



Empowered lives.
Resilient nations.

FINAL REPORT

OUTCOME EVALUATION OF THE SUSTAINABLE ECONOMIC TRANSFORMATION (SET) PILLAR

Hindowa Batilo Momoh, International Consultant

Angelance Browne, National Consultant

UNDP Liberia: March 2018

Acknowledgements

The evaluation team wishes to acknowledge with sincere thanks the insights, inputs and contributions provided by key stakeholders met during the assignment. We would like to thank UNDP program team, national and development partners, and CSOs for their time and ideas shared during the period under review. To the implementing partners at the national and regional levels, we say thank you for your great contributions and that helped shaped the outcome of this report.

The UNDP Liberia Country Office management and staff at all levels provided priceless support, and freely shared their reports, time and thoughts on the various Sustainable Economic Transformation projects. We are very grateful to you all.

Finally, as an independent outcome evaluation of the SET program, the consulting team takes responsibility for the views and opinions expressed in the report, but we hope that they reflect those of international development partners, UNDP management team, national partners, CSOs and beneficiaries encountered during the evaluation period. More significantly, it is our considered opinion that the findings and recommendations of this report will contribute to improving the work of UNDP and deepening Sustainable Economic Transformation in Liberia.

Disclaimer

This Outcome Evaluation report was prepared by two (2) Independent Consultants:-Dr. Hindowa B. Momoh and Angelance Browne. The findings, interpretations, and conclusions expressed herein are those of the authors and do not necessarily reflect the views of the United Nations Development Programme (UNDP).

List of acronyms and abbreviations

AfT	Agenda for Transformation
ADR	Assessment of Development Results
AWP	Annual Work Plan
C4DE	Capacity for Development Effectiveness
CDA	County Development Agenda
CPD	Country Program Document
CSO	Civil Society Organization
CST	County Support Team
CTA	Chief Technical Advisor
DIM	Direct Implementation Modality
E&E	Energy and Environment
EISD	Extractive Industry for Sustainable Development
EPA	Environmental Protection Agency
EU	European Union
EVD	Ebola Virus Disease
EWS	Early Warning System
EVD	Ebola Virus Disease
GDP	Gross Domestic Product
GEF	Global Environmental Facility
GoL	Government of Liberia
GPI	Governance and Public Institutions
HRBAD	Human Rights Based Approach to Development
HRW	Human Rights Watch
ICT	Internet Communication Technology
IMF	International Monetary Fund
JP	Joint Programme
LIPA	Liberia Institute of Public Administration
LISGIS	Liberia Institute of Geo-Information Services
LRA	Liberia Revenue Authority
M&E	Monitoring and Evaluation
MACs	Ministries, Agencies and Commissions
MFDP	Ministry of Finance and Development Planning
MIA	Ministry of Internal Affairs

MLME	Ministry of Lands, Mines and Energy
MOCI	Ministry of Commerce and Industry
MoGCSP	Ministry of Gender, Children and Social Protection
MoT	Ministry of Transport
MTE	Mid-Term Evaluation
NGO	Non-Governmental Organization
NHRAP	National Human Rights Action Plan
NHRC	National Human Rights Commission
NIM	National Implementation Modality
NRM	Natural Resource Management
PFM	Public Financial Management
PPCC	Public Procurement Concessions Commission
PRS	Poverty Reduction Strategy
PSD	Private Sector Development
RBM	Result Based Management
RIA	Roberts International Airport
ROAR	Results Oriented Annual Reports
ROM	Results-Oriented Monitoring
SDF	Social Development Funds
SDGs	Sustainable Development Goals
SET	Sustainable Economic Transformation
SGVB	Sexual and Gender Based Violence
ToRs	Terms of Reference
UNDP	United Nations Development Program
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Group
UNMIL	United Nations Mission in Liberia
UNSCR	United Nations Security Council Resolution
UNV	United Nations Volunteers
USAID	United States Agencies for International Development

Table of Content

Acknowledgements.....	2
List of acronyms and abbreviations	3
Table of Content	5
Executive Summary.....	7
Chapter 1: Introduction	16
1.1 Purpose, Scope and objectives	18
1.2 Key Evaluation Questions	Error! Bookmark not defined.
1.3 Methodology.....	23
1.4 Analytic approaches.....	24
1.5 Theory of Change	24
Chapter 2: Background Context.....	26
Chapter 3: UNDP's Response	29
Chapter 4: Overall SET Outcome (31) - Development Results.....	32
4.1 Component (1)	32
4.1.1 Relevance:.....	32
4.1.2 Effectiveness	34
4.1.3 Efficiency	35
4.1.4 Sustainability	36
4.1.5 Partnership.....	37
4.1.6 Gender considerations.....	38
4.1.7 Poverty Reduction.....	40
4.2 Component 2: Private Sector Development (PSD) (Enabling environment and support to MSME's)	41
4.2.1 Relevance	41
4.2.2 Effectiveness	42
4.2.3 Efficiency	43
4.2.4 Sustainability	44
4.2.5 Partnership.....	44
4.2.6 Gender considerations.....	45
4.3 Component (3): Energy and Environment	46

4.3.1 Relevance	46
4.3.2 Effectiveness	48
4.3.3 Efficiency	49
4.3.4 Sustainability	49
4.3.5 Partnership.....	50
4.3.6 Gender considerations.....	51
4.3.7 Poverty Reduction.....	52
5.0 Lessons Learned	53
6.0 Key Challenges	55
7.0: Conclusions and recommendations.....	56
7.1 Conclusion.....	56
7.2 Recommendations	57
Annexes:.....	58
References	94

Executive Summary

The Evaluation of Outcome (31): Sustainable Economic Transformation (SET) Programme under the UNDP Country Programme Document (CPD) 2013-2017 was commissioned by UNDP Liberia and conducted by two Independent Consultants covering the period January – February 2018. Within SET, UNDP support has focused on three major programmes that are fully linked to the Country Program Document (CPD), the United Nations Development Assistance Framework (UNDAF) and the Agenda for Transformation (AfT). These programmes mainly targeted issues relating to capacity building for sustainable economic transformation, private sector development, energy and the environment and natural resource management.

The overarching purpose of this evaluation is to capture evaluative evidence of the relevance, effectiveness, efficiency and sustainability of current programming, including partnership strategy, poverty reduction and gender equality representing cross cutting issues which can be used to strengthen existing programmes and to set the stage for new initiatives. Specifically, the evaluation will assess progress made towards achieving sustainable economic transformation outcomes; provide perspective on the changing post-EVD landscape and how that is impacting on economic transformation; provide management and programme team members with insights as it relates to needs for strategic re-alignments and prioritization within the SET transformation pillar; assess the development results covering activities undertaken by the three (3) programmes which fall under Outcome (31) of SET with the objective of identifying planned outputs, actual achievements to date, impact, etc., and make practical recommendations for advancement of the programmes.

The outcome-based evaluation employed a participatory approach to data collection that entailed a systematic desk review of relevant documents, focus group discussions with beneficiary groups, collection and analysis of performance information including field visits to 3 project sites in two counties namely: - Montserrado, (Early Warning System Project) and Grand Bassa, (BOSS & Coastal Adaption Projects). Data collection was based on the results achieved in terms of key indicators comprising relevance, effectiveness, efficiency, ownership and sustainability, cross cutting issues-Gender equality, partnership, poverty reduction, key achievements, challenges faced, lessons learned, etc. The indicators used to evaluate outputs and outcomes of the 3 SET programmes were intended to enhance the effectiveness of future programmes in achieving the desired results under SET outcome (31).

Key findings

Relevance

The Outcome Evaluation demonstrates that UNDP's engagement in SET support clearly reflects strategic considerations. There was an especially strong and demonstrable strategic linkage of relevance to the development aspirations of the GoL. The design of the SET program was in synch with the country's AfT, Vision 2030 and other national development trajectories. As a matter of fact, UNDP's contribution to the development context of Liberia has been relevant and strategic.

The evaluation team finds UNDP method of delivery as appropriate to the development context of Liberia. UNDP has been able to adjust to working more strategically to leverage its position trusted development

partner and has used a mix of approaches including advocacy, partnerships with Government, and embedding policy and technical advisors within strategic units at the national and state levels for maximum effect from the investment of minimal resources. The appropriateness of UNDP's methods of delivery has produced some satisfactory results. These include but are not restricted to: enhancing and building national capacity across sectors, which have strengthened state institutional framework to take ownership of development initiatives, creating an enabling policy and regulatory environment for ensuring inclusive and sustainable private sector development, sustaining of land based ecosystems good and services, including climate change mitigation and adaptation, into their core institutional systems, and promoting gender equality and calling for diversity, all of which are high on the UN reformed agenda.

Effectiveness

The SET Outcome Evaluation found the overall effectiveness of the programme to be satisfactory based on UNDP contribution toward an improvement in national government capacity, strengthening the private sector and addressing issues relating to energy and the environment. The consultants note that UNDP's support to SET outcome and outputs remains key to long-term stability and development in Liberia.

The evaluation measured the extent to which the SET Portfolio is achieving its desired/planned results outputs, and outcomes. With regard to the effectiveness of SET interventions and achieving its desired results, there is evaluative evidence that SET outcome (31) under C4DE component supported the procurement of baggage scanners that have reduced inspection time for travellers and boosted security; assisted the LRA in establishing a data center with servers with extra storage capacity and computers that have improved the effectiveness and efficiency of staff. For example, the capacity development of Project Implementation Unit (PIU) staff trained in Project Appraisal Methodologies and Compliance in Ghana is currently expediting and contributing to the formulation of the PPP strategy of PFM Art of Liberia and the trained personnel have actively participated in the contract appraisal at the National Investment Commission. Additionally, the professionalization of procurement officers at Public Procurement Concession and Commission (PPCC) is contributing to efficiency in the procurement processes and addressing human resource constraints (more professional procurement officers have been trained and are available to take up positions in government institutions) experienced in state institutions

Under the PSD component, the NIC website has been restructured, upgraded and re-launched and made more user friendly resulting in increase in the number of investor inquiries averaging about 14 inquiries per day; Six (6) new businesses were assessed and this has resulted in the transfer of small business development skills and knowledge which increased profitability, boosted their client base leading to economic sustainability; under the safety net for the immediate relief of the Ebola affected, 3000 household received, on behalf of their families, a "semi-conditional" cash transfer of up to US\$50 per month for a period of twelve months; Anti-Corruption tools developed for Extractive Governance is facilitating the participation of Liberians in the validation of the practitioners' guide for managing and mitigating corruption risks in the extractive sector, thus exposing Liberia to the tools for combating corruption in the extractive sector. The outcome of this activity has enabled Liberia to provide practitioners who are serving as peer reviewers for the guidelines as it is being developed further.

With regards to the E&E component, the 11 automatic weather stations procured and installed on Cellcom towers across the country are now generating weather information and achieving them for the past one and half year; GoALWaSH project has increased momentum in the sector by providing a high level support to the National Water Sanitation and Hygiene Promotion Committee (NWSHPC) that is now a clearing house for Liberia WASH sector hosted within Ministry of Public Works; the component supported the mainstreaming of climate change considerations into national finance and development decisions, which is now ensuring that the development of investment proposals are in accordance with the national strategy and priorities.

In all of these efforts interventions, UNDP has had effective partnership with the GoL, UN Agencies, the private sector, donors, CSOs and the people of Liberia. The Agency has also moderately helped to improve economic transformation of the people.

Efficiency

The evaluation was done based on planned activities and actual results achieved. The consultants noted that UNDP has delivered most of its financial and technical support for the SET programme implementation. In terms of financing to achieve planned outcome, evaluators review of the data on mobilization and utilization of programme resources revealed that UNDP has exhibited a high degree of efficiency in this regard. GOL counterpart funding has not been forthcoming, which, to some extent, impacted on outcome.

The evaluators established that SET Outcome (31) progress reports were transparent and provided accountability of how resources were utilised, what activities were undertaken and what were achieved. Although quarterly and annual progress reports and AWP's provided critical information on the activities undertaken and the outputs produced, some of the reports lacked coherence and accuracy as the UNDP template designed for reporting was not adhered to. It was evident that there has been economical use of financial and human resources, and that resources were used for intended planned activities and concentrated on the achievements of those results as reflected in the results matrix (Annex-3). However, the team discovered that some projects experienced delay in implementation due to late approval of AWP's and cumbersome procurement processes, which adversely affected timely delivery against results. Additionally, impact and outcome of some programme results were hampered by weak monitoring and evaluation due to the absence of an M&E Officer at UNDP, and insufficient investments of time and resources by UNDP.

Sustainability

The consultants found that there is the likelihood that some of UNDP's SET interventions will be sustainable. The Agency has put mechanisms in place to ensure sustainability and it has done so using a blend of strategies such as technical and financial support, advocacy and capacity building. This is exemplified in the agency's support to build the capacity of staff in the National Implementation Modality (NIM), which is now been used across all projects. This has contributed to the improvement of the overall performance of national institutions particularly in the areas of programme, procurement and financial management and consequently enhanced the external assistance for the country's development; the embedding of a Chief Technical Adviser at the MFDP to provide support has greatly enhanced capacity building of national staff and has contributed to the effective implementation of the various projects under the C4DE component; the professionalization of the PPCC that is helping to strengthen the procurement process in the country is contributing to improve institutional integrity; UNDP's support to

develop the Strategic Framework, the Private Sector Plan and integrated into the National Recovery Plan for private sector development at the National Investment Commission; and the mentoring, coaching and advisory services to 150 entrepreneur/micro-businesses in Margibi, Grand Bassa, Bong, Nimba Counties through the BOSS project all have sustainability elements.

The evaluation established that there is no exit strategy, except for the Climate Change and Adaptation Project, presented in any of the project documents reviewed by the evaluation exercise. This may be due to flawed project template rather than lack of sustainability consciousness as the UNDP projects did promote sustainability as has been discussed above. However, a more deliberate approach to sustainability within the theory of lasting change (TOC) may be necessary going forward.

Partnership

From an evaluation viewpoint, UNDP's engagement with partners has been appropriate, effective, purposeful and well-thought-out. The support for the successful implementation of the SET programme has taken on a unified program-based approach, drawing on the technical expertise, activities and experience of the GoL, the UN, development partners and other non-state actors in Liberia to implement the SET. The Agency is a key partner of the GoL in the area of development planning, sustainable economic transformation, SDG domestication, New Deal process, and capacity building. This leadership is recognized, and encouraged moving forward, by the Ministry of Finance and Development Planning and other stakeholders, including IFIs and bilateral donors.

UNDP has also been catalytic in improving national capacities in procurement, a key area contributing to transparency and integrity in public finance management. The evaluation noted that UNDP partnership strategy has been very appropriate and effective. UNDP and partner's support to the GoL has resulted in improving the lives of the people through participatory process of awareness raising, technical support, policy expertise and coordination and implementation of initiatives that are aligned with the government's national development agenda. With its non-intrusive agenda, UNDP in partnership with EPA, MoT, MLME, can get engaged in sensitive areas of energy and the environment. For example, the agency's engagement on early warning system, the coastal project and climate change have been outstanding. Moreover, UNDP's aims of inclusion and outreach to get the marginalized sections on board (as in the coastal project in Bassa) as active agents of their own development, as equal partners, not just as beneficiaries, is an important feature and partnership asset observed by the evaluation team. The consultants note the multiplicity of partners UNDP has especially with the GoL, which, in many ways, is resulting in fragmentation of funding sources.

Gender considerations

From an evaluation perspective, the consultants found that though UNDP has generally demonstrated commitment in ensuring inclusion and participation of women in the design, implementation and monitoring of its programmatic activities, there was limited support for Gender equality and women's empowerment under this outcome during the period under review. It can be attributed to the absence of a Gender Specialist at UNDP for a reasonable period of time that could have play a role in mainstreaming gender issues in the SET program. However, UNDP has recently recruited a Gender Specialist to fill in the gap and there are signs that this will improve gender mainstreaming in the next SET programming. UNDP needs to put more effort to further advance women's equality and empowerment in the design, management, implementation and reporting of its programs.

Capacity building initiatives have targeted women, but adequate data have not been gathered to assess whether or not women have benefited from a higher awareness and training. Gender was very central to the preparation and, to some extent, implementation of the AWP where deliberate efforts were made to ensure gender issues are considered and required standards met, and also positive impact achieved. Document reviews reveal that women participation, which exceeded the expected 25% reaching 34%¹ in the capacity building effort at PPCC to professionalize public procurement have resulted in increasing efficiency, transparency and accountability of public institutions in the country; the training of 120 (16 females and 114 males) county staff in planning, Results-Based Monitoring and Evaluation which has contributed to overall improvement in the use of AfT development projects results-based reporting template by MACs, including increase in the frequency of submission of national project reports; a One Day Coaching and Mentoring Session in which 55 participants (42 male and 13 female) from 24 institutions gained knowledge on how to prepare content and format of project/program financial reporting instruments namely: the FACE, Statement of Cash Position, Assets Inventory and interpretation of the Combined Delivery Report (CDR) as the project financial statement. This resulted in knowledge transfer, commitment to prepare quality financial reports and to implement NIM Audit follow-up action on the audit recommendations.

However, systematic gender analysis of SET interventions has not been regularly conducted. Although women's empowerment has amounted to more than their participation in the overall SET Outcome, appropriate indicators for assessing improvements in gender relations and greater equality in the benefits flowing to women and men have not been formulated for most of the SET initiatives. Similarly, capacity building initiatives have targeted women, but adequate data have not been gathered to assess whether women have benefited from a higher awareness and training. UNDP is encouraged to work harder still at further advancing women's equality and empowerment in the design, management, and implementation and reporting for all SET program activities going forward.

Poverty Reduction

The Sustainable Economic Transformation Programme involves ensuring that growth benefits the marginalized and most vulnerable segments of society as well as supporting the creation of meaningful jobs and livelihood opportunities across key productive sectors in the Liberian economy. All SET projects were designed to help Liberia in its poverty reduction drive. To a very large extent and from pragmatic point of view, very few poor, indigenous, women and other vulnerable groups have benefitted from UNDP's work in support to economic transformation portfolio. This was largely due to lack of adequate resources to cater for the many people trapped in this category and the multiplicity of projects undertaken that did not match funds available. The dispersal of funds across many projects and support provided to the many partners in the GoL resulted in UNDP not focusing the limited funds to target specific category of the poor, marginalized and vulnerable groups it wanted to lift-up from poverty. Therefore, the consultants viewed that the SET projects have had little impact on poverty reduction and spill over effects on capacity building in Liberia.

¹ See the 2017 C4DE Annual Report

The SET could do better if it speaks to economic development and poverty alleviation at all levels of society to ensure sustainability. There is need for more concentration on real livelihood programs and projects; focus on creating job opportunities for the 65% unemployed youthful population that could ensure improved livelihood, development but more so, promote peace and stability; emphasize on agriculture where rural farmers are able to produce, process and package their food to feed families and trade in the excess. This is where real poverty reduction and economic transformation lies.

UNDP Strategic Positioning and Programming

UNDP's response to a changing world should draw upon its comparative advantage and informed by its overall technical knowledge and experience of how SET interventions take place in ever changing global environment. UNDP should refocus its attention more, reposition, and prioritize its programmatic engagement and future strategies by aligning its new CPD and UNDAF with the revised AfT especially with the new GoL Development agenda. UNDP's next CPD and the UNDAF should be aligned to the revised AfT, and one that clearly responds to improving livelihoods, creating jobs for the youths, strengthening entrepreneurship, and empowering women in support of the new GoL Pro-Poor development agenda. There is need to strengthen and deepen joint programming and resource mobilization for these initiatives and reducing projects, cutting down on number of partners within government in the face of resource scarcity and funding challenges confronting the global community. Joint programming can also widen and deepen UNDP's influence and reach in the sustainable economic transformation initiatives. They serve as platforms for knowledge exchange and can decrease duplicative activities.

UNDP's should also focus attention and reposition its programming to the following key Sustainable Development Goals: Goal 1: End poverty in all its forms everywhere; goal 5: achieve gender equality and empower all women and girls; goal 6: ensure availability and sustainable management of water and sanitation for all; goal 13: take urgent action to combat climate change and its impacts. This new global agenda is aligned and speak to UNDP Strategic Plan, UNDAF and will also help inform the synchronization of the CPD and AFT successor plan.

Key Challenges

1. The ongoing SET Outcome has recorded considerable levels of success since its inception in 2013 (especially in its support to institutional capacity development). However, as a result of diverse conceptual and operational challenges, there are hardly any valid and reliable indicators that can attest to progress in the fight against poverty, improving livelihoods and women and youth employment and empowerment issues. In other words, poverty still remains at an unprecedented level in Liberia;
2. Many partners commented that continuity and exit strategies are an issue as many UNDP supported programmes suspend activities when support ends. The situation is compounded by non-commitment on the part of the GoL to provide counterpart funding for these projects. This has had serious implications for national ownership and sustainability;
3. One critical challenge identified by the consultants is the fragmented projectization of activities, which has tended to inhibit building synergies across the portfolio and with the SET pillar. Put succinctly, UNDP's partnerships are spread across a wide variety of actors with financial implications;
4. The consultants discovered that UNDP has responded to the multifarious development demands made by the GoL, which, in itself bodes well for a post-war country confronted

with a myriad of challenges. However, UNDP response has affected its programmatic and operational effectiveness, and by extension, has resulted in the Agency not delivering at its maximum;

5. Although gender mainstreaming has been addressed in most of UNDP's project designs, they have not been fully integrated into the implementation and monitoring of projects. Additionally, the full participation of the Gender Ministry into the implementation and monitoring of UNDP projects is yet to be realized. This has implications for UNDP achieving its objectives in gender empowerment;
6. The SET pillar is populated with many projects. The projects range in scale and duration – whilst some are more programmatic in nature over long period of time with many donors, some other projects are small scale with single donors. This has posed a challenge to UNDP in serving the overall strategy that ensures sustainable economic transformation; and
7. Most of UNDP reports are not entirely free of inaccuracies and incoherence. This is largely due to partners not following the UNDP reporting template, but more importantly, lack of effective UNDP program and project monitoring to ensure that reports from partners reflect the true picture on the ground and that they are coherent, accurate and consistent. Inaccurate reports have resulted in presenting the wrong picture on UNDP programmatic activities to consultants and partners.

