementation of an assistance package; this is recorded in writing (in the form of a Memorandum of Understanding or similar agreement). The Minister of Planning and international cooperation will, in his or her capacity as coordinator of all external assistance, normally sign such documentation for and on behalf of the Government of Puntland.

The Ministry of Finance will take a key role in coordination of external assistance through efficient allocation of resources in line with national plans and priorities. The Ministry is also responsible for coordinating data collection and analysis on development assistance and ensuring integration of aid within the national budget.



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