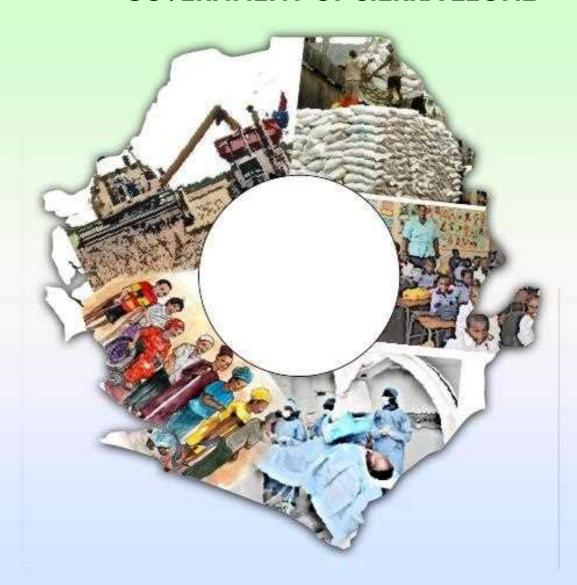


GOVERNMENT OF SIERRA LEONE



"Addressing the needs of the vulnerable in the context of the multiple crises"

A Citizen's Guide to the National Budget - 2023

Ministry of Finance

ACKNOWLEDGMENT

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Gratitude to the Leadership and Staff of the Ministry of Finance for the support and approval of this Citizens' Guide to the FY2023 National Budget of the Government of Sierra Leone.

Special thanks go to the Honorable Minister of Finance for his strong commitment in facilitating the production of this guide.

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MESSAGE FROM THE MINISTER OF FINANCE

Let me, on behalf of His Excellency, Brig (Rtd) Dr. Julius Maada Bio, thank you for all your sacrifices, courage, perseverance, and trust reposed in the Government over the years. As a country, we have gone through tough times.

Since 2020, Sierra Leone, like the rest of the world, has been experiencing multiple crises brought on by the CoVID-19 pandemic, the ongoing crisis in Ukraine and intensifying risks of climate change. While the frequency and duration of these crises seem unpredictable, they have disrupted supply chains, created uncertainty, and exacerbated shortages of key essential commodities, causing a sharp rise in the prices of food, fuel and fertilizer to unprecedented levels.

Therefore, the theme for the 2023 Budget is "Addressing the needs of the vulnerable in the context of the multiple crises". Building on our past and ongoing efforts to mitigate the impact of the crises on the economy and the population at large, this Budget prioritizes policies and programmes that enhance economic resilience and protect the livelihoods of the most vulnerable in our society.

In mitigating the challenges facing the country, Government has been implementing policies, programmes, and projects as articulated in the Medium-Term National Development Plan (MTNDP 2019-2023). In addition to ensuring a stable macro economy, Government will continue to implement ongoing crises mitigating measures.

The Citizen's Budget (2023) explains Government revenue and expenditure projections and how it intends to accelerate mobilization of the much-needed revenue and to prudently manage overall expenditure over the medium term with the aim of financing the needs of the vulnerable.

I therefore take this opportunity to call upon Citizens to continue to strengthen their participation in the planning and budgeting process, including in the monitoring and implementation of the budget and related programmes going forward.

Thank you all and God bless the Land that we love Sierra Leone.

Dennis K.Vandi Minister of Finance

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I. INTRODUCTION

The Citizen's Budget 2023 provides a summary guide to the national budget delivered to Parliament by the Minister of Finance for the Fiscal Year 2023. The theme of this year's budget is: "Addressing the needs of the vulnerable in the context of the multiple crises".

It gives simple information on what services the Government plans to deliver, how it will be done, who will do it, how much it will cost, and it helps citizens to monitor and make sure that these services are provided as promised.

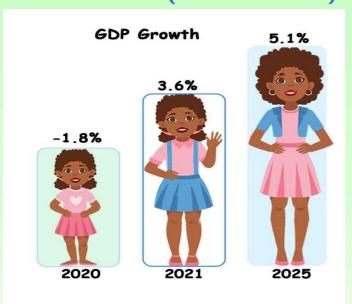
2. OBJECTIVE OF THE 2023 BUDGET

Therefore, the 2023 Budget seeks to provide support to:

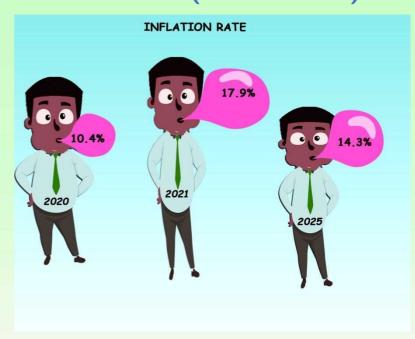
- Intensify local food production and facilitate food importation to address food insecurity, especially for the most vulnerable groups;
- Sustain critical investments in education and health to improve human capital;
- Expand social safety nets to enable vulnerable people to cope with the challenging economic situation;
- Pursue adaptation and mitigation measures in response to climate change risks;
- Promote private sector development for job creation;
- Contain inflation and stabilise the exchange rate to lower the cost of living;
- Strengthen public finances and maintain sustainable debt levels; and
- Improve governance and accountability.