Lessons Learned

Adopting Upstream Policies to yield good results

A critical lesson learned is that when the GoL adopts strong upstream policies that support programs and projects to reach good results and improve the overall development and business environment of Liberia, a more balanced focus in the effective delivery of services that impact on resilience and livelihoods of the population, especially in rural areas are realizable.

Interventions and Resources

UNDP's interventions seem to be piecemeal, small-scale and lack overall coherence, strategic direction and overarching narrative. Besides, interventions in the first development effectiveness and private sector development have mainly used internal UNDP resources and have not used those resources to catalyze additional resources.

Voice and participation

The SET program design is unique in that it is paying attention downstream that enlist the participation of CSOs, youths, women and citizens to increase their voice and provide space for effective participation in program implementation and monitoring and ensuring that portfolio explicitly support participation of poor and marginalized in social dialogue, mitigating the risks of climate change, entrepreneurial skills business development and women empowerment. For instance, citizens' participation in the BOSS project is indicative of how UNDP interventions pay attention downstream. A bottom-up approach required in program design and implementation is the vogue. This needs to be deepened further.

Transparency and Accountability

Transparency and accountability over the public funding mechanisms and decision-making processes remain central to ensure strengthening and improving the institutional framework of the state especially

when UNDP programs and projects have adopted the NIM in project implementations. The need to reduce the risks of waste and leakages cannot be overstated in the MACs.

Exit Strategy

Exit strategies are key to increasing ownership and avoid situation that the programme remains an end in itself. An exit strategy built in all AWP's guarantees viability, continuity and sustainability of projects when UNDP funds dry up or when projects are concluded.

Incremental Progress in Human Development

One general lesson noted by the consultants relates to incremental progress in human development (measured since 2003), which has not been adequate to reduce poverty resulting in Liberia's struggling development strides. The country's economy has sharply declined in the post-Ebola period, resulting in a downward spiral in GDP per capita by an average of two percent (2%) per annum. This is attributable to the continued slump in global commodity prices and a negligible recovery in private capital inflows in the periods following the deadly Ebola pandemic. The leading iron ore concession companies, which had been the key drivers of growth in recent years, have either scaled back their operations or closed down, resulting to decline in exports, job losses and a decline in government revenue. This is clearly a wake-up call for the new administration.

Monitoring & Evaluation

Monitoring & Evaluation systems are, at the moment, not strong while coordination and clear definition of tasks required between the various stakeholders focusing around the same performance indicators and systems, and taken into account the outcomes and impacts of the programme need urgent attention.

Ownership and sustainability

Program and project reports indicate that the GoL has not been forthcoming with counterpart resources to fund the many SET projects implemented during the period under examination. The inability on the part of the government to not respond or live up to its financial obligations/responsibilities has the potential of undermining national ownership and sustainability of projects.

Reporting System

The consultants discovered that most, if not all, of the reporting systems under the SET are at variance with one another, which poses a serious challenge to coherent and credible reporting.

Gender Mainstreaming

Gender mainstreaming is critical in development discourse and must be taken seriously in all phases of project design, implementation and monitoring. Therefore, gender mainstreaming and women empowerment should be reflected in all of UNDP programs and projects to ensure that women and other vulnerable groups have access to and are provided with the tools, skills and resources to realize their humanity.

Recommendations

- ✚ Align the next CPD and the UNDAF to the revised Agenda for Transformation, and one that clearly responds to improving livelihoods, creating jobs for the youths and empowering women in support of the new Gol Pro-Poor development agenda;
- ✚ Strengthen and deepen joint programming and resource mobilization for these initiatives in the face of resource scarcity and funding challenges facing the global community. Joint programming can also widen and deepen UNDP's influence and reach in the sustainable economic transformation initiatives. They serve as platforms for knowledge exchange and can decrease duplicative activities;
- ✚ Target, allocate and focus funds on issues that bring tangible poverty reduction results, and interventions that alleviates the many Liberians (youths, women and other vulnerable groups) trapped in poverty;
- ✚ Concentrate more on developing marginalized communities and groups in the Liberian society. This can be achieved by remodelling projects and reducing the number of partners engaged to assure impact. A focus on a few projects that focus on promoting livelihood opportunities, youth employment, entrepreneurial and skills development and women empowerment cannot be overstated.
- ✚ Develop exit strategies for all programmes/projects and review project outcomes, outputs, targets, implementing partners, in light of available funds, and determine what can be realistically achieved within specified program period;
- ✚ Improve and strengthen UNDP's reporting system to assure coherence and accuracy of information for end users;
- ✚ Rebrand the current Sustainable Economic Transformation pillar to read "Sustainable Economic Development that speaks to youth & women empowerment, Jobs and Livelihoods" with crosscutting integrated engagement at county/community level and embedding support to development planning;
- ✚ UNDP is spread too thin. The programmatic spread has emanated from a positive urge to meet the many demands of the government. This is not helpful to UNDP and its national strategic goal. UNDP should develop a smaller number of budgeted multi-year projects which clearly articulate the programme's objectives and outputs and use available catalytic funding sources to demonstrate UNDP commitment, results and generate donor support;

Chapter 1: Introduction

This report presents findings of an independent outcome evaluation of the Sustainable Economic Transformation (SET) Programme, which was commissioned by UNDP Liberia and conducted by two Independent Consultants covering the period January – February 2018. Initial findings were presented to the UNDP Country Programme Management Team in a debriefing session.

The UNDP Sustainable Economic Transformation (SET) work in Liberia was designed to ensure that growth benefits the marginalized and most vulnerable segments of society as well as supporting the creation of meaningful jobs and livelihood opportunities across key productive sectors in the Liberian economy. The interventions include: (a) strengthened evidence-based planning, monitoring and reporting (b) support to enhancing the formation of small and medium enterprises and (c) effective natural resource management. Given Liberia's transition from early recovery to development, it is imperative that the government has access to sound economic and policy management advice, good statistical data and analysis and tools to design and implement appropriate policies and programmes that will result in sustained but inclusive economic growth.²

The Economic Transformation Pillar, UNDP has focused its support on three (3) major programmes that are fully linked to the United Nations Development Assistance Framework (UNDAF), UNDP Liberia Country Program Document (CPD) and the Agenda for Transformation (AfT). These programmes mainly target issues of capacity building for sustainable economic transformation, private sector development, energy and the environment and natural resource management. Considering the capacity building for sustainable economic transformation programme, it is anchored to support institutional and human capacity at the national and local levels. This programme seeks to target mainly (a) the continued development of capabilities (knowledge, skills, systems, procedures and targeted actions) for managing national implementation modality with emphasis on capacity and institutional support to key strategic institutions like the Ministry of Finance and Development Planning (MFDP), Public Procurement Concession Commission (PPCC), Liberia Institute for Public Administration (LIPA), Liberia Revenue Authority, (LRA) and others.

The second programme is the Private Sector Development programme with a major focus on supporting and establishing a strong private sector that will become the engine of growth for the Liberian economy. Additionally, this programme seeks to target mainly (b) an inclusive and sustainable economic transformation informed by evidence-based macro-economic policy while at the same time promoting access to livelihood, innovative and competitive private sector and efficient natural resource management.

The third one is the Energy and Environment portfolio that is premised on promoting a safe and healthy environment for all. Its main target is to (c) ensure the reduction of green-house gas, reduce deforestation and climate vulnerability, respond to disaster risk management, water governance and accountability and the sustainability of the environment. The key institutions supported under this program include: The Environmental Protection Agency (EPA) which is the lead institution and national designated authority for the global environmental facility. The EPA provides coordination for all environmental activities across government and benefit from capacity and institutional support. The Ministry of Transport is another institution housing the early warning system project while the Ministry of Internal Affairs is implementing an output on Disaster Risk Management under the Early Warning Project.

² See Liberia's Country Program Document 2013-2017

The Energy and Environment portfolio is very huge and diverse and draws on different stakeholders for series of activities under its programme. There is also the add-on coastal project which is led by the Ministry of Lands, mines and Energy.³ There is also the need for the GoL to align its E and E programs and projects with goals 7, 13 and 14 of the SDGs that speak to ensuring access to affordable, reliable, sustainable and modern energy; take urgent action to combat climate change and conserve and sustainably use the oceans, seas and marine resources for sustainable development respectively.

There is also the Extractive Industry for Sustainable Development (EISD) which is concerned with the extractive sector and promotes transparency and accountability of natural resources and its management. There are other cross cutting areas like gender, youth initiatives and support to women specific initiatives under key partners. The UNDP SET programmes support national government priorities as defined under Pillar two of the Agenda for Transformation (Aft) 2013 – 2017 and the Liberia Vision 2030. UNDP partners with the Government of Liberia and other development partners including civil society to support the implementation of sustainable economic transformation priorities both within the Aft and the UNDAF.⁴

The Ebola Virus Disease (EVD) was a huge step back to the economy. During this programmatic period, SET supported the Design and Roll Out of a Youth-Focused Vocation/Life Skills Training which was implemented by Center Songhai Liberia. Second inline was the Social Safety Net Cash Transfers and Resilience Strengthening in Liberia, which was implemented by the Ministry of Gender.

The Sustainable Economic Transformation Pillar (SET) was designed around three (3) programmes components with outcomes, which are the subject of this evaluation, summarized thus:

SET Outcome (31)-Component I: Strengthening National Capacities for Development Effectiveness/C4DE; (Aid Coordination; SDG domestication; New Deal process C4DE).

Project (s)

1. Capacity for Development Effectiveness (C4DE)

SET Outcome (31) - Component II: Private Sector Development (Enabling Environment & Support to MSME's)

Project (s)

1. Promoting Private Sector (PSD)
2. Business Opportunity and Support Services
3. Social Safety Net Cash Transfer and Resilience Strengthening in Liberia. It should be noted that the Social Safety Net Transfer Project, although short lived, was part of the SET program portfolio for the specified period of the evaluation hence, its inclusion is very important to give a clearer and better picture of the entire portfolio performance.
4. Extractive Industries for Sustainable Development/EISD

³ UNDP Liberia CPD 2013-2017

⁴ See TOR for full details

SET Outcome (31) -Component III: Energy & Environment (Natural Resource Management)**Projects (s)**

1. Mainstreaming Energy & Environment Project
2. Coastal Adaptation
3. Climate Change Adaptation
4. Strengthen Liberia Capability to Provide Climate Info & Service (EWS)
5. Liberia High Level Support to Water Supply and Sanitation (WSSC)
6. Green Climate Change-Readiness

UNDP aims to improve the enabling environment for investment and employment creation in Liberia through its support to government in formulating and implementing development strategies and policies. In providing technical advice and capacity and institution building assistance, UNDP seeks to foster pro-poor growth through greater meaningful employment and livelihood opportunities for the marginalized and most vulnerable segments of society, particularly youths and women. Over the years, UNDP's Poverty Reduction programme has combined policy level as well as local community level interventions. For example, between 2008 and 2012, at local level (or downstream) its interventions included Youth Empowerment and Employment, Community Based Recovery and Development, and an Inclusive Financial Sector.

The total estimated resource requirements for the five-year period (2013-2017) was US\$ 260 million of which US\$ 65.6 million was to be allocated from UNDP core resources, whilst US\$ 101.4 million was expected from UN Trust Funds, including the Global Environment Facility (GEF). The remainder of US\$ 93 million was to be mobilized from other resources.

The Sustainable Economic Transformation (SET), which was implemented between 2013 and 2017, is being implemented through 12 projects, the majority of which have been designed and implemented in close partnership with Government Ministries, Agencies and Commissions (MACs). A fewer number of projects also entail partnership arrangements with civil society organizations, the private sector and other UN agencies.

1.1 Purpose, Scope and objectives

The overarching purpose of this evaluation on sustainable economic transformation is to capture evaluative evidence of the relevance, effectiveness, efficiency and sustainability of current programming, which can be used to strengthen existing programmes and to set the stage for new initiatives. The evaluation will serve an important accountability function, providing national stakeholders and partners in Liberia with an impartial assessment of the results of UNDP SET support.

The evaluation will also provide perspective on the changing post-EVD landscape and how that is impacting on economic transformation, theory of change and evidence-based results.

As a sequel to the just completed AfT, UNDAF and CPD reviews, this review will also provide management and programme team members with insights as it relates to needs for strategic re-alignments and prioritization within the sustainable economic transformation pillar.

The outcome evaluation will be conducted during the months of January and February 2018, with a view to enhancing programmes while providing strategic direction and inputs to the preparation of the next UNDP country programme and the next UNDAF which has undergone a mid-term review with appropriate mid-course adjustments ahead of the new programme cycle expected to start in 2019.

Specifically, the outcome evaluation will assess:

- The relevance and strategic positioning of UNDP support to Liberia on economic transformation;
- The frameworks and strategies that UNDP has devised for its support on economic transformation, including partnership strategies, and whether they are well conceived for achieving planned objectives;
- The progress made towards achieving sustainable economic transformation outcomes, through specific projects and advisory services, and including contributing factors and constraints;
- The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP support to Liberia under this portfolio.

CRITERIA	KEY EVALUATION QUESTIONS
1. RELEVANCE	<ul style="list-style-type: none"> ▪ To what extent is UNDP's engagement in sustainable economic transformation support a reflection of strategic considerations, including UNDP's role in the particular development context in Liberia and its comparative advantage vis-a-vis other partners? ▪ To what extent has UNDP's selected method of delivery been appropriate to the development context? ▪ Has UNDP been influential in national debates on economic transformation issues and has it influenced national policies on growth and development? ▪ To what extent have UN reforms influenced the relevance of UNDP support to Liberia in the economic transformation sector?
2. EFFECTIVENESS	<ul style="list-style-type: none"> ▪ What evidence is there that UNDP support has contributed towards an improvement in national government capacity, including institutional strengthening? ▪ Has UNDP been effective in helping to improve economic transformation all across Liberia? Do these local results aggregate into nationally significant results? ▪ Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver economic services? ▪ How effective has UNDP been in partnering with civil society and the private sector to promote economic transformation in Liberia? ▪ Has UNDP utilized innovative techniques and best practices in its economic transformation programming? ▪ Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Liberia? ▪ Taking into account the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing economic support to national and local governments in Liberia? ▪ What contributing factors and impediments enhance or impede UNDP performance in this area?

3. EFFICIENCY	<ul style="list-style-type: none"> • Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country (political stability, post crisis situations, etc.)? • Has UNDP's sustainable economic transformation strategy and execution been efficient and cost effective? • Has there been an economical use of financial and human resources? • Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively? • Were alternative approaches considered in designing the Projects?
5. SUSTAINABILITY	<ul style="list-style-type: none"> ▪ What is the likelihood that UNDP economic transformation interventions are sustainable? ▪ What mechanisms have been set in place by UNDP to support the government of Liberia to sustain improvements made through these economic transformation interventions? ▪ How should the economic transformation portfolio be enhanced to support central authorities, local communities and civil society in improving service delivery over the long term? ▪ What changes should be made in the current set of economic partnerships in order to promote long term sustainability?
6. PARTNERSHIP	<ul style="list-style-type: none"> ▪ Has the partnership strategy in the economic transformation sector been appropriate and effective? ▪ Are there current or potential complementarities or overlaps with existing national partners' programmes? ▪ How have partnerships affected the progress towards achieving the outputs ▪ Has UNDP worked effectively with other international delivery partners to deliver on economic transformation initiatives? ▪ How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote inclusive and transformative growth in the region?
6.GENDER EQUALITY	<ul style="list-style-type: none"> ▪ To what extent has gender been addressed in the design, implementation and monitoring of sustainable economic transformation projects? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?

	<ul style="list-style-type: none"> ▪ To what extent has UNDP economic transformation programme promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked against data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2013 - 2015.

1.3 Methodology

To ensure an effective assessment was conducted, the consulting team envisaged an evaluation design that used mix assessment tools and methods utilizing quantitative and qualitative data collection and analysis. The methodology presented here was guided by the Terms of Reference (ToRs) for the Outcome Evaluation. It was based on a participatory approach, which used consultative methods to engage a range of stakeholders so that they could contribute to and learn from the process. The evaluation process was sensitive to gender and strived to be evidence-based and transparent to meet social and environmental standards and other quality assurance parameters and identified any difficulty in implementation and their causes, along with lessons learned.

This approach incorporated best practice evaluation criteria and principles for effective development assistance as well as norms, standards and ethical guidelines of the United Nations Evaluation Group (UNEG). It also involved assessing the standard OECD-DAC criteria of relevance, efficiency, effectiveness, impact, partnership and sustainability. The intention was to provide recommendations that can be used to strengthen and inform future activities related to the next CPD and UNDAF in Liberia, as well as to identify best practices internal to the programme.

Methods of Data Collection

In collecting evaluative evidence for this assessment, the evaluation team sought information and perceptions from different sources, corroborating reliability by varying methods. The team used a multi-method approach, combining the following data collection techniques:

1) Document review: The evaluation team reviewed UNDP CPD 2013-2017, UNDAF 2013-2017, SET programme and project documents, results frameworks, quarterly and annual reports, past evaluations, and other documents related to the relevant work of partner organizations. Documents are listed in the Annex.

2) Key informant interviews: The evaluation team held interviews with 47 representatives from a cross-section of stakeholder groups, including from UNDP Program staff, Government, Ministries and Agencies/Commissions: EPA, MFD, MIA, MOCI, MOT, MLME, PPCC, LRA, LISGIS, IAA, NIC, beneficiaries and right holders. See list of interviewees attached (**Annex-6**).

3) Focus Group discussions: The evaluation team held 10 focus group discussions with beneficiaries to validate or refute data trends and to contrast perspectives. The team adapted the Key Informant Interview protocol for this purpose and developed participatory activities to make the discussions fruitful and engaging.

4) Site visits: The evaluation team visited the sites of four projects in RIA, Buchanan (Boss and Coastal projects) and the BOSS project in Monrovia. The visits complemented relevant secondary data by permitting the team to see first-hand the ongoing and completed work, and to engage participants in the dynamics they encountered during their work.

1.4 Analytic approaches

In collecting evaluative evidence for the analyses, the evaluation team triangulated information and perceptions from the various sources and methods. The Evaluation team regularly met with the Program Team at UNDP during the data collection period. The Program Team gave the evaluation team guidance on the positioning of the SET program with respect to its operating context and provided feedback on the team's findings. The Program Team also provided quality control, oversight, advice and input on the evaluation's direction and content throughout the data collection phase.

Risks and limitations: This evaluation was conducted at a time when one government (incumbent) was handing over to another (opposition). It was envisaged that for the consultants to access information and data during the transition period that would provide useful information on the various projects will experience difficulties because those with institutional memory were moving out while new appointees had little or no idea about the SET programmatic activities.

Unavailability of robust and comprehensive M&E reports presented another limitation to this assignment. Without complete and comprehensive M&E reports, the consultants found it difficult to verify the reliability and credibility of some of the information from KIIs and document reviews.

The lack of adequate baseline data on outcome 31 components indicators is the most significant obstacle to measuring the overall progress and contribution to Outcome 31. As such, comparisons and conclusions drawn are limited to perceptions of progress rather than on actual quantitative measurements.

The projects were at varying degrees of completion. Some have been completed; others had reached a mature stage of completion; while some others were still been implemented. Therefore, attempts made to gather as much information as possible from the different sources and place them in the context of the different components of the projects.

1.5 Theory of Change

The SET speaks to the Theory of Change (TOC) and is applicable with some of the projects having tangible evidences substantiating that indeed, these projects have impacted the lives of their targeted beneficiaries.

The Theory of Change (TOC) was fundamental to this evaluation, and as such the evaluation team used a mix of approaches to assess the programme theory on the one hand, and to evaluate its relevance, efficiency, effectiveness, sustainability, impact, cross-cutting issues and partnership in the implementation of the sustainable economic transformation in Liberia, on the other. These methods included but were not restricted to reviewing the programme documents, articulating the mental models of the programme stakeholders (UNDP, Donors, MACs, NGOs/CSOs, beneficiaries) and reviewing prevailing literature on SET. Conclusions were drawn regarding the level of concordance between the articulated programme theory and the implementation of the programme in reality.

The consultants applied the **TOC** to analyze the three components and related twelve projects under the SET Pillar with the view to providing credible evidence justifying why the SET programme priorities are or have been the most appropriate and most likely to contribute to higher level development changes in Liberia. Furthermore, an examination of the applicability of the TOC as it relates to UNDP's contribution to the SET program relative to Outcome 31: Inclusive and sustainable economic transformation informed by evidence-based macro-economic policy promoting access to livelihood, innovative and competitive private sector and efficient natural resource management, were undertaken. This was critical to underscoring how the various SET outputs and activities are understood to produce the cumulative results that have contributed to achieving the final intended impacts (sustainable economic transformation) reflective of the Liberian people. That is, the findings reveal how the employment of the TOC has resulted in the observed change as reflected in the outputs, outcomes and impacts.

Chapter 2: Background Context

The Republic of Liberia is located on the West Coast of Africa. It covers approximately 111 396 km and has a population of fewer than 4 million (3,476,608) people.⁵ Liberia is bounded by Guinea to the north, Cote D'Ivoire to the east, Sierra Leone to the west and the Atlantic to the south. It is estimated that Liberia contains about 40% of West Africa rain forest. The country's climate is tropical with two seasons: the dry season from mid-October to mid-April and the wet season from mid-April to Mid-October.

Demographically, Liberia is divided into 15 political counties: Bomi, Bong, Gbarpolu, Grand Bassa, Grand Cape Mount, Grand Gedeh, Grand Kru, Lofa, Margibi, Maryland, Montserrado, Nimba, Rivercess, River Gee and Sinoe. Monrovia, which is the capital city, is the largest city and serves as the political, commercial and financial capital of the country. Liberia's population is 50.1 male, 49.9 female and with a young population approximately 52.7% under the age 20 years.⁶ The relatively young population, combined with factors such as high rates of teenage pregnancy (32%) and low levels of contraceptive prevalence (11% overall) contribute to the country's high total fertility rate of 5.9% children per woman.⁷

Following 17 years of civil conflict, Liberians have been able to achieve a level of reconciliation that has allowed society to function peacefully. Further, two relatively peaceful, democratic elections have been held (2005 and 2011). This success reflects hard work on the part of the citizens but also the government's actions to strengthen social cohesion; build capacities to manage tensions without outbreaks of violence; promote reconciliation; and gradually lessen political polarization. As part of the PRS, Liberian security institutions, primarily the Armed Forces of Liberia (AFL) and the Liberia National Police (LNP) were rebuilt and reformed into professional and capable organizations. Although challenges remain and Liberia continues to rely on the support of a large force of United Nations peacekeepers, the country will take full responsibility for maintenance of security over the coming years. This peace and security has allowed Liberians to return to their farms, start businesses, return to their country from abroad, and to witness leading global firms invest in their country.⁸

Irrespective of these laudable achievements recorded so far, the critical issues of exclusion and marginalization of significant portions of society in political governance; over-concentration of power particularly in the Capital, Monrovia, economic malfeasance, ethnic and class animosities and rivalries, which were the main roots of the conflict are yet to be fully addressed. This situation is compounded by the lack of a robust economic growth necessary for effectively addressing the pervasive poverty in the country.

According to World Bank classifications, Liberia is a Low Income country. Moreover, Liberia ranks 174 out of 186 in UNDP's 2011 Human Development Index. 63.8% of Liberia's 3.5 million people live below the poverty line, with 47.9% living in extreme poverty and subsisting on less than US\$1 per day. Liberia's Low

⁵ See 2008 National population and housing census: preliminary results, Monrovia, Liberia Institute of Statistics and Geo-Information Services (LISGIS), 2008.

⁶ For detail, see Liberia's Demographic Health Survey, 2008

⁷ Liberia Malaria Indicator Survey, Monrovia, Ministry of Health and Social Welfare, 2011

⁸ Agenda for Transformation, p. 4.

Income status has been exacerbated by many years of civil war, during which economic activity came to a virtual stand-still and infrastructure was badly damaged or destroyed.

A major contributing factor to poor economic performance was also a history of inequality, exclusion and underdevelopment in some areas.⁹

Nevertheless, since the end of the conflict, Liberia has become one of the world's fastest growing economies with a 7% growth rate in 2011 and a 9% growth rate anticipated for 2012, mainly due to the expansion of mining activities. This economic stability has enabled banks to open throughout the country, and there are currently nine different banks with 78 branches nationwide. An increasing number of individuals and organizations now have access to credit, which will further stimulate the economy. The stable economic conditions during the post-war period fulfilled the criteria for the Heavily Indebted Poor Country completion point, which qualified the country to receive US\$ 4.6 billion in debt relief.¹⁰

The Ebola Virus Disease (EVD), which struck Liberia in 2014, left in its wake a debilitating socio-economic condition for the post-war country to grapple with. The EVD effects had been destructive and the country continue to reel from the harsh economic shock that collapsed international prices of strategic export commodities such as iron ore, timber and palm oil. Liberia reached zeroing growth for the last three years¹¹ which hit an already vulnerable economic structure, highly dependent on donors' assistance¹² and food imports, and with a very low fiscal space that is not foreseen to improve in the short term¹³. It was within this context that Liberia braced for a political transition in November 2017, a situation, if it had not been carefully managed, would have resulted in further slippage of the country's macro-economic indicators and political stability. Political actors, both at national and international levels, carefully managed the transition in such a manner that the conduct of a peaceful election culminated in an incumbent government party losing to an opposition party, very uncommon in African politics.

Liberia's national development plan, the Agenda for Transformation, which started in 2013 ended in 2017. Expectedly, the new government will have to design and formulate its development priorities in an Agenda for Transformation two (2) that will guide the political and socio-economic trajectory of the country. Development partners and donors will, no doubt, condition financial, technical and other assistance to the design and adoption of the next generation poverty reduction strategy and national development plan, and one that will necessitate a very quick turn-around for the new administration.

To actualize real GDP growth and human development, Liberia's economy needs to be diversified, its fiscal base expanded and dependency on import drastically reduced. The new government needs to put emphasis on economic transformation by developing the agriculture and rural sectors that had been neglected for many years. These are key priority areas that require urgent attention.

⁹ See UNDAF-Liberia, 2013-2017

¹⁰ Ibid., p. 17.

¹¹ Real GDP growth plunged from 8.7% 2013 to 0.7% 2014, 0.0% in 2015 and negative 0.5% in 2016. Estimates for 2017 FY of 3.2 percent have just been revised by the IMF during the Sept 2017 review mission to 2.5 percent.

¹² Off-budget donors' assistance under various modalities reach 136 percent of the national budget (which totals US\$540m for FY 2017/18).

¹³ IMF extended facility arrangement has strong conditionalities, constraining the borrowing capacity to support implementation of development priorities. IMF estimates don't foresee an increase of the fiscal space over the next three year.

It is unarguable that agriculture remains the mainstay for inclusive growth, youth employment and empowerment and sustainable peace in Liberia. Invariably, prioritizing and investing in agriculture will set in motion a departure from the old ways of conducting business and usher in a renewed hope for a country yearning for national reconciliation, economic growth, development and sustainable peace.

Chapter 3: UNDP's Response

UNDP's programmatic operations started in 1977 and has been supportive to the GoL in both peace and crisis periods. The Agency has demonstrated commitment to helping Liberia achieve its development goals including but not restricted to Millennium Development Goals (MDGs) now Sustainable Development Goals (SDGs) as well as the country's national development priorities set out in the National Vision 2030 - Liberia Rising and the Government's second Poverty Reduction Strategy document – The Agenda for Transformation (2013-2017).

UNDP is currently providing technical assistance within the framework of the UN Development Assistance Framework (UNDAF) 2013-2017 which is fully aligned with Liberia's mid and long term development strategies. The Agenda for Transformation outlines the specific goals that Liberia aims to achieve and forms the foundation for longer-term development. Long-term goals are articulated in the LIBERIA RISING: VISION 2030, which takes a broad view of economic, political, social and human development over an 18-year timeframe (2012-2030). It aims to transform Liberia into a middle income country by 2030. The end result of this transformation would be a country that is characterized by peaceful and inclusive politics and diversified economy, stable institutions, enforces the laws fairly, land tenure problems have been resolved, natural resources are efficiently managed and health and education standards have reached those of other middle income countries.¹⁴

The ultimate goal of UNDP in Liberia is to improve the lives of the people, especially the poorest and most vulnerable, and to ensure a future of equality, dignity and opportunity for all. UNDP works in partnership with the Government of Liberia, development partners, UN agencies, civil society and local communities to help identify local solutions to meet global and national development challenges through a range of interventions that combine UNDP's expertise and comparative advantage in the areas of Inclusive Governance, Sustainable Economic Transformation (or Poverty Reduction) and Energy and Environment.

Under the UN Development Assistance Framework – UNDAF (2013-2017), the UN Family in Liberia seeks to: i) maintain peace, security and rule of law, ii) promote Sustainable Economic Transformation iii) advance human development iv) and enhance inclusive governance and institutions.¹⁵

UNDP has responded to the country's challenges to improve the enabling environment for investment and employment creation in Liberia through its support to government in formulating and implementing development strategies and policies. In providing technical advice and capacity and institution building assistance, UNDP seeks to foster pro-poor growth through greater meaningful employment and livelihood opportunities for the marginalized and most vulnerable segments of society, particularly youth and women. Over the years, UNDP's Poverty Reduction programme has combined policy level as well as local community level interventions. For example, between 2008 and 2012, at local level (or downstream) the Agency's interventions included Youth Empowerment and Employment, Community Based Recovery and Development, and an Inclusive Financial Sector.

¹⁴ Liberia Rising: VISION 2030

¹⁵ See UNDAF 2013-2017 and UNDP Liberia CPD, 2013-2017 for details

The Agency's support at the policy level (or upstream) also focused on reviewing the necessary policy instruments; developing pivotal policies and strategies to support national planning; efficient resource management; and the creation of an environment, which will enable private sector development, employment creation and growth. UNDP has also provided technical and operational support to the formulation of a MDG-based PRS consultation process through County Support Teams (CST), contributing to the establishment of a central database system at the Ministry of Planning and Economic Affairs, supporting Liberia's Reconstruction Plan, as well as aid coordination and resource mobilization.¹⁶

UNDP has also responded by assisting the government with the production of baseline data and analysis to inform policy development and implementation, including Liberia's Poverty Reduction Strategy, and Liberia's progress report towards achieving the Millennium Development Goals (MDGs). UNDP Liberia also promotes human development by building national capacities to monitor progress towards the achievement of the MDGs in Liberia through the production of flagship knowledge products such as the National Human Development Report and MDGs Progress Report in partnership with the Ministry of Planning and Economic Affairs and the Statistics House, the Liberia Institute of geo-information Service (LISGIS). Currently, its Sustainable Economic Transformation Programme (SET), is aimed at tackling some of the structural factors impeding productive employment of a rapidly growing and young population; and anticipating the 'next generation' of development challenges connected to expanding extractive industries, especially with regard to effective planning, sustainability of resource use and prudent management of revenues.¹⁷

UNDP's response to the outbreak of the EVD was swift. It was driven by the need to stop the infection, build resilience and strengthen capacities at the national and community levels, and in ensuring early recovery and improved livelihoods for EVD affected communities and households. In all this, care was taken to ensure strict adherence to the guiding principles of programme criticality ensuring that programme activities undertaken were balanced against risks. As a result of this, UNDP Liberia re-programmed some \$1.5 million from TRAC to kick-start its support to the government on the national EVD response.¹⁸ For other non-core resources (secured mostly through specific cost-sharing agreements with donors), formal notifications were made pointing to the delivery challenge, the programme criticality exercised and explored possible re-programming of funds to support the EVD response. Among those who responded positively was Sweden who offered to have its balance of \$1.8m re-programmed subject to projects proposals which they invited.¹⁹

A two-prong approach was employed by UNDP during this period: emergency response and building into early recovery and restoration of livelihoods especially at the community level. The former ran between September through December 2014, while the latter was run side-by-side through the design of safety nets programme seeking to provide protection to the most vulnerable groups via provision of social safety nets to mitigate the negative impact on the economy and restore livelihoods, along with increased community engagement in containment strategy and localized

¹⁶ Agenda for Transformation 2013-2017

¹⁷ See Liberia's Country Program Document 2013-2017 for details

¹⁸ The Socio-Economic Impacts of Ebola in Liberia, Liberia Institute of Statistics and Geo-Information Services (LISGIS) 2014

¹⁹ Ibid., p. 4.

quarantines. By so doing, UNDP has been able to position itself in the response, drawing from its comparative advantage, and working through and with a variety of partners, national and international, engaged in the EVD response.

The SET Programme tackles some of the structural factors impeding productive employment of a rapidly growing and young population; and anticipating the ‘next generation’ of development challenges connected to expanding extractive industries, especially with regard to effective planning, sustainability of resource use and prudent management of revenues. This SET Programme ensures a strategic fit between the AfT – UNDAF and the UNDP Country Programme document.

It also promotes a mix of upstream policy and regulatory interventions, and downstream catalytic and transformational interventions intended to bring about an inclusive and sustainable growth with the private sector in the center stage. It also ensures the promotion of sustainable development through the effective management of the extractive industry. At UNDP, SET houses programmes namely; Private Sector development and Natural Resources Management (PSD/NRM); Mainstreaming Energy and Environment.

UNDP works in close collaboration with the Government of Liberia through the Ministry of Finance and Development Planning (MFDP) and other key Ministries, Commissions and Agencies. The implementation of UNDP programme activities are carried out by Implementing Partners as appropriate, including national and local Government partners and civil society actors.

Chapter 4: Overall SET Outcome (31) - Development Results

4.1 Component (1)

Development Effectiveness (including support to national development planning and coordination, aid coordination, SDG domestication, New Deal Process C4DE)

The objective of this programme was to provide integrated support for effective functioning of the Liberian Development Alliance (LDA), the highest level policy coordination mechanism to ensure the successful implementation of the Agenda for Transformation (AfT) 2013-2017. As a key mechanism for GoL-Donor, civil society and private sector coordination, the programme provided support to strengthen coordination for implementation of the AfT including strengthening dialogue with the civil society and private sector. It also supported the LDA in accounting for development results through strengthening the overall aid management and coordination as well as M&E systems. Key to this programme was the strengthening of Liberia's capacities to meet commitments under the "New Deal" for Fragile and Post-Conflict States.

Projects clustered under Component (1): -

a) Capacity for Development Effectiveness-C4DE

4.1.1 Relevance:

The Outcome Evaluation demonstrates that UNDP's engagement in SET support reflects strategic considerations. There was an especially demonstrable strategic linkage of relevance to the development aspirations of the GoL. The design of the SET program was in synch with the country's AfT, Vision 2030 and other national development trajectories. As a matter of fact, UNDP's contribution to the development context of Liberia has been relevant and strategic.

The evaluation established that the SET C4DE component has been relevant in enhancing and building national capacity across sectors, which have strengthened various institutions to take ownership of development initiatives. This has assured a hall mark of a country led process with primary responsibility of national institutions in planning, coordination and overall management of development programmes, reporting and accounting on resources utilized (narrative and financial), as well as monitoring and evaluating of programmes. The result of this intervention has been a clear manifestation of the use of national systems, national ownership, national capacity development, simplification and reduced costs as envisaged by the Paris Declaration on Aid Effectiveness.²⁰

Stakeholder consultations particularly with MACs reveal that UNDP is the leading agency on capacity building of state institutions and has comparative advantage particularly in institutional capacity development in Liberia. For instance, UNDP supported the procurement of baggage scanners that has reduced inspection time for travellers and boost security; assisted the LRA in establishing a data center with servers with extra storage capacity and computers that have improved the effectiveness and

²⁰ See C4DE Annual Report of 2016

efficiency of staff. The C4DE has been relevant to the PPCC where 93 procurement professionals have been certified albeit the trickling down effect at the decentralized stage is yet to be seen. The C4DE is highly visible in the MACs where state functionaries have learnt about UNDP financial management and procurement processes. There has also been the formalization of business registration at the county level which is contributing to economic transformation and support provided to LISGIS in terms of capacity development. Training and procurement of equipment cannot be overstated all of which point to the relevance of the outcome.

The evaluation team finds UNDP method of delivery as appropriate to the development context of Liberia. The Agency's role as a traditional donor has been reducing substantially. During the implementation of the SET, UNDP has been able to adjust to working more strategically to leverage its position as a knowledge leader and trusted development partner. From the evaluation perspective, the UNDP programme of support in the SET portfolio represented a highly relevant mix of approaches including advocacy, partnerships with Government, and embedding policy and technical advisors within strategic units at the national and state level for maximum effect from the investment of minimal resources. The appropriateness of UNDP's methods of delivery has produced very good results. Most significantly, UNDP does not seek to claim the results generated for its own, but rather these are viewed within a framework of mutual accountability, in particular with the GoL, as well as with the private sector and civil society.

UNDP has collaborated with the government to address the underlying structural causes that are afflicting Liberia in the pre and post-Ebola period. Working with the National Investment Commission (NIC), the Public Procurement Concession and Commission (PPCC), the Environmental Protection Agency and other relevant MACs, UNDP has sought to facilitate and provide support for the capacity development of national institutions through the C4DE, help create the enabling environment for private sector development and addressed the growing concerns of climate change, water and sanitation, energy and environmental issues etc. The agency has also addressed critical issues relating to developing entrepreneurial skills, business support services, economic empowerment, strengthening national institutions to implement projects, professionalizing the procurement entity and many others with the view to ensure that the country achieves the strategic objectives outlined in the AfT and Vision 2030 not to mention other national development strategies relating particularly to poverty reduction.

Some of the major reforms at the UN have influenced the relevance of UNDP support to the GoL. In many respects, UNDP's SET portfolio clearly works on deepening capacity development, strengthening the functionality of state institutions, creating the enabling environment for private sector development, addressing issues on energy and environment, improving livelihoods, and the call for diversity in this multi-layer world and the adherence to sustainable peace and economic transformation of post-war countries all of which are high on the UN reformed agenda.

4.1.2 Effectiveness

The SET Outcome Evaluation found the overall effectiveness of the programme to be satisfactory based on UNDP contribution toward an improvement in national government capacity, including institutional strengthening. UNDP has contributed to all of the most significant priorities of Liberia's transition, as these were defined by the government, the United Nations Mission in Liberia (UNMIL), and leading analyses of the underlying causes of the conflict. UNDP has successfully carved a niche for itself during each stage of a phased approach to the transition from conflict to development and has sought to address each among the most intractable structural causes of conflict. The evaluation notes that UNDP's support to SET outcome and outputs remains key to long-term stability and development in Liberia.

Based on the desk review of documents, interviews with internal programme teams and partners, as well as some field visits, it is our assessment that UNDP has made a reasonably satisfactory progress toward program effectiveness and its contribution to the achievement of the C4DE outcome. It should be noted that some of the activities were delayed on account of the Ebola outbreak in 2014, which resulted in the UNDP and GoL to design new programs such as the Safety Net Cash Transfer and realigning its priorities. In order to qualify the evaluation findings that UNDP has been effective, the following reflects the development results emanating from UNDP contribution to each of the outputs of the SET portfolio. Since the successful completion of Micro assessment, the MFDP continues to implement projects directly using MFDP internal systems, which contributed to our resilience as national institution.²¹ Desk review reveals that a total of 191 procurement practitioners have been trained in CIPS levels 2, 3 and 4 comprising of 130 males and 61 females resulting in 68% and 32% respectively. Knowledge acquired has helped to improve the following: their skills and professionalism has helped to bring integrity and efficiency to the procurement process in the country; procurement has been professionalized and decentralized in the country and therefore impacting on more people; and have addressed the Human Resource constraints faced by many GoL institutions.

The evaluation found the C4DE effective and producing results in many other areas: the Regional Training Hub decentralized in Grand Bassa County has responded to the vast capacity deficit at the regional level and provided support to capacity development; 2 Senior staff (1 male and 1 female) trained in leadership skills in South Africa are contributing to fast tracking project implementation by Implementing Partners; A study conducted on baseline data and recommended NKIs, and SDGs, G-7+ agreed indicators and baseline in preparation of a successor AfT development has resulted in the measuring development interventions of the next medium-term plan, which serves as tool for M&E purposes and policy making; 3 PIU staff trained in Project Appraisal Methodologies and Compliance training held in Ghana and now using their skills and knowledge to substantially contribute and take lead in the formulation of the PPP strategy of the PFM Art of Liberia; 2 large baggage scanners have been installed and operational at Roberts International Airport (RIA) arrival terminals, which resulted in the detection of illicit drugs, explosives and other contrabands.

The evaluation reveals that UNDP has worked effectively with other UN Agencies, International Development and National partners, Civil Society Organizations, CSOs and the private sector to promote sustainable economic transformation in Liberia. Overall, Liberia is gaining some international recognition

²¹ See C4DE Annual report of 2017 for details

in “Aid Effectiveness” due to development results. The GoL promotes country ownership, development partner alignment with country priorities and mutual accountability although more progress is still expected to be made in the future. Accordingly, as development assistance is channelled more and more through national systems, this will strengthen national capacity to plan, budget and effectively deliver services to citizens. The C4DE Project was declared as the most “Audit Compliant” Specialized Unit in the MFDP during the 2017 internal audit assessment of all Specialized Units which was commissioned by the administration of the MFDP; accumulated a total score of 100% in the audit conducted by the Internal Audit Unit (IAU) with no findings/observations.

4.1.3 Efficiency

In consideration of financing to C4DE component, a goal of US\$ 11,492,425 was the total resources required, of which US\$ 675,000 came from UNDP’s core resources, plus US\$ 315,000 from other external funding and US\$ 500,000 from the GoL for the period covering 2013-2017. Other contributions from GoL were made in kind. While UNDP did not quite meet its core target in this outcome area, a funding gap of US\$10,425,000m existed.²²

Although resourcing shortfall existed, the overall assessment of the evaluation team is that UNDP projects are being implemented in a reasonably efficient manner without duplication. The strategy to embed experts in the line ministries is very cost-efficient. This approach promotes national ownership and enhances development outcomes, and not least, is greatly appreciated by the Government as one of the foremost mechanisms of choice. UNDP also emerges as a credible long-term partner under this arrangement.

Delivery under the majority of projects in the portfolio is broadly on track *albeit* not regularly monitored by UNDP. Projects were slow to get airborne in mid-way due to the Ebola crisis that affected the implementation arrangements. The democratic transition experienced in Liberia in 2017 also slowed down programmatic activities in the country.