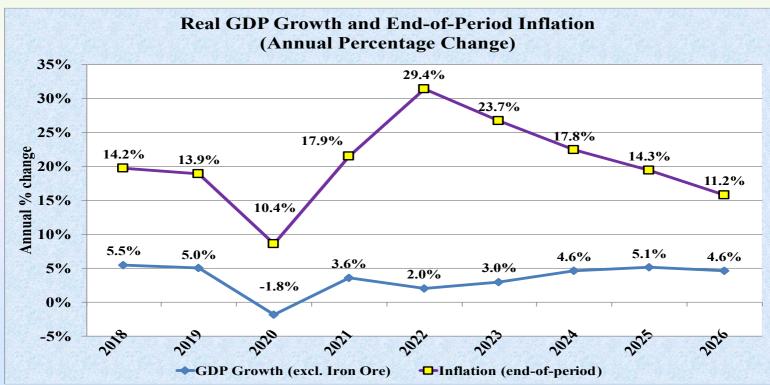
3.THE ECONOMY AT A GLANCE

GDP Growth (excl. Iron Ore)



Inflation Rate (End of Period)





The medium-term outlook for the economy is expected to be very challenging in the wake of the overlapping crises (COVID-19 and war in Ukraine), with current projections indicating that real GDP growth will not return to the pre-COVID-19 pandemic levels until 2025.

- ➤ The current account deficit, including official grants, is projected to narrow from 10.3 percent of GDP in 2022 to 8.0 percent of GDP in 2023.
- ➤ Gross foreign reserves are planned to average 3.3 months of imports in the medium term (2023-2025).

4. ONGOING CRISES MITIGATING MEASURES

Measures taken by Government so far to mitigate the impact of the global financial crises on the population.

- Maintained zero import duty and GST on imported rice;
- ☑ reduced taxes on certain essential commodities, such as import duty on cement (from 20% to 10%) and iron rods (from 10% to 5%;
- established several credit facilities through the Bank of Sierra Leone (BSL), including
 - a). a Special Credit Facility with two tranches of US\$50m each during COVID-19 to support importation of essential commodities;
 - b). another Food Facility of US\$50.0 million during the ongoing
 Ukraine crisis to support the importation of rice, flour and sugar;
 - c). a US\$10.0 million Agricultural Credit Facility to facilitate the importation of agricultural inputs; and
 - d). a US\$36.0 million Reserve Fuel Facility (RFF) for the importation of fuel.
- provided subsidies to EDSA amounting to NLe508.6 million as at September 2022 to support the purchase of fuel for Karpower and payment for imported power under the CLSG Project; and
- facilitated the installation of solar mini-grids for ninety-four (94)
 communities nationwide, improving national access to electricity from
 15% to 35% in 2022.



4. ONGOING CRISES MITIGATING MEASURES

Additional measures targeted at cushioning the impact of the multiple crises on the livelihoods of the people, especially the most vulnerable.

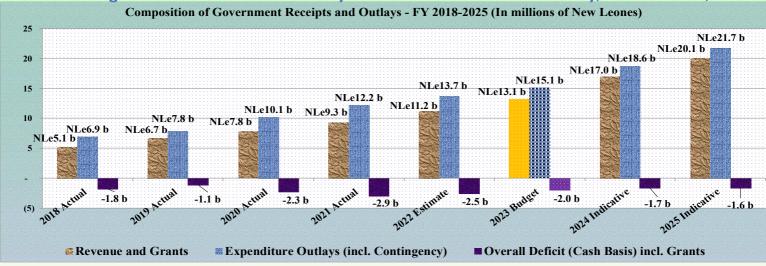


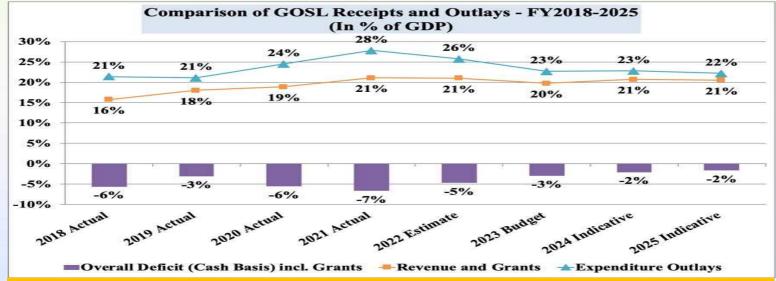
5. BUDGET AT A GLANCE

Budget Overview

"In the midst of these reinforcing crises, there is a need to create the fiscal space to support the implementation of the programmes and policies highlighted earlier for improving the welfare of the most vulnerable. This requires efforts to mobilise domestic revenues and prudently manage and reprioritise expenditures to deliver services for the benefit of all"

Extract of Budget Statement to Parliament by the Minister of Finance on Friday, November 11, 2022





The Figures above show the summary of actual, budget and projections of fiscal receipts and outlays over the eight-year period FY2018-2025.