From an assessment point of view, it was noted that there has been economical use of financial and human resources. The consultants assessed whether the resources were used for intended planned activities and concentrated on the achievements of those results as reflected in the Resource table in the Annex-6. Additionally, the evaluators were able to assess other factors that relate to efficiency including:- Efforts devoted to institutional capacity development such as capacity development trainings that were undertaken by the program, the utilisation of knowledge and skills obtained from the training programmes and how they had a catalytic effect on service delivery.

Capacity development and training undertaken by the projects including the utilisation of knowledge and skills obtained are evidences pointing to the efficient use of resources. Efforts devoted to institutional capacity development were also examined. At this point, the resources were efficiently utilised since there is evidence that most of the intended results were achieved.

However, the consultants discovered that although Quarterly Progress Reports and Annual Progress Reports are submitted and signed off by the national counterparts, the quality of reporting is quite

²² See Resource Table in Annex - 5

uneven. In some cases, results reported appear misleading and not commensurate with the support provided by UNDP. Consultants had to cross check information with program team, partners before drawing conclusions. More robust reporting is recommended.

The evaluation team established that project monitoring at UNDP Country Office has been weak largely due to the absence of a substantive M&E Officer. Additionally, there was no evidence of joint monitoring either within UNDP or with other UN agencies/partners of projects in the field, which should be viewed as an element of inefficiency.

4.1.4 Sustainability

Program sustainability is about the capacity to endure. It is about positing the functionality of systems and processes at institutional level, and also putting emphasis on the resilience of the systems and processes. From an evaluation point of view, the consultants discovered that there is the likelihood that some of UNDPs' SET interventions will be sustainable. "The government of Liberia in its partnership with the UNDP, has come a long way of success of building national capacity across sectors which has strengthened various institutions to take ownership of development initiatives. This has assured a hall mark of a country led process with primary responsibility of national institutions in planning, coordination and overall management of development programmes, reporting and accounting on resources utilized (narrative and financial), as well as monitoring and evaluating of programmes. The result of this intervention has been a clear manifestation of the use of national systems, national ownership, national capacity development, simplification and reduced costs as envisaged by the Paris Declaration on Aid Effectiveness".²³

UNDP has put mechanisms in place to ensure sustainability. Working closely with the Ministry of Finance and Development Planning, UNDP has built the capacity of staff in the National Implementation Modality (NIM), which is now been used across all projects. This has immensely contributed to the improvement of the overall performance of national institutions particularly in the areas of programme, procurement and financial management and consequently enhanced the external assistance for the country's development. The 2016 C4DE annual reports states "...the C4DE Program during the period under review implemented considerable number of activities that resulted in excess of 93% program delivery rate. The programme continues to play a crucial role in enhancing the capacities of MFDP staff in various units and departments, responsible parties under C4DE and MACs implementing UNDP funded projects/programmes. Several capacity development trainings were financed and facilitated by the program in- and out-country..."²⁴The building of staff capacity to perform at such a rate indicate that the UNDP supported C4DE initiative and having national counterparts working alongside UNDP Advisers will ensure continuity.

Institutional capacity building is one of the core functions of UNDP. UNDP has enabled existing institutions to perform better by embedding experts within the ministries and departments and by working directly at state and sub-state levels. The evaluation is satisfied, in particular from recalling the interview discussions with leading Government counterparts, that some these interventions have resulted in knowledge transfer which directly speaks to ownership, and that the support provided by UNDP has thereby been effective in supporting the achievement of the outcome. For instance, the embedding of a Chief Technical Adviser at the MFDP to provide support has greatly enhanced capacity building of national

²³ 2016 Annual C4DE Report

²⁴ *ibid*, p.5.

staff (through knowledge transfer) and has contributed to the implementation of the various projects under the C4DE outcome.

The professionalization of Public Procurement Concession Commission (PPCC), for instance, has sustainable elements. UNDP in partnership with the PPCC conducted series of internationally accepted procurement trainings facilitated by UNDP Procurement Support Office and the officers which has led to knowledge transfer that will remain with the officers when UNDP program ends; there was successful coaching and mentoring session of MACs Project Managers and Finance Officers; Staff capacity development at the Department of Administration at the MFDP; training of Internal Auditors on the NIM; development of the LIPA toolkit curriculum manual and procurement of heavy baggage scanners and domestic resource mobilization all point to sustainability and national ownership.

Generally, UNDP results of SET support to the GOL with respect to sustainability are mixed. While the consultants' assessment reveal that not much attention was paid to embedding a sustainable plan at the program design stage, which invariably has contributed to a weak record of sustainability, the agency's initiatives and some mechanisms put in place in many respects have sustainability elements. For instance, UNDP has provided support to develop the Strategic Framework, the Private Sector Plan and integrated into the National Recovery Plan for private sector development at the National Investment Commission; the embedding of a Technical Adviser (CTA) at the MFDP, professionalizing the PPCC, capacity building of national staff in different MACs, the institutionalization of the NIM which has helped national civil servants to understand UNDP's financial and procurement procedures and many will contribute to national ownership and sustainability.

The consultants established that there is no exit strategy, except for the Climate Change and Adaptation Project, presented in any of the project documents reviewed by the evaluation exercise. This may be due to flawed project template rather than lack of sustainability consciousness as the UNDP projects did promote sustainability as has been discussed above. However, a more deliberate approach to sustainability within the theory of lasting change (TOC) may be necessary going forward.

One of the changes that should be made in the current state of play of the SET is for UNDP to clearly establish an exit strategy at the design stage of the projects and to ensure that development changes occurring at the implementation of programs have national character.

4.1.5 Partnership

The evaluation established that UNDP partnership strategy has been very appropriate and effective. The Agency is a key partner of the GoL in the area of development planning, sustainable economic transformation, SDG domestication, New Deal process, and capacity building. This leadership is recognized, and encouraged moving forward, by the Ministry of Finance and Development Planning and other stakeholders, including IFIs and bilateral donors. UNDP has also been catalytic in improving national capacities in procurement, a key area contributing to transparency and integrity in public finance management.

Stakeholder interviews and documents reviewed indicate that UNDP works very actively with the GoL to promote capacity building of national institutions in the country. Without exception, all those met considered UNDP as an enviable and trusted partner of the Government. In many respect, UNDP has

established a wide network of partnership to support the successful implementation of the institutional capacity development initiatives in the country. The evaluation team interacted with several of these partners with a view to assessing the effectiveness of UNDP's partnership strategy with the GoL and how that has played out during the period under review. It was clear from the consultations that UNDP aligned its programs and projects to national development priorities more than many other partners and the agency has a unique ability and occupies a distinctive position to present messages in a neutral way to government. In doing so, the agency has built trust with and buy-in from the GoL.

UNDP has also worked well with international delivery partners in its programmatic activities. As a large part of the funding for UNDP projects comes from donors, the Agency has maintained close relationships with them. The consultants established that UNDP has managed donor partnerships well by maintaining the confidence of donors in the Agency's programme management and administration of the funds entrusted to it. The substantial funding that donors have already asked UNDP to manage on their behalf, especially for Ebola, Energy and Environment, testifies to this.

UNDP's innovative and results-oriented programming is made possible by personal, financial and professional commitment of all partners. The agency's national and international partners are integral part of decision-making processes and UNDP works directly with them on all aspects of the Agency's programmatic activities from program and project design and implementation to monitoring and evaluation. The evaluation found that UNDP and partner's support to the GoL has resulted in improving the lives of the people through participatory process of awareness raising, technical support, policy expertise and coordination and implementation of initiatives that are aligned with the government's national development agenda.

The evaluation noted that the SET programme generally juxtaposes several micro-interventions, with a wide base of implementing partners, which does not provide a sufficient level of communication both in quality and frequency to maintain good partnership relations.²⁵

4.1.6 Gender considerations

From an evaluation perspective, the consultants noted that UNDP has demonstrated commitment in ensuring effective inclusion and participation of women in the design, implementation and monitoring of the SET interventions in Liberia. This is reflected in UNDP's Strategic Plan (2018-2021), the CPD (2013-2017) and UNDAF (2013-2017) outcomes 1 and 4 all of which have strong elements of gender equality and empowerment sections in their designs. For instance, UNDP Strategic Plan's vision is to eradicate extreme poverty and significant reduction in inequalities and exclusion. This policy imperative reflects UNDP's commitment to improving not only the livelihood of women but also empowering them by unlocking opportunities for women and girls in the development of their capacities, social relations, the economy, interaction with the environment, political participation and leadership, crisis and conflict management, and equal protection of rights under the law, including freedom from violence and

²⁵ See UNDP Liberia Mission Final Report, 2018

discrimination.²⁶ Furthermore, gender equality and women's empowerment is a UN mandate, a GoL goal, and a programming principle for development assistance within the One Programme.

The consultants established that gender has been addressed in the design and, to some extent, in the implementation of the C4DE component. Gender was very central to the preparation and implementation of the AWP where deliberate efforts were made to ensure gender issues are considered and required standards met, and also positive impact achieved.

Gender mainstreaming, although addressed in some of UNDP's project designs, have not been fully integrated into the implementation and monitoring of projects in the SET programme portfolio, and as such, there is need for immediate reversal whereby it will become mandatory for all future program design and implementation.

The capacity building effort at PPCC to professionalize public procurement through certification of practitioners contributed to the implementation of PPCC Act which required that staff employed in procurement positions must be knowledgeable in the subject matter enabled PPCC set a standard for employing procurement staff. Women participation exceeded the expected 25% reaching 34%.²⁷ This helped increase women empowerment, participation and representation in line with UNDP's corporate strategy and quality assurance within the procurement entity. Besides, Liberia expects more women representation at all levels of the public service with the passage of the Affirmative Action Bill. These initiatives have increased the women's involvement in national and county affairs.

The evaluation noted that UNDP's support has helped address gender in some way. It has helped to promote the training of 120 (16 females and 114 males) county staff in planning, Results-Based Monitoring and Evaluation which has contributed to overall improvement in the use of AfT development projects results-based reporting template by MACs, including increase in the frequency of submission of national project reports; One Day Coaching and Mentoring Session in which 55 participants (42 male and 13 female) from 24 institutions gained knowledge on how to prepare content and format of project/program financial reporting instruments namely: the FACE, Statement of Cash Position, Assets Inventory and interpretation of the Combined Delivery Report (CDR) as the project financial statement. This resulted in knowledge transfer, commitment to prepare quality financial reports and to implement NIM Audit follow-up action on the audit recommendations. No evidence exists to demonstrate the effectiveness of these women or the impact of their performance on their institutions as the result of the trainings received.

Similarly, some of the C4DE initiatives in Liberia indicate that a strategic and systematic effort at mainstreaming gender concerns into the program has been missing. For instance, the capacity building training on MFDP had fifty (50) MFDP/C4DE RPs (12 female & 38 male, 24% and 76% respectively) benefiting from the training on MFDP Internal Business Processes on donor funded projects for effective

²⁶UNDP Strategic Plan, 2018-2021

²⁷ See the 2017 C4DE Annual Report

and efficient business transactions not reaching the 30% threshold. The first training of the Internal Audit Agency (IAA) supported by the UNDP for professionalization of Internal Auditors in Liberia considered male and female participation with 7 females (28%) and 14 males (56%). Similarly, the PPCC CIPS training only attracted 70 females out of the total of 237 participants. This clearly indicates that UNDP needs to do more in promoting positive changes in gender equality in its programmatic activities.

Additionally, systematic gender analysis of SET interventions has not been regularly conducted. Regardless of the fact that women's empowerment has amounted to more than their participation in the overall SET Outcome, appropriate indicators for assessing improvements in gender relations and greater equality in the benefits flowing to women and men have not been formulated for most the SET initiatives. Similarly, capacity building initiatives have targeted women, but adequate data have not been gathered to assess whether or not women have benefited from a higher awareness and training. UNDP is encouraged to work harder still at further advancing women's equality and empowerment in the design, management, and implementation and reporting for all SET program activities going forward.

4.1.7 Poverty Reduction

The TOR required the consultants to examine the extent to which poor, indigenous, women and other disadvantaged and marginalized groups benefitted from UNDPs work in support to economic transformation and poverty reduction.

The SET Programme in Liberia involves ensuring that growth benefits the marginalized and most vulnerable segments of society as well as supporting the creation of meaningful jobs and livelihood opportunities across key productive sectors in the Liberian economy. Projects such as the BOSS, CCAAP, PSD and NRM, Natural Resource Management to name a few were designed to help in Liberia's poverty reduction drive. To a very large extent and from pragmatic point of view, very few poor, indigenous, women and other vulnerable groups have benefitted from UNDP's work in support to economic transformation portfolio. This was largely due to lack of adequate resources to cater for the many people trapped in this category and the multiplicity of projects undertaken that did not match funds available. The dispersal of funds across many projects and support provided to the many partners in the GoL resulted in UNDP not focusing the limited funds to target specific category of the poor, marginalized and vulnerable groups it wanted to lift up from poverty.

Therefore, the consultants view that the SET programs and projects have had little impact on poverty reduction and spill over effects of capacity building processes in Liberia. The SET could do more if it speaks to economic development and poverty alleviation at all levels of society to ensure sustainability. There is need for more concentration on real livelihood programs and projects; focus on creating job opportunities for the 65% unemployed youthful population that could ensure improved livelihood, development but more so, promote peace and stability; emphasis on agriculture where rural farmers are able to produce, process and package their food to feed families and trade in the excess. This is where real poverty reduction and economic transformation lies.

4.2 Component 2: Private Sector Development (PSD) (Enabling environment and support to MSME's)

The overarching objective of this component was to create an enabling policy and regulatory environment for ensuring inclusive and sustainable private sector development; strengthen capacity of Micro Small and Medium Enterprises for improved productivity, competitiveness and diversification; enhance capacity for governance of the extractive industry. It will also enhance Liberia's competitive advantage by developing viable local businesses, conducive environment and natural resource management for jobs creation, increase opportunities and resilient local economies. In achieving these programme outcomes, the programme promoted a mix of upstream policy and regulatory interventions and downstream catalytic and transformational interventions intended to bring about an inclusive and sustainable growth with the private sector in the front and centre of development.

This component focuses on improving the enabling environment for the development of micro, small and medium enterprises (MSMEs) and improving competitiveness and productivity of local enterprises. The project has not been successful in raising cost sharing resources and operated with TRAC funding exclusively (400K allocated in 2017). Support has been concentrated on institutional capacity building and small-scale activities spread on a series of IPs/RPs (8 in 2017), following a demand-driven, (mostly) upstream, approach. Because of the concentration on institutional strengthening, the overall impact of the project in terms of job and livelihoods is small.

PSD is an overloaded project with too many policy strategies that lack implementation. PSD should be remodelled with less focus on policy issues and focus more on livelihood such as agricultural projects and other youth empowerment initiatives involving skill developments programs in order to have tangible effect on poverty reduction that will significantly impact the SET portfolio outcome. These initiatives are more tangible and impactful, and will create significant employment, eradicating poverty and transforming the Liberian economy. **Projects clustered under this Component include:**

1. Promoting Private Sector (PSD)
2. Business Opportunity and Support Services
3. Social Safety Net Cash Transfers and Resilience Strengthening in Liberia
4. Extractive Industries for Sustainable Development/EISD

4.2.1 Relevance

UNDP's SET program is generally well aligned to the national development priorities as articulated in the Agenda for Transformation and LIBERIA RISING: VISION 2030, as well as other sectoral policies and programmes. In addition, the SET efforts provided a strong strategic fit and linkage between the poverty reduction and governance pillars of UNDP's strategic plan at the global level.

The design of the SET program, which relates to private sector development, is in synch with UNDP's contribution to UN's agenda as envisaged under UNDAF Outcome 2- Private Sector Development:

Improved equal access to sustainable livelihood opportunities in an innovative and competitive private sector for rural and urban areas. This outcome is also in line with UNDAF Outcome 4: enhancing national capacity for effective natural resource management. UNDAF Action Plan output stressed mechanisms developed to streamline the regulatory framework for the private sector, including the standardization of enforcement mechanisms by 2017.

UNDP Private Sector Development and Natural Resource Governance Programme are also in consonance with the national vision for private sector-led growth. This is encapsulated in the economic transformation pillar of the AfT: To transform the economy so that it meets the demands of Liberians through development of the private sector-using resources from the FDI in mining and plantations; providing employment for a youthful population; investing in infrastructure for economic growth; addressing fiscal and monetary issues for micro-economic stability; and improving agriculture and forestry to expand the economy for rural population and food security.²⁸

In terms of the appropriateness of the method of delivery, UNDP has adopted many approaches in its delivery of this component. This includes direct partnership with the MACs, advocacy and awareness creation, provision of technical assistance through policy/technical advisers who work with national counterparts to deliver on the program. This has resulted in developing policies for state institutions such as the NIC, PPCC to name two. Moreover, the agency has also adopted the National Implementation Modality (NIM) in dealing with state institutions particularly the MACs.

4.2.2 Effectiveness

UNDP's single biggest and most effective contribution under this component is the provision of an enabling environment to promote private sector development in the country. In the overall scheme of things, the evaluation finds UNDP to have been somehow effective in its offering in this regard. The results are very apparent. The National Private Sector Development Strategy, which sets the stage for inclusive growth & Development has been formulated and clearly lays the foundation for private sector growth and institutionalization of the private sector; 255 Women Entrepreneurs and farmers in Sinoe, Gbarpolu, Bomi, Rivercess, and River Gee were trained in Adult Literacy training, basic reading and writing skills, business management skills, financial literacy-VSLA, Voter's registration, which has begun adding value to locally grown crops; the restructured, upgraded and re-launched of the NIC website to make it more user friendly has also led to an increase in the number of investor inquiries averaging about 14 inquiries per day; BOSS project empowered a total of 150 entrepreneur/micro-businesses in Margibi, Grand Bassa, Bong, Nimba Counties benefitted from mentoring, coaching and advisory services. FGD with some of these entrepreneurs in Bassa indicate that their turnovers are on the increase. Six (6) new businesses were assessed and this has resulted in the transfer of small business development skills and knowledge which increased profitability, boosted their client base leading to economic sustainability; under the safety net for the immediate relief of the Ebola affected, 3000 household receive, on behalf of their families, a "semi-conditional" cash transfer of up to US\$50 per month for a period of twelve months. A total of 2,907 beneficiaries out of 2,975 in Bong County were paid, which amounted to 98% of total beneficiaries paid; Anti-Corruption tools developed for Extractive Governance facilitated the participation of Liberians in the

²⁸ Promoting Private Sector Development and Natural Resources Governance Program, 2013

validation of the practitioners' guide for managing and mitigating corruption risks in the extractive sector, thus exposing Liberia to the tools for combating corruption in the extractive sector. The outcome of this activity has enabled Liberia to provide practitioners who are serving as peer reviewers for the guidelines as it is being developed further.

UNDP partnership strategy has been rated as effective. The Agency has forged good working relationship in its design, implementation and monitoring of programs. For instance, UNDP and MLE organized a forum for the Formalization of Artisanal and Small-scale miners: forum drew together 150 participants, leading to the roadmap for the formalization of the miners. UNDP also partnered with UNMIL and GTZ to organize workshop on the formalization of Artisanal miners into cooperatives. UNDP also partnered with the GoL to draft the Human Development report focusing on Extractives as enablers of wealth and prosperity for all. Due to the many years of engagement with the GoL, building its institutional capacity and providing financial assistance to support its many projects, the Agency is perceived as a strong advocate for improving government effectiveness and integrity in Liberia. However, these partnerships have still not translated into having a catalytic impact on the average Liberia in terms of poverty reduction and service delivery.

Some other challenges were noted by the consulting team. There were delays in convening Project Board meetings to approve annual work plans; late signing of AWP, which posed serious problems for the smooth implementation and continuity of projects that have lifespan of only two years; and inadequate resources to fund projects that could yield more tangible results in advancing and empowering women's agenda. **(See Table in Annex-3)**

4.2.3 Efficiency

The Evaluation discovered that UNDP has delivered most of its financial and technical support for the SET programme implementation. In terms of financing to achieve planned outcome, the SET Outcome evaluators' review of the data on mobilization and utilization of programme resources revealed that UNDP has exhibited a high degree of efficiency in this regard.

In consideration of financing to PSD Outcome, total resources required for this outcome was US\$3,857,900 million (2013-2017). UNDP co-resources amounted to US\$400,000 while other external funds amounted to US\$3,467,000. The GoL of Liberia did not meet its counterpart financing.²⁹ Total resources required was fully mobilized and utilized.

The consultants discovered that there was an economical use of both financial and human resources. The evaluation noted that the program has been efficient and cost-effective. As such, all planned program outputs produced the desired results. Additionally, the evaluators were able to assess other factors that relate to efficiency including, efforts devoted to institutional capacity development such as, capacity development trainings that were undertaken by the program, the utilisation of knowledge and skills obtained from the training programmes and how they had a catalytic effect on service delivery.

²⁹ See Resource table for details-Annex -5

Overall, assessment of the Evaluation team relative to delivery results of majority of the projects comprising of this component are satisfactorily on track and needs to be regularly monitored by UNDP Country Office at all times to obtain excellent results. The projects are being implemented in a reasonably efficient manner without duplication and the strategy of having experts embedded in the line ministries is very cost-efficient. This approach promotes national ownership and enhances development outcomes, greatly appreciated by the Government.

From an evaluation outlook, the M&E was seen to be weak due to the unavailability of M&E personnel at UNDP for a long time. The reporting too is problematic as program staffs do not follow the designed reporting template. UNDP needs to do more in this area.

4.2.4 Sustainability

Most projects under the PSD components have some degree of national ownership and respective state institutions have taken a close and active interest in implementing the activities. From an evaluation viewpoint, the establishment and institutionalization of a Centre of Excellence on extractive governance by LEITI has fostered knowledge management, knowledge sharing and documentation, which is a sustainable marker. This generally bodes well for the long-term sustainability.

Projects within which UNDP technical staff are embedded enabled the transfer of skills, capacities and systems. For instance, building on prior and ongoing EISD interventions supported by UNDP, a Policy Advisor was embedded with local counterpart at the Ministry of Justice. This has helped the Ministry to strengthen local capacity for contracts negotiations and effective coordination of the emerging Oil Sector in Liberia. The support was critical as the Ministry needed technical persons with expertise and hands on experience to support the Ministry of Justice as it develops and implements the requisite legal and policy tools to strengthen a functional and professional team going forward. This will no doubt promote the sustainability of results and the likelihood that the GoL will continue to implement these activities beyond the culmination of the project.

However, as to the design of sustainability within the project documents themselves, there is no formal exit strategy stated. By and large, project documents are silent on how the results will sustain after UNDP withdraws, or the project closes. This is more of a comment on the format and not on the efforts or reality regarding sustainability, since for most counterparts interviewed there was a sense that the work undertaken by UNDP was being taken up beyond the life of the project. Notwithstanding, closer attention to issues of sustainability would strengthen UNDP's theory of change in project documents going forward.

4.2.5 Partnership

The consultants note that the SET projects have forged strong and varied partnerships working with the Governments, Agencies, Commissions, educational institutions and the private sector. With GoL present at both Centre and State, UNDP enjoys a long-standing relationship and is perceived as a partner that is

non-partisan, reliable and a thought leader in human development. Mobilization of resources to support these projects is a clear sign of the mutual aims and trust between UNDP and the Government.

Working in close partnership with the Ministry of Commerce and Industry (MOCI), National Investment Commission, Liberia Business Association (LIBA) and African Women Entrepreneurs Program (AWEP) have helped to build the institutional framework by developing the Private Sector Strategy for Liberia and the Strategic Framework for the NIC. The Strategic Framework was supported by UNDP and the World Bank, a collaborative effort indicative of UNDP's comparative advantage in engaging donor partners.

UNDP is also seen as an organization that can provide a neutral platform for organizing development discourse and for bringing government and non-governmental organizations (NGOs) together on sensitive issues in a non-threatening environment. Partnerships with civil societies are valuable and UNDP is well known amongst the most influential Civil Society Organizations (CSOs), including academia. The UNDP-civil society partnership to advocate on issues of inclusion of marginalized sections of population has enjoyed significant influence on policies and legislation. However, UNDP is not pushing the envelope and needs once again to step into the arena more fully.

4.2.6 Gender considerations

From an evaluation standpoint, the PSD has been, to some extent, responsive to gender equality and empowerment at the project design and implementation stages that witnessed women benefitting from the PSD component. The selection process for the CIPS level 3 Certification training attracted heads of institutions and other senior officials resulting in having 19 females (27%) against 50 males in the two training sessions of 69 trainees, which would not have been possible considering the very few women procurement staff in various institutions and 255 Women Entrepreneurs and farmers in Sinoe, Gbarpolu, Bomi, Rivercess, and River Gee were trained and have begun adding value to locally grown crops; Skills acquired were:- (Adult Literacy training, basic reading and writing skills, business management skills, financial literacy-VSLA, Voter's registration). Etc.

The evaluators note that conscious effort on the part of program staff to bring on board and train women procurement professionals is indicative of gender sensitivity and recognition that women are an integral part of the country's development trajectory.

UNDP's support to strengthening institutional reforms across government agencies and ministries has resulted in a team of NIC staff (2 female and a male) benefiting from management development training in South Africa in Human Resource, Budgeting & Planning and Financial Management. The two NIC staff are now training other staff locally who are now engaged in planning and budgeting as well as budget drafting and preparation of financial reports quite helpful to institutional functioning.

UNDP's intervention has registered some positive changes in gender equality in Liberia *albeit* minimally. The consultants view the contribution minimal because of the small number of women targeted in relation to women's population in the country. Although the consultants conclude that the outputs and outcome had positive impact on gender equality and empowerment, much more could be done in this sector. For instance, desk review established that women were targeted in the PSD implementation resulting in the following: 66 rural women benefited from the Adult Literacy Training Program in 2017 and 21 of them

have basic reading and writing skills; 42 rural women and under privileged girls received training in business management skills and processing and packaging agricultural products resulting in increased in sales and improved livelihood; and 66 rural women trained how to write were able to vote with pens instead of their thumbs in the 2017 elections.³⁰ These figures, though seen as success, represent a miniscule percentage of women in the country.

4.3 Component (3): Energy and Environment

The five-year program objective of the Energy & Environment was delivered through the following components: Climate change, natural resource management and water governance, disaster risks management and other key activities. Under the climate change management component of the programme, the interventions focused on agriculture adaptation, coastal adaptation, and early warning system as mitigation measures to strengthen resilience. The emphasis on natural resource management over the five years placed emphasis on education and awareness raising on the sustainable use of water, land and forest by communities to strengthen livelihood. Over the programme period, work in disaster risks management focused on the provision of technical support to the government for the institutionalization of disaster risks management. To achieve the key program activities, funds were mobilized from the Global Environment Facility (GEF) and other sources. The UNDP/GEF Small Grant Programme was also used to support local NGOs/CBOs to achieve the programme objectives.

Projects clustered under this Component include:

1. Mainstreaming Energy & Environment Project
2. Coastal Adaptation
3. Climate Change Adaptation Strengthening Liberia Capability to Provide Climate Info & Service (EWS)
4. Liberia High Level Support to Water Supply and Sanitation (WSSC)
5. Green Climate Change-Readiness
6. The National Adaptation Plan
7. The Green Growth Platform
8. Cross Cutting Capacity Development

4.3.1 Relevance

The evaluation has seen that UNDP support to the Energy and Environment Component is clearly relevant to Liberia's economic transformation. UNDP Strategic Plan Environment and Sustainable Development Primary Outcome is Sustainable Rural Development at national/sub-national/community levels and ensure the internalization of governance systems that could lead to long-term sustainability of rural

³⁰ PSD Annual Report of 2017

production into their core institutional systems. The Energy and Environment component is also aligned to UNDP Strategic Plan Secondary Outcome: Ecosystem-based adaptation that speaks to governance systems internalize the long-term sustainability of land-based ecosystems good and services, including climate change mitigation and adaptation, into their core institutional systems. The component is also in line with UNDAF Outcome 2.1: Natural Resource and Food Security: Improved sustainable natural resource utilization and food security.

Liberia's Development Agenda (LDA) is the local version of the national PRS that is prepared through a series of District Development Consultation Meetings that utilized the Participatory Rural Appraisal (PRA) method. The Food and Agriculture Policy and Strategy (FAPS), Liberia Agriculture Sector Investment Program (LASIP) elaborates from the PRS with specific policies and strategies that will revitalize and strengthen the agriculture sector, of which water and energy are integral components. This project was found to dovetail adequately with the LASIP objectives, and to have influenced further LASIP and country development planning.

From an evaluation viewpoint, the E&E component responded well to priorities for adaptation as outlined in the NAPA. It was the top priority project identified for implementation through the NAPA process with the objective of enhancing resilience to increasing rainfall variability through the diversification of crop cultivation and small ruminants rearing (agriculture). Major adaptation activities identified included: carrying out the timing of crops cultivation in response to changing patterns of rainfall; intercropping, irrigation, and the optimization of lowland/swamp farming practices; pest control including fencing of farms against rodent, regular weeding and echoing bells and maintaining fast growing nitrogen fixing trees species to improved soil fertilizer and using.

The evaluation established that the project was also adequately linked with the GEF's strategy on adaptation to climate change for the Least Developed Countries. It has two main pillars, which state integrating climate change adaptation into relevant policies, plans, programs and decision-making processes and expanding synergies with other GEF focal areas. The project followed LDCF adaptation guidelines by involving various stakeholders, including local communities' participation.

The evaluation discovered that the outcome is relevant in establishing synergies with the GoL in several ways. For instance, UNDP GOAL WASH project continue to provide high level water governance support to the GoL for the establishment of a National Water Supply and Sanitation Commission (WSSC). Five-year strategic WASH national documents (Sector Investment Plan and Sector Capacity Building Plan) with the objective of transforming the sector. Similarly, the outcome has been addressing the absence of coordinated and complete climate information (including weather monitoring and forecasting) and EWS lacking in Liberia and capacity building of skilled personnel to operate and maintain an observational network, generate information for specific and interpret the data in a format suitable for intended users.

The evaluation reveals that the outcome generally addressed rainfall pattern changes, shorter and more intensive rainy seasons and temperatures increases resulting in difficulties to identify the optimal time for crop planting, more pests, weeds, animal diseases; reduction of soil moisture; and increase of flooding and salinity in coastal regions that will undermine national efforts to revitalize the agriculture sector and

to increase food production. These threats have a direct impact on agricultural production and food security, and in turn a threat to development, peace and stability. The outcome has also addressed the reduction of vulnerability that improves adaptation to climate change; enhanced environmental management as a basis for sustainable economic development and helped leverage environmental resources as a direct contribution to the livelihoods of communities as well as the nation as a whole with the inclusion of women to ensure broader participation. The outcome also saw increased capacity of the hydro-meteorological services and associated networks to monitor and predict extreme weather, climate-related hazards and climate trends.

4.3.2 Effectiveness

The Evaluation measured the extent to which the E&E component achieved its desired/planned results and outputs. The consultants noted that UNDP was effective in delivering on this outcome. Examples of the results from the various outputs under this outcome abound.

Some of the key results recorded include: 11 automatic weather stations were procured and installed on Cellcom towers across the country. These equipment have been generating weather information and achieving them for the past one and half year; engaged a systematic and iterative approach to coordination and multi-stakeholder engagement that works consultatively in defining the national climate change priorities and strategies in collaboration with the NAP development, enabling an iterative process of ongoing development for defining and redefining these priorities and strategies – engaging civil society, academia, private sector, and with other stakeholder groups and sectors; the GCF developed a country programme that identifies strategic priorities for engagement with the GCF, disseminating information and engaging stakeholders in the country programme; provided assistance for mainstreaming climate change considerations into national finance and development decisions and ensuring that the development of investment proposals are in accordance with the national strategy and priorities; GCF output made conscious efforts to engage more women representatives from the government and non-government stakeholders in the consultations and decision-making process; and promoted and encouraged the development of concept notes and projects that put emphasis on women's participation and have adequate gender responsive mechanisms and activities and the CCAAP-mainstreamed into the curricula of the department of Agriculture and Forestry at the University of Liberia (UL) and the Department of Agriculture and Sustainable Development at the Cuttington University (CU).

UNDP has also effectively worked with UN agencies and other donors in the implementation of the E&E component of the SET. From an evaluation perspective, UNDP's partnership with other donors such as the Global Environment Facility (GEF), GoALWaSH and GCF led to the achievements of most of the outputs under this outcome.

Another key E&E effectiveness relates to a new exit strategy that has been developed with support of UNDP/Climate Change Regional Technical Advisor (RTA). The new strategy clearly spells out key remaining activities to be implemented and outputs to be achieved from the remaining CCAAP funds.

The evaluation reveals that UNDP has collaborated effectively with EPA, IAA, LIPA, LRA, LISGIS, MFDP, MoA, MoT, MIA, MLME, MOCI and NIC in the implementation of this outcome. The partnership participated in the recruitment of a National Coordinator for NCCS based at EPA and supported by the EWS Project for 4 years project lifespan. The partnership has resulted in the outcomes listed above.

However, the effectiveness of this component, as in others discussed above, is having little impact on the general population of the country. For instance, clean drinking water remains a nightmare for many Liberians.

4.3.3 Efficiency

Total resources required for the implementation of this component amounted to US\$13,009,000m. Co-resources for UNDP funding was US\$1,750,000m; others US\$11,250,900 while GoL funding was equivalent to US\$500,000. Total resources mobilized exceeded resources required by US\$500,000 largely due to the demand for Ebola emergency response that required UNDP reprogramming. Total resource for the E&E outcome was US\$13,509,000 including excess funding.

The evaluation established that there was an economical use of financial and human resources. As indicated in other outcomes above, UNDP has been efficient in the utilization and management of donor funds. Partnering with EPA as the key implementer of the E&E, UNDP has been able to implement projects under this outcome with efficiency as indicated in the effectiveness section.

The consultants noted that program delivery was cost-effective and efficient, and the outcome was broadly on track and being relatively monitored by the SET program. The consultants discovered that almost all of the projects were not sensitive to gender mainstreaming in the project design. For instance, the Climate Change, Coastal Adaptation, Goal Wash Project did not have gender mainstream elements.

As such, UNDP SET program need to factor M&E, reporting and gender mainstreaming elements in their project to ensure more donor funding. Put another way, UNDP has to do more in these sectors to attain maximum efficiency.

4.3.4 Sustainability

Most projects in the energy and environment outcome are implemented as joint programmes between UNDP and the respective arms of government institutions. This helps considerably in cultivating ownership among the central line ministries, agencies and commissions, which is fundamental for long-term sustainability.

From an evaluation perspective, technical capacities of staff in the MACs working on the Energy and Environment Outcome were built during the program period. For instance, staff capacity at the Meteorology Department were developed to produce standard and customized weather and climate forecasts and packaging meteorological data and information into a suitable format for user agencies and

local community end-users. There was also institutional capacity strengthening at the department to develop policies and strategies that take climate change risks into account.

The evaluation noted that some of the issues raised in the Program's Mid Term Review continue to haunt the program. For example, the proposed adaptation practices seemed to have been selected in a very ad-hoc manner, with little thinking on long-term adaptation benefits, and outside of any integrated adaptation vision for the project sites. There did not appear to have been any prioritization process for the selection of adaptation technologies to be piloted, and the theoretical background for the selection was unclear in many cases. In addition, the evaluation noted that the needs assessment proposed various technologies that were not pursued, such as experimenting with alternatives to slash and burn, introducing conservation agriculture; mulching, incorporating leguminous trees, intercropping; use of small ruminants; or to review seed selection and broadcasting practices. It is unclear to the evaluation why these measures were not selected for piloting, because many co-benefits could be reaped even beyond adaptation.³¹

Dovetailing with the above, the GoL has provided national resources in the form of office space, technical support and a tax waiver for the project staff. It is not clear whether these resources will remain available for future projects or for adaptation programming in general. In terms of financial sustainability, the likelihood of national resources in the form of financial support being available after the GEF/UNDP is unlikely. However, the stock taking report for the National Adaptation Plan has identified agriculture as one of the priority areas, which indicates that future programming is to be expected, using both national and international resources. In addition, the MoA has prepared a proposal of USD 6.7 million to GEF National Steering committee to extend and upscale this project to 3 new counties.

4.3.5 Partnership

The evaluation assessment finds that strong Agency's partnership with the Ministries, Agencies and Commissions has been quintessentially vital for the successes recorded under this outcome. For UNDP, the evaluation was cognizant of the strength of partnerships that characterize UNDPs work in Liberia, true also in this outcome area. "UNDP is the best partner the Government of Liberia is always proud of", remarked a partner during a personal interview, reflective of the close proximity of relationship that exists.

UNDP has played a catalysing role in working with a variety of partners among various government ministries, agencies and departments. With its non-intrusive agenda, UNDP in partnership with EPA, MoT, MLME, is able to get engaged in sensitive areas of energy and the environment. For example, the agency's engagement on early warning system, the coastal project and climate change have been outstanding. Moreover, UNDP's aims of inclusion and outreach to get the marginalized sections on board (as in the coastal project in Bassa) as active agents of their own development, as equal partners, not just as

³¹ Mid-Term Assessment of the Energy and Environment Program

beneficiaries, is an important feature and partnership asset observed by the evaluation team. The Energy and Environment CORE component worked in close collaboration with the Coastal, Agriculture and the GoALWaSH projects through workshops, meetings and activities as well as using the expertise of staff from all projects. It also worked in close partnership with the Ministry of Transport in formulating and launching the Early Warning Project.

As a large part of the funding for UNDP projects comes from donors and, therefore, UNDP necessarily has to maintain close relationships with them. The consultants established that UNDP has managed donor partnerships well by maintaining the confidence of donors in the agency's programme management and administration of the funds entrusted to it. The substantial funding that donors have already asked UNDP to manage on their behalf testifies to this.

From an evaluation perspective, UNDP's partnership with other donors such as the Global Environment Facility (GEF), GoALWaSH and GCF led to the achievements of most of the outputs under this outcome.

UNDP's approach in building partnerships among multiple actors, which is the key for community level implementation of initiatives, is also considered a relevant, appropriate and effective method of delivery. Creating and capturing knowledge in the process is another appropriate means that UNDP adopts as a method of delivery of outputs. Within the environment and energy portfolio, the evaluation takes note that UNDP excels in this regard and a strong scientific evidence base is used. This makes the logic of up-scaling more compelling, as witnessed in the energy efficiency measures introduced as part of production processes in the small-scale steel industry in Liberia.

The consultants found that the E&E Outcome identified stakeholders from different sections of the society, including beneficiaries. Stakeholders that were engaged during the project development process include EPA, MOA, FDA, University of Liberia, FAO, Ministry of Finance and Development Planning, UNDP, NGOs such as Conservation International, OXFAM, AEDE, CARE and farmers groups including AMENU Farmers' Cooperative Society in Grand Gedeh County (Pilot site) AND PANFACO in Bong County. However, during implementation some of these potential partnerships were lost due to delays in developing agreements. Additionally, the project has always involved local traditional chiefs and elders in project implementation.

4.3.6 Gender considerations

The UNDP Strategic Plan (SP) 2014-2017 places special emphasis on gender equality and the empowerment of women. The SP integrates gender concerns into six of its outcomes, and gender equality is the sole focus of Outcome 4. UNDP Gender Equality Strategy, 2014-2017 provides strategic guidance to UNDP business units to mainstream gender as they operationalize the UNDP SP.³²

Desk review indicates that gender considerations in the design of this component were addressed albeit with little result. Most of the projects implemented were gender sensitive in that women participated in workshops, meetings and seminars on energy and the environment. For instance, the National Designated Authority held consultations and meetings to formulate country programs and projects that were gender

³² UNDP Strategic Plan 2014-2017

sensitive and responsive. With support from the Green Climate Fund (GCF), the National Climate Change Secretariat (NCCS) coordinated training sessions to strengthen Liberia's readiness for accessing climate change funds. The training attracted rural dwellers, farmers, women, youths, forest users and coastal communities.³³ These were mere cosmetics and cannot be taken as mainstreaming gender issues.

Equally, at the implementation and monitoring phases, the consultants noted that, aside of women participation in trainings and workshops in, for instance the NCCS's report on Climate Change; gender mainstreaming became a big issue. It is clear that UNDP's partner for the E&E, EPA, is a woman and her role was critical in carrying out the various activities, mainstreaming other women and positioning them to play decision-making roles that would result in positive outcomes have not been addressed.

Another critical issue established during the evaluation was that UNDP pays too much attention upstream that could enlist gender participation to increase their voice and participation in program implementation, monitoring and ensuring that the portfolio explicitly supports participation of poor and marginalized women in social dialogue, citizens' oversight, social control, partnerships and UNDP project management activities. A more bottom-up approach is required in program design implementation, monitoring and evaluation.

UNDP is further encouraged to work harder still at advancing women's equality and empowerment in the design, management, and implementation and reporting for all project activities going forward. This requires robust effort on the part of UNDP and the GoL to strategically engage the Ministry of Gender Affairs in all programmatic activities with the view to mainstream gender in all SET outputs, and to also help catalyse additional resources that could benefit more women and marginalized groups in Liberia.

In sum, Liberia needs to move toward and focus on the development of ordinary people including women, youths and other socially excluded persons. A focus on service delivery and strong linkages to empowering women, rural and poor communities, youth, promoting access to decent livelihoods and jobs; enhancing and boosting entrepreneurship and skills development at every strata of society cannot be more apt and urgent.

4.3.7 Poverty Reduction

Liberia faced acute lack of basic social services after the civil war. Such services like water and sanitation (key poverty reduction sectors with the potential to serving many people) have not been available to a large majority of Liberians. It, therefore, became apparent that one of the key priorities for the GoL and UNDP was to provide support in the provision of these services. Water governance in Liberia continues to be characterized by a multitude of responsibilities share amongst different ministries and agencies of government. There is inadequate water and sanitation service delivery to both rural and urban areas of the country.³⁴

³³ See the Country Readiness Logical Framework of 2017

³⁴GoALWaSH Annual report of 2016

The project has registered some positive results. UNDP GoALWaSH project has increased momentum in the sector by providing a high-level support to the National Water Sanitation and Hygiene Promotion Committee (NWSHPC) that is now a clearing house for Liberia WASH sector and hosted within Ministry of Public Works. During the period, civil society groups were supported to carryout advocacy and awareness on the importance of water governance to a country. Thousands of signatures were collected as a mark of peaceful citizens' protest and presented to the Government of Liberia urging it to make good its commitment to WASH institutional reform.³⁵

The evaluation views that the GoALWaSH Project continues to face many challenges in the implementation of the project. The major challenge facing the project is lack of political will to effect sector reform and make good on all commitments made in the WASH Policy documents. Overall, the E&E did not fully address poverty reduction in its implemented projects in Liberia. As such, the consultants recommend that UNDP identifies partner(s) that has comparative advantage in this sector to address the challenges facing GoALWaSH in Liberia.

5.0 Lessons Learned

Adopting Upstream Policies to yield good results

A critical lesson learned is that when the GoL adopts strong upstream policies that support programs and projects to reach good results and improve the overall development and business environment of Liberia, a more balanced focus in the effective delivery of services that impact on resilience and livelihoods of the population, especially in rural areas are realizable.