- Total amount received from domestic revenue and grants in 2022 is estimated to be NLe 11.2 billion (New Leones) or 21% of GDP. It was NLe 9.3 billion or 21% of GDP) in 2021.
- Total amount spent in 2022 (including contingency expenditure) is estimated to be NLe 13.7 billion or 26% of GDP, whereas it was NLe 12.2 billion or 28% of GDP in 2021.
- Total amount expected to be received in 2023 from domestic revenue and grants is projected at NLe 13.2 billion (20% of GDP)
- Total amount expected to be spent (including contingency expenditure) is expected to be NLe 15.1 billion (23% of GDP), resulting in a projected budget deficit of NLe 2.0 billion or -3% of GDP. Budget deficit is expected to drop to 2% in the outer fiscal years of 2024 and 2025.

6. 2023 BUDGET DEFICIT - EXPENDITURE VERSUS REVENUE (BALANCING THE BOOK)

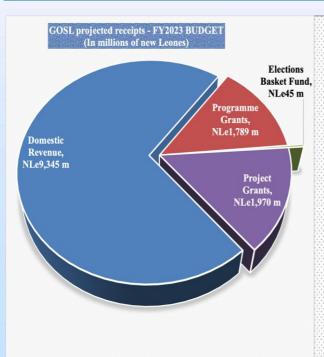
- The overall budget deficit excluding grant is NLe 5.75 billion
- The overall budget deficit including grant is NLe 1.96 billion
- Foreign Financing NLe (0.41) billion
 - Project loans NLe 1.02 billion
 - Programme loans Nil
 - External Debt Amortisation NLe (1.43) billion
- Domestic Financing NLe 1.70 billion
 - Central bank NLe 0.94 billion
 - Commercial banks NLe 0.45 billion
 - Non-bank NLe 0.31 billion
- Privatization and other Receipts NLe 0.86 billion
- Uncrystallized Arrears Paydown NLe (0.19) billion

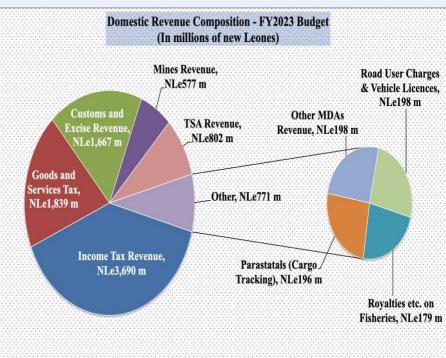


The 2023 Budget has NO Financing Gap

7. WHERE IS THE MONEY COMING FROM AND HOW MUCH?

Domestic Revenue	Amount NLe (Million)	% of total receipt	% of GDP
Income Tax Revenue	3,690	28%	5.5%
Goods and Services Tax	1,839	14%	2.8%
Customs and Excise	1,667	13%	2.5%
Mines Revenue	577	4%	0.9%
Royalties etc. on Fisheries	179	1%	0.3%
Parastatals Revenue (Cargo Tracking)	196	1%	0.3%
Other MDAs Revenue	198	2%	0.3%
Timber Revenue	*	0%	0.0%
TSA Revenue	802	6%	1.2%
Road User Charges & Vehicle Licences	198	2%	0.3%
Total Domestic Revenue	9,345	71%	14.0%
Grants			
Programme Grants	1,834	14%	2.7%
Project Grants	1,970	15%	3.0%
Total Grants	3,804	29%	5.6%
Total Receipts	13,150	100%	19.7%





8. KEY REVENUE MOBILIZATION MEASURES

No new taxes introduced - all current rates of taxation remain unchanged in 2023.

Efforts to raise revenues will focus mainly on strengthening tax compliance and broadening the tax base.

Tax Policies

Government will escalate the Duty Waiver Policy approved by Cabinet in March 2022 to become a law

Government will also:

Review the Excise Tax Act of 1982 to enable the conversion of ad valorem excise taxes, on alcohol, tobacco, vehicles, sugar-sweetened beverages, plastics and others to a specific rate to internalise external costs, reduce harmful behaviour, and provide a stable source of revenue;



➤ Broaden the base of the Goods and Services Tax (GST) as about 60 percent of its base is exempt and areas such as digital services and insurance are not subject to GST.



Government will strengthen the legislative framework around forest protection and related environmental issues to enable the possibility of leveraging climate finance from our forests, including carbon credits, REDD+ payments, and grants for forest conservation or reforestation.



Government will implement the provisions defined in the amended Extractive Industry Revenue Act to maximise revenues from the extractive sector and ensure that Government does not get into the legacy of individual contracts containing special and overgenerous fiscal terms outside of the general tax law.

8. KEY REVENUE MOBILIZATION MEASURES

Fully rolling out the Integrated Tax Administration System (ITAS) to include management modules such as data management, audit, tax exemption and taxpayer management.



Tax Administration

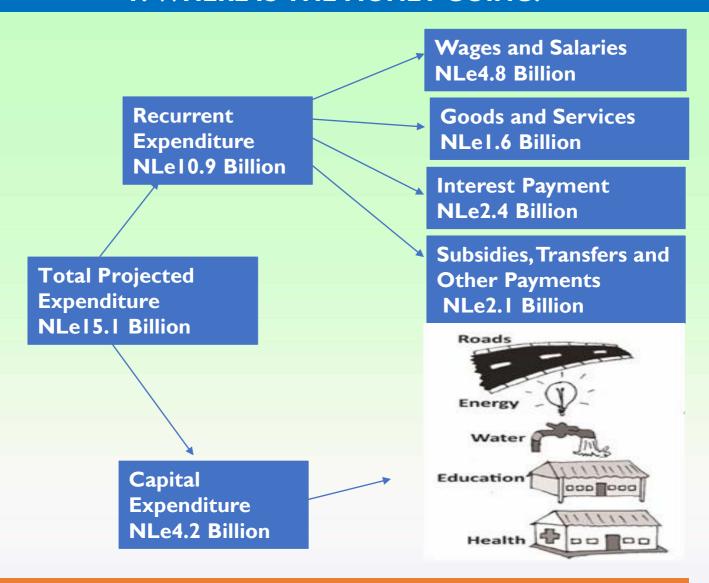
Specific tax administrative actions will include:

- riangleright extending the Block Registration System to the regional cities to capture more businesses in the national tax register;
- integrating NRA systems, especially the ITAS, with other information management systems at the BSL, AGD, NCRA and NASSIT;
- developing and rolling out a mobile payment app for paying non-tax revenues such as fines, fees and levies and integrating the app with ITAS and ASYCUDA for collecting revenue from small and medium taxpayers.

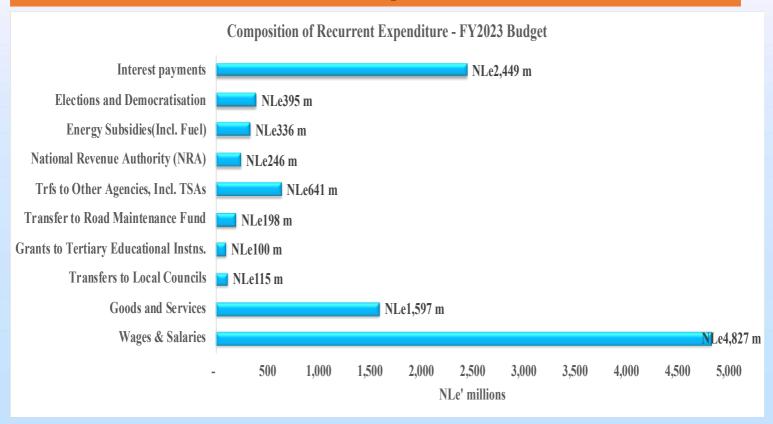
Government is developing a Medium- Term Revenue Strategy (MTRS) that will set the pace for policy, legislative and administrative actions to enhance domestic revenue mobilization in the medium-term and put the country's budget on a sustainable path.

The paramount objective is to increase domestic revenue to 20 percent of GDP by 2027.

9. WHERE IS THE MONEY GOING?



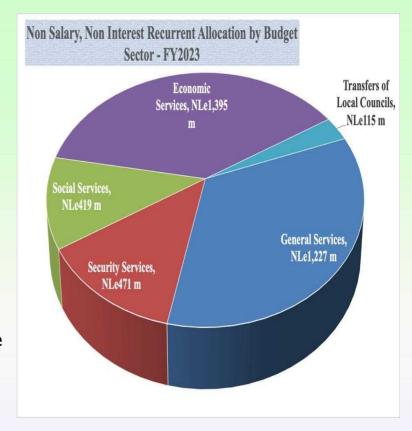




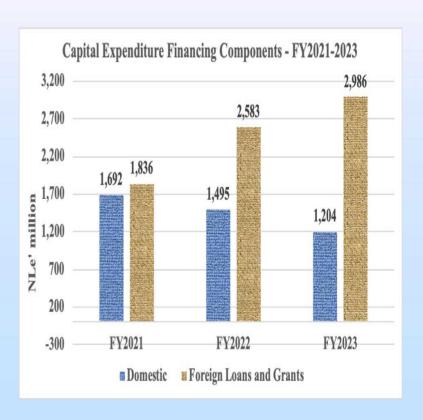
9. WHERE IS THE MONEY GOING? (CONTINUED)