Interventions and Resources

UNDP's interventions seem to be piecemeal, small-scale and lack overall coherence, strategic direction and overarching narrative. Besides, interventions in the first development effectiveness and private sector development have mainly used internal UNDP resources and have not used those resources to catalyze additional resources.

Voice and participation

The SET program design is unique in that it is paying attention downstream that enlist the participation of CSOs, youths, women and citizens to increase their voice and provide space for effective participation in program implementation and monitoring and ensuring that portfolio explicitly support participation of poor and marginalized in social dialogue, mitigating the risks of climate change, entrepreneurial skills business development and women empowerment. For instance, citizens' participation in the BOSS project is indicative of how UNDP interventions pay attention downstream. A bottom-up approach required in program design and implementation is the vogue. This needs to be deepened further.

Transparency and Accountability

Transparency and accountability over the public funding mechanisms and decision-making processes, remain central to ensure strengthening and improving the institutional framework of the state especially

³⁵ Ibid., p. 8

when UNDP programs and projects have adopted the NIM in project implementations. The need to reduce the risks of waste and leakages cannot be overstated in the MACs.

Exit Strategy

Exit strategies are key to increasing ownership and avoid situation that the programme remains an end in itself. An exit strategy built into all AWP's guarantees viability, continuity and sustainability of projects when UNDP funds dry up or when projects are concluded.

Incremental Progress in Human Development

One general lesson noted by the consultants relates to incremental progress in human development (measured since 2003), which has not been adequate to reduce poverty resulting in Liberia's struggling development strides. The country's economy has sharply declined in the post-Ebola period, resulting in a downward spiral in GDP per capita by an average of two percent (2%) per annum. This is attributable to the continued slump in global commodity prices and a negligible recovery in private capital inflows in the periods following the deadly Ebola. The leading iron ore concession companies, which had been the key drivers of growth in recent years, have either scaled back their operations or closed down, resulting to decline in exports, job losses and a decline in government revenue. This is clearly a wake-up call for the new administration.

Monitoring & Evaluation

Monitoring & Evaluation systems are, at the moment, not strong while coordination and clear definition of tasks required between the various stakeholders focusing around the same performance indicators and systems and taken into account the outcomes and impacts of the programme need urgent attention.

Ownership and sustainability

Program and project reports indicate that the GoL has not been forthcoming with counterpart resources to fund the many SET projects implemented during the period under examination. The inability on the part of the government to not respond or live up to its financial obligations/responsibilities has the potential of undermining national ownership and sustainability of projects.

Reporting System

The consultants discovered that most, if not all, of the reporting systems under the SET are at variance with one another, which poses a serious challenge to coherent and credible reporting.

Gender Mainstreaming

Gender mainstreaming is critical in development discourse and must be taken seriously in all phases of project design, implementation and monitoring. Therefore, gender mainstreaming and women empowerment should be reflected in all of UNDP programs and projects to ensure that women and other vulnerable groups have access to and are provided with the tools, skills and resources to realize their humanity.

6.0 Key Challenges

This section of the report addresses only broad challenges the SET initiative endured between 2013 and 2017. Specific project challenges have been well articulated in annex -4³⁶

1. The ongoing SET Outcome has recorded considerable levels of success since its inception in 2013 (especially in its support to institutional capacity development). However, as a result of diverse conceptual and operational challenges, there are hardly any valid and reliable indicators that can attest to progress in the fight against poverty, improving livelihoods and women and youth employment and empowerment issues. In other words, poverty still remains at an unprecedented level in Liberia;
2. Many partners commented that continuity and exit strategies are an issue as many UNDP supported programmes suspend activities when support ends. The situation is compounded by non-commitment on the part of the GoL to provide counterpart funding for these projects. This has had serious implications for national ownership and sustainability;
3. One critical challenge identified by the consultants is the fragmented projectization of activities, which has tended to inhibit building synergies across the portfolio and with the SET pillar. Put succinctly, UNDP's partnerships are spread across a wide variety of actors with financial implications;
4. The consultants discovered that UNDP has responded to the multifarious development demands made by the GoL, which, in itself bodes well for a post-war country confronted with a myriad of challenges. However, UNDP response has affected its programmatic and operational effectiveness, and by extension, has resulted in the Agency not delivering at its maximum;
5. Although gender mainstreaming has been addressed in most of UNDP's project designs, they have not been fully integrated into the implementation and monitoring of projects. Additionally, the full participation of the Gender Ministry into the implementation and monitoring of UNDP projects is yet to be realized. This has implications for UNDP achieving its objectives in gender empowerment;
6. The SET pillar is populated with many projects. The projects range in scale and duration – whilst some are more programmatic in nature over long period of time with many donors, some other projects are small scale with single donors. This has posed a challenge to UNDP in serving the overall strategy that ensures sustainable economic transformation; and
7. Most of UNDP reports are not entirely free of inaccuracies and incoherence. This is largely due to partners not following the UNDP reporting template, but more importantly, lack of effective UNDP program and project monitoring to ensure that reports from partners reflect the true picture on the ground and that they are coherent, accurate and consistent. Inaccurate reports have resulted in presenting the wrong picture on UNDP programmatic activities to consultants and partners.

³⁶ See Annex-4 on Challenges and Lessons Learned table

7.0: Conclusions and recommendations

7.1 Conclusion

This outcome evaluation was commissioned by the UNDP Country Office in Liberia for the purposes of carrying out an independent assessment of the progress of UNDP projects in contributing to the stated objectives of the Sustainable Economic Transformation 2013 – 2017.

Overall, the UNDP SET Pillar is a landmark programme initiative launched at an opportune time to strengthen the ongoing sustainable economic development process in Liberia. As such, it is worth noting that the overall position of the evaluation is positive *albeit* critical challenges endured during the period under review. UNDP has contributed to some results across the three (3) components areas of the SET portfolio over the five-year period. There have been some exemplary achievements within a fairly strong portfolio of SET projects. From an evaluation perspective however, SET has, in the delivery of some projects, failed to make meaningful impact or contribution at the level of outcome.

The consultants conclude that UNDP SET initiatives have, in some way, contributed to the sustainable economic transformation of Liberia as envisioned by the government, UN agencies and development partners. The evaluation found that UNDP has successfully secured a niche for itself in the design and implementation of the SET program in the country.

UNDP has carved out a niche for itself as the key facilitator and trusted partner of the GoL by supporting government's development initiatives especially those that border on sustainable economic transformation. It has played a service role for the GoL and development partners, serving as a fund manager, including providing direct budget support on behalf of donors to the government, substituting in the absence of government capacity, and implementing programmes in rural areas in which many bilateral agencies did not have capacity or were not prepared to accept the risks inherent in weak government capacity. UNDP has also played a role in the development of state policies and frameworks, built capacities in the MACs, moved from DIM to NIM, professionalized the public procurement agency, to name a few.

In responding to the many priorities of the government, UNDP has thinly spread its capacity, thereby lacking technical depth and compromising programmes' sustainability and effectiveness. This is exasperated by the government's wish to have a neutral agency such as UNDP in a leadership role and the GoL's direct and successful efforts to mobilize resources by ensuring UNDP involvement.

In sum, the evaluation observed project fragmentation in the implementation of the SET pillar. Fragmentation is an outcome of a quick implementation project approach that has dominated UNDP activities over the years. Programmes are broken into individual project activities that often fail to build on potential synergies among projects. It has proven difficult for UNDP to switch (back) to a more developmental mode required for Liberia's socio-economic transformation and development.

7.2 Recommendations

UNDP

- ✚ UNDP's next CPD and the UNDAF should be aligned to the revised Agenda for Transformation, one that clearly responds to improving livelihoods, creating jobs for the youths and undertaking pro-poor initiatives in support of the new Gol Pro-Poor development agenda. There is need to strengthen and deepen joint programming and resource mobilization for these initiatives in the face of resource scarcity and funding challenges facing the global community. Joint programming can also widen and deepen UNDP's influence and reach in the sustainable economic transformation initiatives. They serve as platforms for knowledge exchange and can decrease duplicative activities.
- ✚ Money is the muscle of sustainable economic development and in the context of forecasted decrease in financial resources at the global level, adequate resource mobilization and use is critical. Funds should be more focused and targeted to issues that bring tangible poverty reduction results, and allocated appropriately for beneficiaries (youths, women and other vulnerable groups) trapped in poverty.
- ✚ Liberia should move to and focus on developing marginalized groups in society. This can be achieved by remodelling projects and reducing the number of partners engaged to assure impact. A focus on a few projects such as addressing urban and rural poverty, by focusing on promoting livelihood opportunities, youth employment, entrepreneurial and skills development and women empowerment cannot be overstated.
- ✚ UNDP is spread too thin. The programmatic spread has emanated from a positive urge to meet the many demands of the government. This is not helpful to UNDP and its national strategic goal. UNDP should develop a smaller number of budgeted multi-year projects which clearly articulate the programme's objectives and outputs and use available catalytic funding sources to demonstrate UNDP commitment, results and generate donor support;
- ✚ Develop exit strategies for all programmes/projects and review project outcomes, outputs, targets, implementing partners, in light of available funds, and determine what can be realistically achieved within specified program period.
- ✚ In order to consolidate the UNDP offer, the consultants encourage UNDP to consider rebranding the current Sustainable Economic Transformation pillar to read "Sustainable Economic Development that speaks to youth & women empowerment, Jobs and Livelihoods" with cross cutting integrated engagement at county/community level and embedding support to development planning.

37

Annexes:**ANNEXES:-I.WORK PLAN**

Time/Venue	Activity/Objective	Participants	CO Focal Point(s)	Confirmed/Not confirmed
January 8-12, 2018				
Documents review, debriefing sessions, inception report writing				
Monday 15, 2018				
9:00-10:00 am	Meeting with EPA	Consultant Team	UNDP PROGRAMME	
10:30-11:30 am	Meeting with Ministry of Energy	Consultant Team		
12 noon-1:00 pm	Meeting with Ministry of Agriculture	Consultants		
2:00-3:00 pm	Meeting with Ministry of Transport	Consultants		Confirmed
3:30-4:30	Meeting with Ministry of Commerce	Consultants		Confirmed
Tuesday 16, 2018				
9:00-10:00 am	Meeting with Ministry of Finance	Consultants		Confirmed for Monday Jan. 15 at 11am
10:30-11:30 am	Meeting with NIC	Consultants		Confirmed
12 noon-1:00 pm	Meeting with MIA	Consultants		
2:00-3:00 pm	Meeting with PPCC	Consultants		Confirmed
Wednesday 17, 2018				
9:00 – 10:00 am	Meeting with LRA	Consultants		Confirmed
10:30 – 11:30 am	Meetings with LISGIS	Consultants		Confirmed
12 noon – 1:00 pm	Meetings with IAA	Consultants		
2:00 – 3:00 pm	Meetings with LIPA	Consultants		
Thursday 18, 2018				
9:00 – 5:00 pm	Field visit to Buchanan-Coastal project	Consultants and program staff		Confirmed
Friday 19, 2018				

9:00 – 11 noon	Field visit to RIA - National Metro. Centre: Early Warning System	Consultants		
12 noon-1:00 pm	Field visit National Metro.-C4D Project-EWS			
2:00 -3:00 pm	Field visit to the MoC—BOSS project	Consultants		
Monday January 22-Wednesday February9, 2018				
Data Collation, Analysis and Draft Report Writing--Consultants				
Thursday Feb. 12, 2018				
Submission of Draft Report to UNDP CO--Consultants				
Feb. 15-Feb. 19, 2018				
Review of Draft Report by UNDP CO				
Feb. 22-Feb 24, 2018				
	Incorporate comments and prepare for validation workshop	Consultants		
February 25, 2018				
	Validation workshop	Consultants in consultation with UNDP CO		
February 16, 2018				
	Incorporation of comments and submission of final report to UNDP CO	Consultants		

Annex - 2

SET-EVALUATION MATRIX			
Criteria	Questions to be addressed by outcome Evaluation Team	Data Sources/Mean of verification	Data Collection Methods
Relevance	<ul style="list-style-type: none"> ▪ To what extent is UNDP's engagement in sustainable economic transformation support a reflection of strategic considerations, including UNDP's role in the particular development context in Liberia and its comparative advantage vis-a-vis other partners? ▪ To what extent has UNDP's selected method of delivery been appropriate to the development context? ▪ Has UNDP been influential in national debates on economic transformation issues and has it influenced national policies on growth and development? ▪ To what extent have UN reforms influenced the relevance of UNDP support to Liberia in the economic transformation sector? 	<ul style="list-style-type: none"> ▪ UNDP Staff Members. ▪ UNDP programme project documents ▪ UNDP programme/project Annual Work Plans. ▪ Minutes of Project Board Meetings ▪ Programmes/projects thematic areas evaluation reports. ▪ Government's national planning documents. ▪ Human Development Reports. ▪ MDG progress reports. ▪ Government partners progress reports. ▪ Interview with Civil society partners ▪ Interviews with beneficiaries. 	<ul style="list-style-type: none"> ▪ Desk review of secondary data. Interviews with government partners. ▪ Interviews with NGOs partners/service providers. ▪ Interviews with funding agencies and UNCT ▪ Interview with civil societies (CSOs). ▪ Interviews with political parties' leader. ▪ Interviews with commissions and Constitutional bodies e.g. Human Rights, Women Rights, etc. ▪ Field visits to selected projects. ▪ KII focus group discussions.

		<ul style="list-style-type: none"> ▪ UNDP Development partners. ▪ UNDP Government partners involved in specific results/ thematic areas. 	
--	--	--	--

EVALUATION MATRIX			
Criteria	Questions to be addressed by outcome Evaluation Team	Data Sources/Mean of verification	Data Collection Methods
Effectiveness	<ul style="list-style-type: none"> ▪ What evidence is there that UNDP support has contributed towards an improvement in national government capacity, including institutional strengthening? ▪ Has UNDP been effective in helping to improve economic transformation all across Liberia? Do these local results aggregate into nationally significant results? ▪ Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver economic services? ▪ How effective has UNDP been in partnering with civil society and the private sector to promote economic transformation in Liberia? 	<ul style="list-style-type: none"> ▪ Project/programme/thematic areas evaluation reports. ▪ Progress reports on projects. ▪ UNDP staff ▪ Development Partners. ▪ Government partners Beneficiaries. ▪ Evaluation reports. ▪ Progress reports on projects. ▪ Programme documents. ▪ Annual Work Plans. ▪ Evaluation reports. ▪ MDG progress reports. ▪ Human Development Reports. 	<ul style="list-style-type: none"> ▪ Desk review (project reports, reports of the partners, prospective reports on security, donor strategy in the country. ▪ Desk review of secondary data. ▪ Interviews with government partners, development partners, UNDP staff, civil society organizations (CSOs), ▪ Field visits to selected projects sites. ▪ KII focus group discussions.

	<ul style="list-style-type: none"> Has UNDP utilised innovative techniques and best practices in its economic transformation programming? Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Liberia? Taking into account the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing economic support to national and local governments in Liberia? What contributing factors and impediments enhance or impede UNDP performance in this area? 		
--	--	--	--

EVALUATION MATRIX			
Criteria	Questions to be addressed by outcome Evaluation Team	Data Sources/Mean of verification	Data Collection Methods
Efficiency	<ul style="list-style-type: none"> Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country (political stability, post crisis situations, etc)? Has UNDP's sustainable economic transformation strategy and execution been efficient and cost effective? Has there been an economical use of financial and human resources? Are the monitoring and evaluation systems that UNDP has in place helping to ensure 	<ul style="list-style-type: none"> Programme documents Annual Work Plans Evaluation reports ATLAS report Government partners Development partners UNDP staff (Programme Implementation Support Unit UNDP operations department. 	<ul style="list-style-type: none"> Desk reviews of secondary data Interviews with government and development partners. KII Focus group discussions

	<p>that programmes are managed efficiently and effectively?</p> <ul style="list-style-type: none"> ▪ Were alternative approaches considered in designing the Projects? 		
--	---	--	--

EVALUATION MATRIX			
Criteria	Questions to be addressed by outcome Evaluation Team	Data Sources/Mean of verification	Data Collection Methods
Sustainability	<ul style="list-style-type: none"> ▪ What is the likelihood that UNDP economic transformation interventions are sustainable? ▪ What mechanisms have been set in place by UNDP to support the government of Liberia to sustain improvements made through these economic transformation interventions? ▪ How should the economic transformation portfolio be enhanced to support central authorities, local communities and civil society in improving service delivery over the long term? ▪ What changes should be made in the current set of economic partnerships in order to promote long term sustainability? 	<ul style="list-style-type: none"> ▪ Programme documents: - <ul style="list-style-type: none"> ✓ Annual Work Plans ✓ Evaluation reports. ✓ Progress reports ▪ UNDP programme staff ▪ Desk review (project reports, reports of the partners, prospective reports on security, donors' strategy in the country), etc. 	<ul style="list-style-type: none"> ▪ Review of secondary data. ▪ Interview UNDP programme staff, others. ▪ KII Focus groups discussions

EVALUATION MATRIX			
Criteria	Questions to be addressed by Outcome Evaluation Team	Data Sources/Mean of verification	Data Collection Methods
Partnership	<ul style="list-style-type: none"> Has the partnership strategy in the economic transformation sector been appropriate and effective? Are there current or potential complementarities or overlaps with existing national partners' programmes? How have partnerships affected the progress towards achieving the outputs Has UNDP worked effectively with other international delivery partners to deliver on economic transformation initiatives? How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote inclusive and transformative growth in the region? 	<ul style="list-style-type: none"> Desk review (project reports, reports of the partners, prospective reports on security, donors' strategy in the country), etc. KII Focus Group Project/programme/thematic areas evaluation reports. Progress reports Government partners, Beneficiaries. Evaluation reports. Programme documents. 	<ul style="list-style-type: none"> Desk review of secondary data Interviews with government partners and UNDP Staff Interviews with other development partners.

--	--	--	--

EVALUATION MATRIX			
Criteria	Questions to be addressed by Outcome Evaluation Team	Data Sources/Mean of verification	Data Collection Methods
6. Gender Equity	<ul style="list-style-type: none"> ▪ To what extent has gender been addressed in the design, implementation and monitoring of sustainable economic transformation projects? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)? ▪ To what extent has UNDP economic transformation programme promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked against data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2013 - 2015. 	<ul style="list-style-type: none"> ▪ Desk review (project reports, reports of the partners, prospective reports on security, donors' strategy in the country) ▪ Project/programme/thematic areas evaluation reports. ▪ Progress reports Government partners, Beneficiaries. ▪ Evaluation reports. ▪ Programme Documents ▪ KII Focus groups 	<ul style="list-style-type: none"> ▪ Desk review of secondary data ▪ Interviews with government partners ▪ Interviews with development partners. ▪ Observation from field visits

EVALUATION MATRIX			
Criteria	Questions to be addressed by Outcome Evaluation Team	Data Sources/Mean of Verification	Data Collection Methods
7. Human Rights	<ul style="list-style-type: none"> ▪ To what extent has the programme actively promote the fulfilment of human rights? ▪ In its design and implementation, does it include opportunities to integrate human rights in each outcome of the programme and prioritize the principles of accountability, meaningful participation, and non-discrimination? ▪ In its design and implementation, does it consider any potential adverse impacts on enjoyment of human rights and were these rigorously assessed and identified with appropriate mitigation and management measures incorporated into programme rational, strategy, and results and resource framework? 	<ul style="list-style-type: none"> ▪ Desk review (project reports, reports of the partners, prospective reports on security, donors' strategy in the country) ▪ KII Focus Group ▪ Project documents ▪ Evaluation reports ▪ UNDP staff ▪ Government partners, Beneficiaries 	<ul style="list-style-type: none"> ▪ Desk review of secondary data. ▪ Interviews with UNDP staff and government partners. ▪ Observations from field visits

ANNEX -3

SET OUTCOME (31)—(3) PROGRAMMES COMPONENTS RESULTS MATRIX

SUSTAINABLE ECONOMIC TRANSFORMATION PILLAR

The following table indicates SET Pillar (2) Outcome (31) - Projects Progress Milestones& Results

PROJECT (S):		
Strengthening National Capacities for Development effectiveness (C4DE).		
Outcome- Component (1)	Planned Results - Outputs	Actual Achievements to Date
Liberia Governance systems strengthened to ensure consolidation of peace & stability supported by effective and well-functioning institutions that fosters inclusive participation of stakeholders, especially women & youths, with enhanced service delivery at local levels.	OUTPUT (1) GOL capacity to design, manage, implement development programmes/projects improved.	<ul style="list-style-type: none"> ▪ LIPA-The NIM Tool Kit & Work Book developed and Validated 04/2017; 21 persons (13 male and 8 female) from various projects in MACs participated. ▪ (310) course brochures and one hundred ten (110) copies of the service charter were produced for training. ▪ Regional Training Hub decentralized in Grand Bassa County in response to the vast capacity deficit at the regional level and support capacity development. Trainings starts 2018. ▪ IAA- a 5-day International Certified Internal Auditors' (CIA) training was conducted with (25) IAA staff in the MACs (7 female & 18 male) benefited. ▪ MFDP-(50) MFDP/C4DE RPs staff (12 female & 38 male) benefited from training on Internal Business Processes for donor funded projects. ▪ First Stakeholders meeting on LDCs/IPoA held with (5) MACs focal points totalling (31) persons who participated (7 females & 24 male). ▪ (2) Senior staff (1 male and 1 female) trained in leadership skills, South Africa from October 14-28, 2017; resulted to fast tracking project implementation by RPs/IPs for the last quarter of 2017 a critical transition due to elections. ▪ MFDP - NGO Section conducted GoL/CSOs Dialogue on Aft& SDGs in Gbarnga, Bong County in May 4-5, 2017. Total of 44 delegates (31 male & 13 female) from MACs & CSOs benefitted. A 'GoL/CSO Accord' signed which strengthened partnership and built synergies.