FY2023 Budget for **non-salary, non-interest recurrent expenditure** (including Contingency Expenditure) totaling NLe 3,628 million is categorized under five budget sectors, as presented in the Chart below, comprising:

- **a. General Services** (NLe 1,227.4 million or 34% of total non-salary, non-interest recurrent expenditure);
- **b. Security Services** (NLe 471.4 million or 13% of non-salary, non-interest recurrent expenditure);
- c. Social Sector (NLe 419.1 million or 12% of non-salary, non-interest recurrent expenditure);
- d. Economic Sector (NLe 1,394.9 million or 38% of non-salary, non-interest recurrent expenditure); and
- e. Transfers to Local Councils (NLe 115.3 million or 3% of non-salary, non-interest recurrent expenditure)



Capital Expenditure - Capital expenditure for FY2023 is projected at NLe 4.2 billion (6.3% of GDP), made up of foreign loans and grants (NLe 3.0 Billion or 4.5% of GDP) and domestic capital expenditure (NLe 1.2 billion or 1.8% of GDP).



10. EXPENDITURE MANAGEMENT

Managing the Government Wage Bill

Government's objective in the medium term is to attain a sustainable wage bill level of 6% of GDP. Government will:

i. develop a Medium-term Wage Bill Management Strategy, introducing reforms to strengthen payroll controls and management;

ii. continue to pursue the establishment of the Wages and Compensation Commission to ensure fairness, equity and transparency in the determination of public sector wages; iii. conduct a biometric verification exercise for

iii. conduct a biometric verification exercise for teachers and health workers;

iv. institute workforce planning for all payroll categories to improve controls relating to recruitments and salary adjustments

Improving Budget Planning and Execution

Strengthening public expenditure management to create the fiscal space for spending on priority areas.

This involves

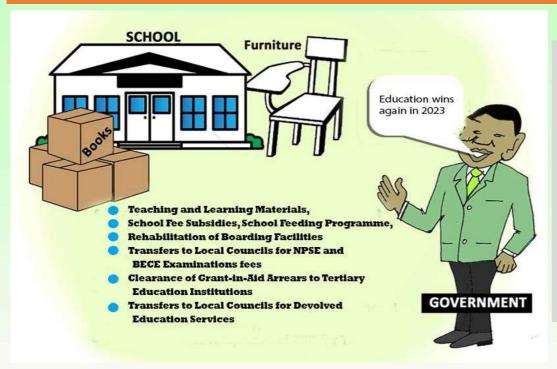
- a) improving budget planning and execution for non-salary recurrent expenditures,
- b) rationalising the payroll and
- c) improving the management of domestic capital expenditures

Improving Financial Governance



II. SELECTED GOVERNMENT ACTIVITIES AND PROGRAMMES

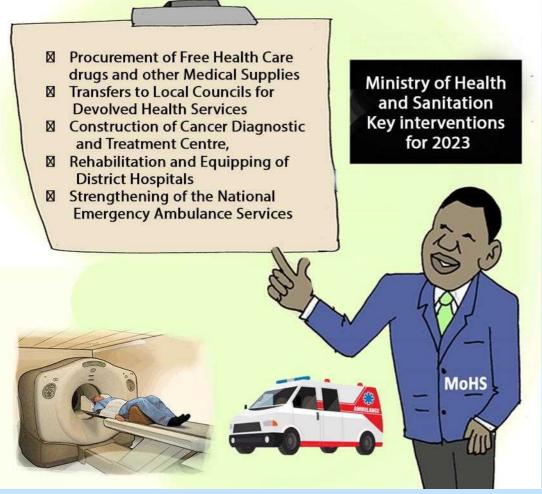
Improving Education - Free Quality School Education Programme



Total amount of NLe2.13b (or 22 percent of total discretionary expenditure) allocated to the Education Sector.

Teachers' payroll budget increased from NLe 728.5m in 2022 to NLe887.7m for 37,700 teachers in 2023

Improving the Quality of Health and Sanitation



A total of NLe 938.7m (or 10 percent of total discretionary expenditure was allocated to the Health Sector.

The payroll budget for health is set at NLe618.4m in 2023

11. SELECTED GOVERNMENT ACTIVITIES AND PROGRAMMES (CONTINUED)

Enhancing Social Protection

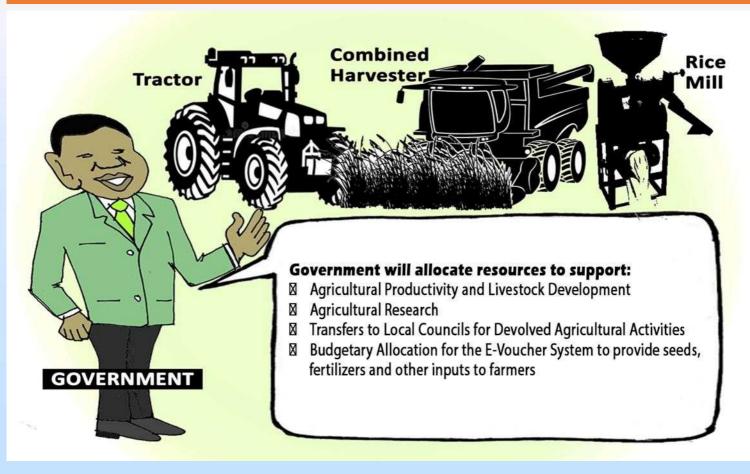


Government, through the National Commission for Social Action (NaCSA) and with support from Development Partners (DPs), will implement various social protection programmes through provision of social safety nets, and rehabilitation and construction of community facilities.