	<p>OUTPUT (2) Institutional mechanism for implementation of AfT strengthened.</p>	<ul style="list-style-type: none"> ▪ 370 copies of the AfT report including lessons learnt for 5 years dev. interventions distributed and used to inform the dev. plan and policy direction of the next GOL. ▪ CIPS data updated and drafts validated at a stake holder’s workshop held in 15 counties. CIPS final drafts now ready for graphic design and publishing. ▪ SDGs, Africa 2063 Agenda awareness conducted in 12 counties. (W Region-445 participants (272 M & 173 F); Central Region-565 (343 M & 222 F); S Eastern 525 (262 M & 263 F). ▪ Conducted a study on baseline data and recommended NKIs, and SDGs, G-7+ agreed indicators and baseline in preparation of a successor AfT development. The results of this study provide the basis for measuring development interventions of the next medium-term plan, which serves as tool for M&E purposes and policy making. ▪ PPCC - A total of 191 procurement practitioners have been trained in CIPS levels 2, 3 and 4 comprising of 130 males and 61 females resulting to 68% and 32% respectively. Knowledge acquired will improve their skills in PP at international accepted standards; decentralize and professionalize the procurement profession in Liberia; contribute to efficiency; and address HR constraints faced by many GOL institutions. ▪ MFDP - (3) MFDP Staff/C4DE Team and 4 RSPU staff (5 male & 2 female) trained in Project Mgt. and Sectorial planning, policy design and analysis in South Africa, April 2017 to improve their skills and quality of performance in sectorial planning, project implementation, reporting, etc. ▪ (3) PIU staff trained in Project Appraisal Methodologies and Compliance training held in Ghana. Skills and knowledge acquired will enable staff to substantially contribute and take lead in the formulation of the PPP
	<p>OUTPUT (3) GOL capacity to implement, monitor & report on progress towards New Deal commitment strengthened.</p>	

	<p>OUTPUT (4) Institutional development of the new MFDP & LRA strengthened.</p>	<p>strategy of the PFM Art of Liberia; also, actively participated in the contract appraisal at the National Investment Commission. Etc.</p> <ul style="list-style-type: none"> ▪ 7,000 copies of national citizen guide published to inform Liberian citizens on national allocation. ▪ <u>LRA</u> - (2) large baggage scanners installed and operational at Roberts International Airport (RIA) arrival terminals,15 (7 male and 8 female) Liberia Revenue Authority Customs staff trained in both operator and Basic technical courses. Scanners to identify images (illicit drugs, explosives and other contrabands). ▪ Regional Dialogue in Zwedru City, Grand Gedeh County held with Stakeholders comprising of 111 participants including 31 students comprising of 40% female and 60% male. Enterprise Risk Management and Domestic Revenue Mobilization (DRM) strategy to boost national tax revenue collection finalized. ▪ <u>LIGIS/MFDP</u> - The update of the County Information Packs (CIPs) data collection exercises were completed by both LISGIS and MFDP teams and draft CIPs report is ready. Thirty-five (35) staff (6) female and 29 male) including CSIOs, RDOs and CMOs from 15 counties contributed to the data collection exercise and the update of the CIPs. ▪ A draft Enterprise Risk Management (ERM) strategy with financing options for SDGs was delivered on 15 August 2017 by the Consultant for stakeholder's validation. ▪ Statistical tables and outline of the SDGs mapping report prepared and is expected to be validated with inputs from Analysts.
--	--	---

OUTPUT (5) Capacity of evidence-based policy analysis, research studies & statistical development enhanced.

- The labour force/Human Rights Field Data collection completed. The activity was supported by UNDP and USAID.
- TA support led to LBO advocacy for a greater orientation of the budget to national plans (enhancing plan budget link), in the face of dwindling fiscal space, to ensure results-oriented budgeting and technical, economic allocation and efficiency of the budget process.
- Advocacy and branding materials including Note books, folders and Pens produced and distributed to partners for promotion and visibility. Many media stories were covered enabling wider coverage and promotion of development work of both the Government and UNDP development projects in support of national development goals.
- C4DE Project was declared as the most “Audit Compliant” Specialized Unit in the MFDP during the 2017 internal audit assessment of all Specialized Units which was commissioned by the administration of the MFDP; accumulated a total score of 100% in the audit conducted by the Internal Audit Unit (IAU) with no findings/observations.

	OUTPUT (6) Project Management, partnership, commitment and monitoring.	
PROJECT: Private Sector Development -Enabling Environment & Support to MSME's (PSD)		
Outcome - Component (2)	Planned Results -Outputs	Actual Achievements to Date
Inclusive and sustainable economic transformation by evidence-based micro-economic policy promoting access to livelihood, innovative & competitive private sector and efficient national resource management.	OUTPUT (1) An Enabling Environment for Inclusive & Sustainable Private Sector Development.	<ul style="list-style-type: none"> Formulated a National Private Sector Development Strategy which sets the stage for inclusive growth & Development; Engaged in Trade and Investment Promotion in all sectors of the economy of Liberia; Engaged in Industrial Sector Support Programming to improve the performance and productivity of the industrial sector and maximize the use of the country's productive capacities and her comparative advantages; Built the capacities of 207 farmers (93% female and 7% male) in corporate concept to move from the mindset of subsistence farming to establish and run corporate/cooperative mechanized commercial farm.

	<p>OUTPUT (2) Improved Productivity, Competitiveness and Diversification of MSMEs.</p>	<ul style="list-style-type: none"> ▪ 255 Women Entrepreneurs and farmers in Sinoe, Gbarpolu, Bomi, Rivercess, and RiverGee were trained and has begun adding value to locally grown crops; Skills acquired were:-(Adult Literacy training, basic reading and writing skills, business management skills, financial literacy-VSLA, Voter's registration). Etc. ▪ Developed Inclusive Markets through MSME's Business Linkages and Value Chains addition. ▪ Completed the restructuring, upgrading and re-launching of the NIC website to make it more user friendly. This has led to a 44% increment in the average monthly number of visitors from 909 in 2016 to 11,808 in 2017 and a 78% increment in the average monthly number of pages visited from 1,612 in 2016 to 11,808 in 2017. This has also led to an increase in the number of investor inquiries averaging about 14 inquiries per day.
	<p>OUTPUT (3) National capacity for management and utilization of natural resources revenue enhanced.</p>	<ul style="list-style-type: none"> ▪ Two large baggage scanners procured, installed and operational at Roberts International Airport (RIA) arrival terminals, fifteen (7 male and 8 female). Liberia Revenue Authority Customs staff trained in both operator and Basic technical courses. Scanners to identify images (illicit drugs, explosives and other contrabands).
PROJECT: Business Opportunity and Support Services (BOSS)		
Outcome	Planned Results-Outputs	Actual Achievements to Date

<p>Inclusive and sustainable economic transformation by evidence-based micro-economic policy promoting access to livelihood, innovative & competitive private sector and efficient national resource management.</p>	<p>Output (1) BOSS Centres established and in four counties to provide business support services to start up, micro and small business.</p> <p>Output (2) Financial Leasing Revolving Fund (FRLF) established and functional at the BOSS Centres.</p>	<ul style="list-style-type: none"> ▪ 4 Pilot BOSS Centres, Nimba and Margibi, Bong & Grand Bassa counties were fully renovated and furnished along with the SBA Department at the MOC. ▪ Margibi and Nimba - Civil works of the IT rooms completed. ▪ BOSS Team conducted initial needs and capacity assessments in 4 counties among 57 business/organizations comprising over 4,000 employees/members most of whom are owned and operated by females. ▪ Total of 150 entrepreneur/micro-businesses in Margibi, Grand Bassa, Bong, Nimba Counties benefitted from mentoring, coaching and advisory services. Six (6) new businesses were assessed and this has resulted to the transference of Small business development skills and knowledge, which increased profitability, boosted their client based leading to economic sustainability. ▪ Trust Savings Credit Union (TSCU) capacities assessed. Discussion held with LBDI's Manager, update provided on the Bank's preparedness/position for participation in the FLRF scheme. ▪ Meeting held with MC2 RURAL FINANCE in Saniquillie City for possible financial support services to micro entrepreneurs. Discussions concluded for the introduction of a triple business model with WFP for agribusiness financing. ▪ 24 local BDS providers including 16 certified with 3 staff of the SBA/MoCI were trained in planning and development, facilitation, coaching and mentoring skills; while 100 (25 per county received training in business development): - Basic Entrepreneurship, Basic Business Management, Introduction Bookkeeping and Financial Management, Marketing and Customers Care.
--	---	--

	<p>Output (3) Staff recruited, provided with all resources and delivering services.</p> <p>Output (4) Strategy for coordinated Service delivery for MSMEs</p>	<ul style="list-style-type: none"> ▪ Baseline survey Conducted in 8 counties among MSME's County Authority, other organizations. The Draft report presented by the consultant at the MOC and circulated for inputs the Minister, SBA staff, UNDP team and finalized. ▪ Guidelines/Standard Operating Procedures for SBA/BOSS Centre drafted. ▪ BOSS Flyers prepared and ready for use at the county Centre.
PROJECT: Social Safety Net Cash Transfers and Resilience Strengthening in Liberia(SCT)		
Outcome	Planned Results-Outputs	Actual Achievements As to Date
<p>Ebola affected, labour constrained extremely poor and poor household begin to re-activate and strengthen their households to a reliable and foreseeable revenue stream in the form of safety net cash transfer.</p>	<p>OUTPUT (1) 3000 household receive, on behalf of their families, a "semi-conditional" cash transfer of up to US\$50 per month for a period of twelve months.</p>	<p>2,907 beneficiaries out of 2,975 beneficiaries in Bong County were paid. Amount represents 98% of total beneficiaries paid.</p>
PROJECT: Extractive Industries for Sustainable Development (EISD)		
Outcome	Planned Results-Outputs	Actual Achievements As to Date

<p>The extractive sector of Liberia is governed in more participatory, equitable and sustainable ways to ensure that they contribute to peace and sustainable human development.</p>	<p>OUTPUT (1) Liberia's legal framework, policies and institutional capacities to govern its mineral and oil sector are strengthened.</p>	<ul style="list-style-type: none"> ▪ Study conducted leading to a Report on the Disclosure of beneficial ownership: To foster greater transparency within the Extractive sector, Liberia became a pilot country to undertake a study on the disclosure of beneficial ownership. ▪ Liberia brings to total, 12 pilot countries, disclosing the identity of the real owners behind the extractive companies operating in their countries, the result of which will culminate in a report on lessons learned that will assist EITI in developing a guidance note on approaches for beneficial ownership. Developed Monitoring Templates and tools for the concessions. ▪ Setting –up of a concessions cadastre-a concessions management information System, beginning with a one stop shop for concessions information for which UNDP has provided scanners and a number of IT equipment to the National Bureau of Concessions (NBC). ▪ Developed Anti-Corruption tools for Extractive Governance: Facilitated the participation of Liberia in the validation of the practitioners' guide for managing and mitigating corruption risks in the extractive sector, thus exposing Liberia to the tools for compacting corruption in the extractive sector. Liberia now also has practitioners who are serving as peer reviewers for the guidelines as it is being developed further.
--	--	--

	<p>OUTPUT (2) The voice and participation of civil society, women's organizations and communities in dialogues, conflict prevention mechanisms and decisions related to extractive industries is strengthened and institutionalized.</p> <p>OUTPUT (3) Transparency in the management of revenues from minerals and oil is improved.</p> <p>OUTPUT (4) Linkages between SMEs and multinational companies in the extractive sector strengthened, increasing employment opportunities particularly for youth.</p>	<ul style="list-style-type: none"> ▪ Institutional capacity of the National Bureau of Concession was strengthened to effectively address land concession. NBC has constructed a modern facility to house the central information management system (CIMS). ▪ The establishment of four Multi Stakeholders Platforms including drafting an agreed ToR, membership rules and guidelines for operation and support for regular meetings of the MSPs as conflict prevention tool. Each of the 4 MSPs of 22 members has 50% women. ▪ Created Gender Mainstreaming environment for the management of Extractives: Held stakeholders' meetings on the environmental impact of concessions for project affected communities (selected concessions communities). ▪ Enhanced capacity for contract negotiation and monitoring of concessions and contracts: To bolster the technical capacity of the Government of Liberia in the review and negotiation of concessions including support provided for an imbedded TA at the MOJ to review the existing contracts-leading to suggestions of necessary amendments and conduct of related training.
--	--	---

	<p>OUTPUT (5) Capacity of miners in artisanal, small-scale and low value mining and capacity of regulatory institutions is strengthened.</p> <p>OUTPUT (6) The impact of Liberia’s extractive industry on human development is documented, lessons drawn and disseminated to the wider public.</p>	<ul style="list-style-type: none"> ▪ Developed Monitoring Templates and tools for the concessions. ▪ Local content policy put in place to support the efforts aimed at promoting inclusive development through local content, investment mapping, business linkage initiative and the development of a strategic plan for the Liberia Business Association, etc. ▪ Developed information access for SMEs (Liberian businesses-an online platform to provide information to tap from and training/experiences to share. ▪ UNDP and MLE organized a forum for the Formalization of Artisanal and Small-scale miners: forum drew together 150 participants, leading to the roadmap for the formalization of the miners. ▪ Under the Project, LETTI conducted workshops on conflict sensitive concessions operations for peace consolidation working with the PWYP, a CSO. ▪ Workshop on the formalization of Artisanal miners into cooperatives-UNMIL and GIZ are supporting; one planned and scheduled in December in the South East, due to the rain. ▪ Drafted the Human Development Report: focusing on Extractives as enabler of wealth and prosperity for all.
--	---	--

PROJECT:	Mainstreaming Energy & Environment Project	
Outcome-Component (3)	Planned Results-Outputs	Actual Achievements to Date
Comprehensive natural resources and Environment system enhanced.	OUTPUT (1) Utilization of Natural Resources (land, water and forest) improved.	<ul style="list-style-type: none"> ▪ Awareness raising for behavioural changes in the use of water, land, forest resources and farming practices to ensure sustainability. ▪ Provided NGO Capacity Building Support to SGP. ▪ Provided Support to World Environment Day. ▪ NDMA now established; 3 key officials appointed; MPTF approved \$650K for strengthening NDMA ▪ Funding secured for renovation of building. ▪ Recruitment and Salaries for EPA E&E program coordinator completed. ▪ RSC mission held to strengthen relations between UNDP and EPA; all programme implementation issues have been resolved including signing of NAP prodoc.
PROJECT:	Goal Wash (WSSC) Project - High Level Support to the Water Supply & Sanitation Commission National Management Information System	
Outcome	Planned Results-Outputs	Actual Achievements As to Date
Liberia water governance systems strengthened to ensure consolidation of peace and stability supported by effective and well-functioning institutions that foster inclusive participation.	OUTPUT (1) Establish Pool Fund Mechanism for WASH and establish WSSC to improve sector regulation and coordination mechanisms.	<ul style="list-style-type: none"> ▪ WSSC Act signed by President ▪ Standard bearers of 5 political parties signed off on strategy committing to prioritize WASH issues when elected.

	OUTPUT (3) Advocacy and Awareness on water supply and sanitation services supported	WSSC Act signed by the former President being printed into handbills to be circulated following Presidential appointments by the new president.
PROJECT: Early Warning System Project (EWS) (Strengthening Liberia's capability to provide climate information & services to enhance climate resilient development & adaptation to climate change)		
Outcome	Planned Results-Outputs	Actual Achievements to Date
Utilization of Natural Resources (land, water and forest) improved; By 2016, NDRR policy implemented and supported by a commission/agency with clearly defined mandates.	<p>Output (1.1) Procurement and installation of 11 Automatic Weather Stations (AWSs) and 6 Automatic Hydrometric Stations, including all associated infrastructure in critical areas across the country and rehabilitation of 1 automatic and 1 manual meteorological monitoring station, including communications and centralized archiving technologies.</p> <p>Output (1.2) Technical capacities of staff in Meteorology Department developed to produce standard and customized weather and climate forecasts and packaging meteorological data and information into a suitable format for user agencies and local community end-users.</p> <p>Output (1.3) Weather and climate forecasting systems enabled through procuring and installing the required equipment and through integrating of</p>	<ul style="list-style-type: none"> 11 automatic weather stations were procured and installed on cell com towers across the country. These equipment have been generating weather information and achieving them for the past one and half year. Provided training for meteorologist, hydrologists, observers, instrument technicians and officers from 7 institutions to Nigeria for 3-12 months. Courses included Aviation Meteorology, Climatology, Agro-meteorology, Meteorological database management and instrumentation. Completion done in September 2017. Provided training in Financial Management for Donor funded Project for Finance and Administrative Officer in 2016, Manzini, Swaziland. 2 staff of the Ministry of Transport were trained in ADCON training in Lusaka, Zambia in 2017.

	<p>satellite observations for monitoring and assessing the changing state of the environment and the impact of current and future climate on key environmental variables.</p> <p>Output (2.2) Communication channels, SOPs and legal mandates developed for disseminating climate information and issuing warnings through government institutions and NGOs.</p> <p>Output (3.3) A system established for inter-ministerial dialogue on incorporating climate change considerations into government policies and strategies.</p>	<ul style="list-style-type: none"> ▪ National Meteorological Centre (NMC) identified in 4; Counties (Grand Bassa, Bomi, Bong and Montserrado). Building housing the Roberts International Airport Meteorology Department renovated as the NMC and MOU signed between RIA Management and the Ministry of Transport. <p>N/A</p> <ul style="list-style-type: none"> ▪ Recruitment completed for a National Coordinator, NCCS based at the (EPA and supported by the EWS Project for 4 years project lifespan; the recruitment process done jointly with the EPA, UNDP, MoT, MIA and the MLME.
PROJECT:	Green Climate Fund Readiness & Preparatory Support Project	
Outcome	Planned Results-Outputs	Actual Achievement to Date
	<p>OUTPUT (1) Strengthen the NDA</p>	<ul style="list-style-type: none"> ▪ Undertook consultation and facilitated decisions for the selection of the NDA team, from across/ within the appropriate Directorates and Ministry (or Ministries) designated to lead the GCF preparations; ▪ Enabling NDA coordination mechanisms with accredited entities to identify, prioritize and preparation made for a Country Work Programme.

	<p>Output (2) Strategic Engagement with the NDA Fund</p>	<ul style="list-style-type: none"> ▪ Supporting the newly established NDA team to act as a focal point for communication with the Fund. ▪ Supported the appropriate oversight of GCF activities at the national level. ▪ Developed and disseminated information and awareness-raising materials. ▪ Engaged a systematic and iterative approach to coordination and multi-stakeholder engagement that works consultatively in defining the national climate change priorities and strategies in collaboration with the NAP development, enabling an iterative process of ongoing development for defining and redefining these priorities and strategies – engaging civil society, academia, private sector, inter-governmentally and with other stakeholder groups and sectors; ▪ Built mechanisms and processes (e.g. information database and a team of information and communication services) for the NDA to retain an overview (e.g. project information management system) of all funding proposals relating to Liberia. ▪ Facilitated mechanisms and capacity for the NDA to overview the activities of other relevant multilateral, bilateral, regional and global funding mechanisms and institutions working in Liberia. ▪ Built mechanisms and capacity for NDA team to undertake monitoring and evaluation
--	---	---

		<p>(M&E) within the relevant guidelines of the Fund.</p> <ul style="list-style-type: none"> ▪ Support NDA for establishing a national process for ensuring all proposals to the Fund go through appropriate and effective consultation and follow the protocols to the Fund. ▪ Developed a country programme that identifies strategic priorities for engagement with the GCF, disseminating information and engaging stakeholders in the country programme. ▪ Provided assistance for mainstreaming climate change considerations into national finance and development decisions and ensuring that the development of investment proposals are aligned to national strategy and priorities. ▪ Identified programmes and projects that advance national priorities and align with the results management framework of the GCF, including support for ensuring an appropriate enabling environment for projects or programmes. <ul style="list-style-type: none"> ▪ Supported through national consultations to identify potential programmes and projects that advance national priorities, including improved participation and representation of women, and align with the results management framework of the Fund.
--	--	---

		<ul style="list-style-type: none"> ▪ Made conscious efforts to engage more women representatives from the government and non-government stakeholders in the consultations and decision-making process. ▪ Promoted and encouraged concept notes and projects that put emphasis on women's participation and have adequate gender responsive mechanisms and activities. ▪ Established a database and management process hosted under the NDA for coordinating and overseeing all proposals for funding.
PROJECT: Coastal Adaptation-Enhancing Resilience Of Vulnerable Coastal Areas To Climate Change Risks In Liberia		
Outcome	Planned Results-Outputs	Actual Achievements to Date
Comprehensive Natural Resource & Environment Management Systems established	<p>Output (1) Improved data collection, storage, analysis and climate forecasting system.</p> <p>Output (2) Revised policy in important sectors to account for climate change in coastal areas.</p> <p>Output (4) Climate-change adapted, national integrated coastal area management plan with guidelines on zones, building standards, coastal protection construction needs met.</p> <p>Output (5) University assists to establish an undergraduate course on coastal management/engineering with major focus on climate change</p>	<ul style="list-style-type: none"> ▪ Ocean dynamics data collection, storage, analysis and climate forecasting improved at three pilot sites. ▪ Sectors policies including environment, forestry, fishery, transport, construction, mineral, land reviewed and revised where necessary to account for climate change impacts-use). ▪ ICZMP produced and validated-workshop conducted, and support provided to MLME (stand-by power supply at the Liberian Hydrological Service).