Also, the Ministry of Social Welfare is also allocated NLe28.5 million for delivery of social welfare services.

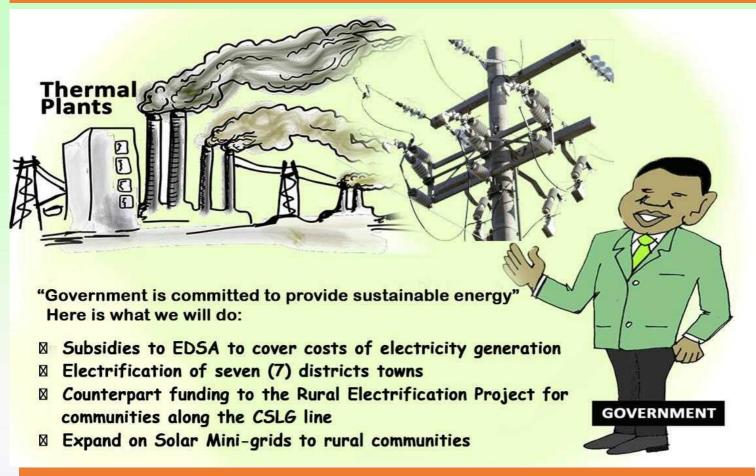
Transfer of NLe4 million to local councils for welfare services delivery

Improving Food Production



II. SELECTED GOVERNMENT ACTIVITIES AND PROGRAMMES (CONTINUED)

Improving the Energy Sector

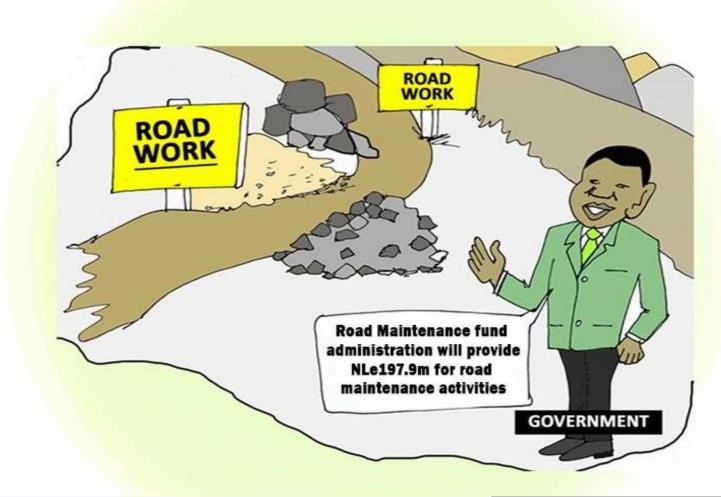


Improving the Water Sector



11. SELECTED GOVERNMENT ACTIVITIES AND PROGRAMMES (CONTINUED)

Road Construction and Rehabilitation





- Sierra Leone Road
 Authority (SLRA) has been allocated NLe
 79.0m for spot improvement and regravelling of trunk and other roads
- Development Partners will give NLe 162.3m for ongoing roads projects:
 - Bandajuma-Pujehun Road
 - Lumley-Tokeh Road
 - Magbele, Mabang and Kpangbama bridges

12. 2023 TRANSFERS TO LOCAL COUNCILS

FY202	FY2023 TRANSFERS TO LOCAL COUNCILS																			
In tho	In thousands of Leones																			
N ₀	Grant Type	FY2023 Local Budget Coun	Local Council	Education Library Agriculture	ibrary /	griculture	Environ't	Primary Se Health	Secondary Cash to PHU Health Facilties		Total I	Rural S Water We	Soc You	Youths Spo	Sports Gender	er Fire	Marine Resources	Uncondition al Block Grant	Support to Ward Commitees	Council Total
	Transfers to Local Councils	115,252																		115,252
	Direct Transfers	107,856	Direct Transfers to Local Councils	11,570	2,100	11,120	4,000	18,254	18,810	4,122	41,186	082'6	4,000 2	2,500 2,5	2,500 4,000	00 1,750	1,750	8,800	2,800	107,856
1	1 Administrative Grant	2,800	2,800 Bo District	287		704	104	894		354	1,248	809	191	113	113 201	11 94		297	157	4394
	S upport to Ward Comittees	2,800	2,800 Bo City	406	199	225	94	756		68	845		125	72	72 15	153 50		339	100	2,627
2 1	2 Block Education Grant	11,570	11,570 Bombali District	539		280	46	869		220	828	275	9/1	86	98 15	153 78		405	132	3,738
	of which: Administration,	5,169	5,169 Makeni City	269	171	991	42	625		18	643		127	63	8 8	88 42	-	288	19	1,980
	Education Development Grant	5,153	5,153 Bonthe District	358	34	511	88	584	•	252	836	414	78	72	72 13	120 52	517	201	113	3,466
	S cience Equipment	1,248	1,248 Bonthe Municipal	118	55	238	39	223	642	9	872		46	79	36	35 18	98	95	19	1,675
3	3 Library Board Grant	2,100	2,100 Freetown	1,192	321	139	9/	2,185	3,477	208	5,870		464	355	355 591	11 221	71	1,722	301	11,709
4	4 Unconditional Block Grant	8,800	8,800 o/w: Lumley Hospital						1,561		1,561									
	of which: Solid Waste Management	6,300	6,300 Rent for Lumley Hosp						008		800									
	O ther Recurrent Administrative Expenses	2,500	2,500 King Harman rd						1,117		1,117									
5	5 Fire Prevention	1,750	1,750 Kailahun District	705	156	822	487	1,102	2,127	278	3,507	040	274	172	172 26	266 122		522	188	8,067
9	6 Youth Affairs	2,500	2,500 Kambia District	580	73	626	165	873	1,366	203	2,442	222	137	101	101 161	19 81	133	346	144	5,981
7.	7 Sports	2,500	2,500 Kenema District	612		464	387	896		364	1,332	625	178	116	116 18	185 93		341	157	4,636
8	8 Environment & Forestry	4,000	4,000 Kenema City	421	268	180	75	959		47	683		139	79	79 15	151 55		375	113	2,620
9	9 Fisheries and Marine Resources	1,750	1,750 Koinadugu District	379	68	029	237	613	1,748	131	2,492	009	114	81	81 12	122 59		259	113	5,275
10 5	10 Social Welfare	4,000	4,000 Kono District	633		252	202	774		288	1,062	724	174	127	127	180 88		263	151	4,288
]	11 Gender and Children's Affairs	4,000	4,000 Koidu New Sembehun	371	92	204	75	453	3,252	11	3,716		126	19		92 40		284	19	5,125
12	12 Health Care Services	41,186	41,186 Moyamba District	537	79	906	151	1,010	1,302	313	2,625	603	161	96	71 06	144 78	190	258	138	6,079
ਕ	a) Primary Health Care services (PHC)	22,376	22,376 Port Loko District	771	99	852	869	1,109	1,581	311	3,001	1,384	235	142	142 22	224 112	200	468	176	8,471
دع	b) Secondary Health Services (District Hospitals)	18,810	18,810 Pujehun District	457	72	576	137	934	1,544	27.1	2,749	622	891	122	122	180 83	464	269	144	6,167
13 /	13 Agriculture and Food Security	11,120	11,120 Tonkolili District	962	110	784	165	1,162	1,771	286	3,219	831	413	165	165 24	242 125	-	480	182	7,676
14	14 Rural Water Services	9,780	9,780 Westem Area Rural District	841	116	250	147	1,127		155	1,282	238	252	233	233 39	398 102	68	993	170	5,344
15	15 General Monthly Claening Day	537	537 Port Loko City Council	171	106	160	40	339		3	342		160	35	35 3	56 24		147	19	1,295
16	16 School Bus Expenses	6,859	6,859 Karene District Council	469	22	775	161	<i>L99</i>		178	845	892	139	96	71 96	147 72	•	242	132	4,026
			Falaba District Council	358	55	360	408	280		136	716	165	83	79	11 67	110 59		206	113	3,218
			Others-Direct Transfer																	7,396
			National Cleaning Exercise																	537
			School Bus Expenses											\dashv						6,859

13. LOCAL COUNCILS OWN-SOURCE REVENUES - 2023

PROJECTED OWN SOURCE REVENUES OF LOCAL COUNCILS FOR FY 2023

In thousands of Leones

		Taxation	n Revenue	Non Tax Revenue							Total Own
					Business			Mining	Evacuation	Other Non-Tax	Source
No	Local Council	Local Tax	Property Tax	Market Dues	Registration	Licenses	Fees & Charges	Revenues	Fees	Revenue	Revenue
1	Bo District	30,803	1,393,119	15,000	54,750	99,067	24,000	74,000		20,000	1,710,739
2	Bo City	15,000	2,200,000	720,000	160,000	1,000,000	2,060,680		80,500	191,500	6,427,680
3	Bombali District	50,200	505,494	10,000	43,500	75,742	619,083				1,304,019
4	Makeni City	6,400	1,368,227	364,800	28,875	350,000	509,078			375,555	3,002,935
5	Bonthe District	42,000	121,500	4,500	50,700	251,827	140,905	691,590		7,000	1,310,022
6	Bonthe Municipal	10,000	65,000	15,250	20,000	5,000	20,000	21,150		5,000	161,400
7	Falaba District	35,000	190,000	15,000	50,000	45,000	100,000			5,000	440,000
8	Freetown	609,000	25,808,715	4,972,590		5,806,303	14,388,750				51,585,358
9	Kailahun District	98,820	803,500	30,000	59,000	365,500	180,000	60,000	180,000	60,250	1,837,070
10	Kambia District	52,013	674,166	538,240	115,000	644,536	776,700	125,000	100,000	66,400	3,092,055
11	Karene District	25,800	120,162	44,280	35,250	57,800	64,310		120,250	36,450	504,302
12	Kenema District	75,000	496,098	4,536	27,000	24,740	131,420	615,977	840,000		2,214,771
13	Kenema City	15,000	2,945,203	1,140,235	13,000	1,189,456	217,000		80,000		5,599,894
14	Koinadugu District	45,000	35,000	70,000	150,000	245,000	350,000	145,000	600,000	40,542	1,680,542
15	Kono District	50,260	614,990	3,884	30,000	52,000	48,800	1,000,000	80,266	40,000	1,920,200
16	Koidu New Sembehun	4,000	1,834,370	496,800	54,913	451,309	74,175	109,149			3,024,716
17	Moyamba District	30,000	230,000	50,000	98,500	262,250	76,800	1,443,400		37,417	2,228,367
18	Port Loko City	10,000	115,097	46,800	34,500	263,173	10,000	60,000		20,000	559,570
19	Port Loko District	60,000	750,000	20,000	50,000	208,660	198,625	850,000		36,250	2,173,535
20	Pujehun District	30,820	400,000	120,000	67,698	111,820	992,620	77,043			1,800,000
21	Tonkolili District	145,000	1,266,950	24,000		306,000	769,575	285,000			2,796,525
22	Western Area District	880,000	5,526,675	1,188,000	352,000	4,075,610	2,190,370	180,961		402,600	14,796,216
	Total	2,320,116	47,464,266	9,893,915	1,494,686	15,890,793	23,942,891	5,738,270	2,081,016	1,343,964	110,169,916

14. RISK TO THE 2023 BUDGET

- > Prolonged COVID-19 pandemic
- > Rise in international fuel and food prices
- > Fall in prices of iron ore
- > Natural disaster
- > Non implementation of triggers and or reforms agreed with development partners

15. GLOSSARY OF TERMS AND ACRONYMS

Budget Deficit: This is the difference between government revenues and its expenditures **Capital Expenditure:** This is expenditure on development projects such as construction of infrastructures (e.g. roads, airport etc.), supporting industry, building schools and hospitals, electricity and water supply, and agricultural projects. Such expenditure will result in improved service delivery and promote social and economic development.

Domestic Revenue: Revenue that is collected within the borders of Sierra Leone. It includes: corporate tax, personal income tax, taxes on goods and services, taxes on international trade and royalties paid by mining companies.

Fiscal Policy: This involves the government changing tax rates and levels of government spending to influence aggregate demand in the economy

Grants: These are monies provided by our development partners to facilitate specific development of the country.

Gross Domestic Product (GDP): A monetary measure of all final goods and services produced in Sierra Leone over a period of time usually one year.

Inflation: A persistent rise in the general price level of goods and services.

Public Financial Management Act: An Act secure transparency and accountability in the appropriation, control and management of public finances.

Recurrent Expenditure: This is the total money used by the Government on its recurrent operational expenses. It consists of expenditure on purchases of goods and services (like hospitals, school equipment, fuel and rent.); salaries and wages for civil servants etc.

Resilience: The capacity to recover quickly from difficulties; toughness

Subsidies: A sum of money granted by the state or a public body to help an industry or business keep the price of a commodity or service low.

Total Revenues and grant: These are revenues (monies) that sum up both domestic revenues and grants/loans

Treasury Single Account (TSA): This is a set of unified and linked accounts through which the Government tracks all revenues and payments to give a consolidated view of Government cash position. TSA, will facilitate better fiscal coordination and reconciliation of fiscal information **Fiscal consolidation:** refers to the policies undertaken by to reduce their deficits and accumulation of debt stock.

AGD - Accountant General's Department

BSL – Bank of Sierra Leone

CLSG - Côte d'Ivoire, Liberia, Sierra Leone and Guinea Electricity Networks Interconnection Project

EDSA - Electricity Distribution and Supply Authority

FY- Fiscal Year

GST – Goods and Services Tax

IMF - International Monetary Fund

MDAs – Ministries Departments and Agencies

MoF – Ministry of Finance

NASSIT - National Social Security and Insurance Trust

NCRA - National Civil Registration Authority