	<p>Output (6) Raised awareness of senior county officials, decision-makers and stakeholders.</p> <p>Output (7) County Based Development Agendas that fully address climate change prepared and approved.</p> <p>Output (8) Atlantic Street Buchanan and fishing communities protected from climate change impacts.</p> <p>Output (9) Lake Piso and coastal communities in RobertSport protected from climate change impacts.</p>	<ul style="list-style-type: none"> ▪ Consultation on mainstreaming Coastal Zone Management as a course in the Engineering Department of the Science College held and papers produced. ▪ The Buchanan Intervention show-cased and conducted awareness on the impact of coastal erosion and mitigation enhanced for local action. ▪ Conducted two stakeholder's workshops in Liberia sponsored the participation of two Liberia representatives at the International Workshop in Addis Ababa, Ethiopia. ▪ Climate change issues integrated in County Development Agenda in the three pilot counties. ▪ Coastal protection measures construction of breakwater revetment system, nourishment of beach at the Buchanan pilot site done. ▪ Degradation of Mangroves minimized through the creation of awareness and the introduction of energy efficient ovens and dryers for use by communities.
--	--	--

Annex-4

SET OUTCOME (31) PROGRAMMES (3) COMPONENT(S) – CHALLENGES & LESSON LEARNED	
Sustainable Economic Transformation Pillar (2) Outcome 31	
OUTCOME - COMPONENT 1	Liberia Governance systems strengthened to ensure consolidation of peace & stability supported by effective and well-functioning institutions that fosters inclusive participation of stakeholders, especially women & youths, with enhanced service delivery at local levels
PROJECT NAME: Strengthening National Capacities for Development effectiveness (C4DE).	
Challenges	Lessons Learned
<ul style="list-style-type: none"> The resignation of key staff at LIPA and a subsequent new staff had to be recruited. Orientation of the newly recruited staff at LIPA led to some delays in implementation of activity and difficult transition. The identification of LIPA's Regional training facility and agreement finalization were difficult processes leading to delay in implementation. Procurement of previous facility was not done due to failure of vendor to provide necessary documentation. There was delayed in administering the CIA test mainly due to difficulty in the mode of payment process for the test to be administered on time. However, payment arrangement had to be made through the consulting firm. The Harmonized Approach to Cash Transfer (HACT) training Implementation was scheduled for the fourth quarter to incorporate incoming actors/officers of the government in the training after the 2017 October elections, but the election delayed. Therefore, the training had to be postponed for 2018. 	<ul style="list-style-type: none"> There is significant improvement in the quality of AWP's developed by national partners due to the early start of AWP formulation process through AWP planning retreats. Post retreat finalization and submission for signing process only delayed improvement in implementation; therefore, the necessary action has been taken to complete the next year's AWP in the current year. Use of country systems very essential, since the successful completion of Micro assessment, MFDP continues to implement projects directly using MFDP internal systems, which contributed to our resilience as national institution. <p>The clustering of SET and GPI Pillar project board meetings has enabled building of synergies among various projects resulting to efficiency in the use of limited financial resources and avoids duplication of activities.</p> <p>MFDP Collaborated with IPs/RPs and organized project broad meetings before end of 4th Quarter in 2017.</p>
OUTCOME -COMPONENT (2)	Inclusive and sustainable economic transformation by evidence-based micro-economic policy promoting access to livelihood, innovative & competitive private sector and efficient national resource management

PROJECT Private Sector Development (Enabling Environment & Support to MSME's)	
Challenges	Lessons Learned
<ul style="list-style-type: none"> ▪ Convening of Project Board meetings early to approve annual work plans within the period specified ensuring that the project work plan for the upcoming year is developed and completed. ▪ Late signing of AWP's posed serious problems for the smooth implementation and continuity of projects that have lifespan of only two years. ▪ Bad road condition making it difficult to reach areas in the southeast; ▪ Inadequate logistics including vehicles for field visitation to the counties. ▪ No warehouse to be used as a transit point for storage of fresh, semi process and finished goods; ▪ Inadequate resources provided by UNDP for AWP-Liberia project that could yield more tangible results in advancing women's agenda. 	<ul style="list-style-type: none"> ▪ There is now significant improvement on quality of AWP's developed by national partners due to the early start of AWP formulation process done through AWP planning retreats. ▪ For the first time, MFDP in collaboration with IPs/RPs managed to effectively organize all UNDP project board meetings in the first quarter. <p>The clustering of SET and GPI Pillar project board meetings has enabled the building of synergies among various projects resulting to efficiency with limited financial resources and duplication of activities avoided.</p>
PROJECT: Business Opportunity and Support Services	
Challenges	Lessons Learned
<ul style="list-style-type: none"> ▪ Nimba, Bong -Lack of electricity in the county services centre during the whole month, no fuel available for operations/generator. ▪ Monrovia-Lack of internet connection ▪ Grand Bassa-Lack of transportation to Conduct timely post training and monitoring. ▪ Delay in recruiting national staff of the project which delayed the transition from the international volunteers to national staff. ▪ Non-cooperation from some implementing partners and counties authorities which delayed the allocation of offices and IT rooms. 	<ul style="list-style-type: none"> ▪ Assessing the project document against the reality in the field unveiled information for adjustment in planned activities to reflect the reality. ▪ Adopting flexible approach in implementing activities without necessarily following chronological order as result of challenges proved rewarding. ▪ Early capacity building led to consumer education and protection for small business entrepreneurs; Knowledge sharing with other clients on small business development skills especially, record keeping has greatly impacted their businesses and increased their client base.
PROJECT: Social Safety Net Cash Transfers and Resilience Strengthening in Liberia	

Challenges	Lesson learned
<ul style="list-style-type: none"> ▪ Lack of adequate communication resulted to the non- receipt of transfer for 151 beneficiaries. ▪ Periodic absence of some beneficiaries during scheduled payment time led to inadequate disbursement. ▪ Payment card issued to beneficiaries were of very poor quality; photos unclear, making identification problematic. 	<ul style="list-style-type: none"> ▪ Payroll cleaning exercises relevant which resulted to discovery of duplication of names on the payroll and reduced misappropriation of funds. ▪ Beneficiaries with names duplicated on payroll were edited and others deleted leading to transparency of funds allotted and disbursed. ▪ National Police Force, officers' presence ensured maximum security for bank officials to do business confidently. ▪ MoGCSP to utilize other media and not only radio, cell phones to communicate with their focal point in the county.
PROJECT : Extractive Industries for Sustainable Development (EISD)	
Challenges	Lessons Learned
<ul style="list-style-type: none"> ▪ Implementing a pilot of this nature requires a complete mapping exercise to ensure the availability of information about extractive companies' beneficial owners, etc. (e.g. assessing the feasibility of requiring beneficial ownership disclosure through the EITI). ▪ National Interlocutors need to have appropriate capacity to own and manage the programme. ▪ While transparency about government and company payments is important for accountability, the capacity due to lack of information about the true owners of companies, contributes to corruption, money laundering and tax evasion in the attractive sector, a situation that adversely affects poverty reduction efforts and undermines inclusive development. ▪ Delayed procurement- limited knowledge of and timely specifications provision. ▪ Coordination with NBC in manning and taking over project procurement has been lacking ▪ Poor road conditions (impassable road) 	<ul style="list-style-type: none"> ▪ Targeting interventions that are the core of development, in a face of good political will, and appetite for transformation yielded meaning results. Innovative ideas such as the local content policy and the beneficial ownership disclosures regardless of the size of the investment yielded considerable benefit, as they contributed to policy and reform building. Strong government leadership and buy in is imperative for success of such initiative. ▪ Low capacity of partners to manage the programme ▪ Limited in-house capacity at the UNDP Country Office ▪ Low level of funding

OUTCOME-COMPONENT (3)	
PROJECT: Mainstreaming Energy & Environment Project	
Challenges	Lessons Learned
<ul style="list-style-type: none"> The change of administration of the country after the 2017 elections is assumed to be smooth, yet there could be delay in implementation of projects in the new administration of Liberia with new agenda development beginning 2018. 	<ul style="list-style-type: none"> Fast facts prepared for fundraising has potentials for attracting donors in the energy and environment sectors.
PROJECT: Goal Wash (WSSC) Project - High Level Support to the Water Supply & Sanitation Commission NMIS	
Challenges	Lessons Learned
<ul style="list-style-type: none"> Local Consultant hired by MLME to conduct WASH Pool Fund Feasibility Study failed to perform tasks which slowed down project implementation; issue has been reported to the MLME and solution is being sought. There could be delay in implementation of projects in the new administration of Liberia beginning 2018 due to governmental transition with new development agenda. 	<ul style="list-style-type: none"> Unity produces strength, political will exhibited by political leaders provided a boost for project implementation; Great enthusiasm shown by all the political parties to commit to WASH was credible.
PROJECT: Early Warning System Project (EWS) (Strengthening Liberia's capability to provide climate info. & services to enhance climate resilient dev. & adaptation to climate change)	
Challenges	Lessons Learned
<ul style="list-style-type: none"> Delay in Procurement of Logistics Limited Technical Capacity –there is low technical capacity and limited infrastructure to monitor and predict climate events. This has made it difficult to get technical advice from in-country about equipment and site selection. The National Health Situation-Ebola crises affected project implementation. 	<ul style="list-style-type: none"> Trainings proposed by the EWS Project must be accompanied by actual practice that will lead to a viable hydro-met service for Liberia. Due to lack of equipment, many of the trained meteorologist and hydrologist could not display what they have learned; The procedures for requesting for approval for an activity or funding was slow and could put pressure on project time and delivery; request should therefore begin early, emanating from the Project Management;

	<ul style="list-style-type: none"> • There are limited trainable persons currently employed with Hydro-Met Services in the Country, recruitment of Math and Physics graduates must be prioritized; • The EWS Project was designed to be implemented through the issuance of different consultancy contract to different service providers; observation is that long-term agreements with an expert group that could perform more than one of these functions would be worthwhile.
PROJECT: Green Climate Fund Readiness & Preparatory Support Project	
Challenges	Lessons Learned
<ul style="list-style-type: none"> ▪ Engaging and mobilizing the stakeholders especially those outside Montserrado County is tedious. ▪ Arranging procurement services; cumbersome procurement process. ▪ Transition process leading to transfer of remaining activities to 1st Quarter, 2018. 	N/A
PROJECT: Coastal Adaptation-Enhancing Resilience Of Vulnerable Coastal Areas To Climate Change Risks In Liberia	
Challenges	Lessons Learned
<ul style="list-style-type: none"> ▪ Transitional governance process, may slow down the delivery rate and execution of the project planned activities. ▪ Lack of coordination with other major stakeholders such as the Ministry of Public Works and EPA. ▪ Poor quality and quantity assurances of the construction material supplied. ▪ Limited Government Funding to the Project-GOL funding to the project was further impacted by the pronounced Budget Shortfall. ▪ Continuous delays in material supplies to the project site. 	<ul style="list-style-type: none"> ▪ The effectiveness of the adopted method, the Breakwater Revetment System, which created great impact for the stability of the affected shoreline in relatively short period of time. This lesson and method can be replicated along other shorelines in Liberia. ▪ No material reconciliation. It was very difficult to reconcile the quantity of boulder rocks (60-100cm) category, in terms of actual net volume ▪ Difficulty experienced in managing contracted equipment. There was no control on routine maintenance activities as owner always claimed the maintenance of the equipment which ended up breaking down on the site.

PROJECT: Enhancing Resilience to Climate Change by Mainstreaming Adaption Concerns into Agricultural Sector Development in Liberia	
Challenges	Lesson Learned
<ul style="list-style-type: none"> ▪ Availability of resource persons and data as well as the delay in functionalizing the Farmers Field Schools (FFS) at the pilot sites were the most critical ones. Testing of innovations at the FFS did not systematically begin as planned due to delayed fund transfer by UNDP to FAO. ▪ Delayed in fund transfer escalated to the Project Steering Committee (PSC) level with the holding of an emergency (special called PSC) for resolution. ▪ Training of the MOA Economists and other technical staff as well as the formation of a National CC Capacity Development Team (NCCCDT) headed by the MPEA is now increasing the critical mass of resource persons on CC and adaptation. ▪ Climate change risk is still an imminent threat to agricultural sector development in Liberia and if MOA does not scale up its intervention to meet the challenges to manage climate change in the sector, gains already made will not be consolidated and food security and development initiatives undermined. 	<ul style="list-style-type: none"> ▪ The need to put in place a transition plan, (exit strategy) from donor depended support to Government funding to avoid pitfall of donor funded programs. ▪ Farmer-to-farmer interactions and exchanges can be most effective for climate change adaptation awareness, sensitization and knowledge sharing in farming communities even beyond the pilot counties. This was evident during the two farmer exchange programme held in 2013. Farmers took a lot of interest and learned very readily. ▪ Synergies among the NAPA projects are critical in harmonizing capacity development for climate change management so that efficiency is enhanced and results are realized. ▪ National Leadership on climate change intervention by the Ministry of Planning and Economic Affairs will go a long way in ensuring the success of Liberia's fight against climate change. The recent formation of the CD Team and role being played by the MPEA has strengthened the escalation of CCA support to new public heights and made this case more strongly.

Annex – 5

SET OUTCOME (31) PROGRAMME(3) COMPONENTS -RESOURCES TABLE PERIOD COVERING (2013 -2017)						
Year	No.	Programe Component (s)	Donors	Total Resources Required (USD)	Resources Mobilized & Utilized	Funding Gap
2013-2017	1	Development Effectiveness & Results-C4DE	UNDP, GOL, Other Donors	11,492,425	1,490,000	(10,002,425)
2013-2017	2	Private Sector Development (PSD)	UNDP, GOL* UN-FUNDED	3,857,900	3,857,900	-0-
2013-2017	3	Energy & Environment, Natural Resource Mgt. (EENRM)	GEF, SIDA, UNDP, GOL	13,009,000	13,509,000	500,000***
			TOTAL	28,359,325	18,856,900	(9,502,425)

* GOL (no funding)

*** Represents excess amount mobilized for additional project implementation

Annex – 6**LIST OF KEY INFORMANTS INTERVIEWED**

J. Allen Pulano	BOSS-Buchanan, Grand Bassa County	0770004023
Elijah T. Zolo	BOSS-Buchanan, Grand Bassa County	0776096574
Evelyn Neh	BOSS-Beneficiary, Grand Bassa County	0886106172
Abez Davies	Boss-Beneficiary, Grand Bassa County	0770375274
Willis Knuckles	BOSS-MOC, Monrovia	0880742733
Samual W. Jacobs	BOSS-MOC, Monrovia	0776610160
Samuel Monger	BOSS-MOC, Monrovia	0777274466
Toma Johnson	Cash Transfer-MOGCSP, Monrovia	0886516785
Anyaa, Vohiri	Environment Protection Agency, Monrovia	0777514013
Jeremiah G. Soka, Sr.	Environment Protection Agency, Monrovia	0880788594
Salamat Lamin-Glayneh	Environment Protection Agency, Monrovia	0777588284
Benjamin S. Karmoh, Jr.	Environment Protection Agency, Monrovia	0777518982
Richard O. Zawica	Early Warning System, RIA	0888788048
Wellington Jah	Liberia Revenue Authority, LRA-Monrovia	0886384297
Sidiki Quisie	Ministry of Finance & Development Planning	0777756671
Rose Muchiri	Ministry of Finance & Development Planning	0770003833
J. Kpadeh Sumo	Ministry of Finance & Development Planning	0880680741
Abel Flomo	Ministry of Lands Mines & Energy	0777159508
Anthony Kpadehj	MLME, Hydrological Services, Liberia	0886543034
Bushuben M. Keita	Ministry of Transport, Monrovia	0888195036; 0777221774
Amos Borbor	Ministry of Transport, Monrovia	N/A
Gbeme Horace	National Disaster Management Commission	0770261350
Fairnoh Theo Gbilah	National Disaster Management Commission	0886598023
Andrew Anderson	PSD, National Investment Commission	0886976983; 0770120493
James DorborJallah	Public Procurement & Concession Commission	0886554699; 0777554699
Cleophas Torori	DCD UNDP Programme, Liberia	07770003776
Dorsla D. Farcarthy	UNDP Programme, Liberia	0886552688; 0776323955
Robert Dorlae	UNDP Programme, Liberia	0886489590
Bendu Kamara Zaizay	UNDP Programme, Liberia	07770003780
Moses Massah	UNDP Programme, Liberia	07770003787

Annex- 7**IV Documents to be consulted are: -**

- UNDP Guidelines for Outcome Evaluations
- UNODC Guidelines for Inception Report
- United Nations Development Assistance Framework 2013 – 2017
- UNDP Country Programme Document 2013 – 2017
- UNDAF Action Plan 2013 – 2017
- UNDP PME Handbook
- UNDP Evaluation Guide and addendum
- UNDG RBM Handbook
- UNDG Ethical Code of Conduct of Evaluators
- Project Documents, reports and project evaluation reports
- M&E reports
- AWPS

Document reviewed are: -

UNDAF 2013-2017, UNDPD 2013-2017, UNDAF Action Plan 2013-2017, UNDAF, GOL Strategic Plan, UNDG Project AWP, UNDP Liberia Strategic Plan, the Agenda for Transformation (AfT), Liberia Rising Vision 2030, Field M&E reports, UNDP Project Documents, Project Board meetings minutes etc.

Annex - 8

References

1. Agenda for Transformation, 2013-2017
2. African Development Bank, CPIA, 2009
3. Capacity for Development Effectiveness(C\$DE), Annual Report, 2017
4. GOL Strategic Plan
5. Liberia Rising Vision 2030
6. Mid-Term Assessment of the Energy and Environment Program
7. Mid-Term Review Report of UNDP CPD, 2015
8. National population and housing census: preliminary results, Monrovia, (LISGIS), 2008
9. Results Oriented Annual Reports, 2014
10. Socio-Economic Impacts of Ebola in Liberia, (LISGIS) 2014
11. UNDP Country Program Document 2013-2017
12. United Nations Development Assistance Framework, 2013-2018
13. United Nations Development Assistance Action Plan 2013 – 2017
14. UNODC Guidelines for Inception Report
15. UNDP PME Handbook
16. UNDG Project AWP's
17. UNDP Evaluation Guide and Addendum
18. UNDG RBM Handbook
19. UNDG Ethical Code of Conduct of Evaluators
20. UNDP Strategic Plan 2018-2021
21. Project Documents, Field M&E Reports, Annual Reports
22. Project MTR Evaluation Report
23. Project AWP's Board meetings minutes

ANNEX-9

Terms of Reference
Outcome Evaluation: Sustainable Economic Transformation Pillar

Background

The Country Programme Document (CPD) for Liberia (2013-2017) was formally adopted by the Executive Board of UNDP in January 2013, signalling the formal start of a new programme cycle. The CPD was anchored on three major programme pillars, namely: i) Sustainable Economic Transformation, ii) Justice, Security and Reconciliation and iii) Inclusive Governance and Public Institutions.

Within the Economic Transformation Pillar, UNDP support has focused on three major programmes that are fully linked to both the UNDAF and the Agenda for Transformation (AfT). These programmes mainly target issues of capacity building for sustainable economic transformation, private sector development, energy and the environment and natural resource management. For the capacity building for sustainable economic transformation programme, it is anchored to support institutional and human capacity at the national and local levels. This programme seeks to target mainly (a) the continued development of capabilities (knowledge, skills, systems, procedures, targeted actions) for managing national implementation modality with emphasis on capacity and institutional support to key strategic institutions like the MFDP, the PPCC, the LRA, LIPA, LISGIS and the IAA. The second programme is the private sector development programme with a major focus of supporting and establishing a strong private sector that will become the engine of growth for the Liberian economy. This programme seeks to target mainly (b) an inclusive and sustainable economic transformation informed by evidence-based macro-economic policy while at the same time promoting access to livelihood, innovative and competitive private sector and efficient natural resource management. The third one is the energy and environment portfolio that is premised on promoting a safe and healthy environment for all. Its main target is to (c) ensure the reduction of green-house gas, reduce deforestation and climate vulnerability, respond to disaster risk management, water governance and accountability and the sustainability of the environment. The key institutions supported under this program include: the EPA which is the lead institution and national designated authority for the global environmental facility. The EPA provides coordination for all environmental activities across government and benefit from capacity and institutional support. The MoT is another institution housing the early warning system project while the MIA is hosting the disaster risk management project. The E and E portfolio is very huge and diverse and draws on different stakeholders for series of activities under its programme.

There is also the EISD which is concerned with the extractive sector and promoting transparency and accountability of natural resources and its management. There are other cross cutting areas like gender, youth initiatives, support to women specific initiatives under key partners. The UNDP SET programmes support national government priorities as defined under the Agenda for Transformation (AfT) 2013 – 2017 and the Liberia Vision 2030. UNDP partners with the Government of Liberia and other development partners including civil society to support the implementation of sustainable economic transformation priorities both within the AfT and the UNDAF.

Evaluation Purpose

UNDP commissions outcome evaluations to capture and demonstrate evaluative evidence of its contributions to development results at the country level as articulated in both the UN Development Assistance Framework (UNDAF) and UNDP country programme document (CPD). These are evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. In line with the Evaluation Plan of UNDP Liberia, outcome evaluations were to have been conducted in 2014 to assess the impact of UNDP's development assistance across the major thematic and cross cutting areas of sustainable economic transformation and good governance outcomes. Due to the outbreak of Ebola Virus Disease in the sub-region, these evaluations had to be postponed.

The UNDP Country Office in Liberia is commissioning this evaluation on sustainable economic transformation to capture evaluative evidence of the relevance, effectiveness, efficiency and sustainability of current programming, which can be used to strengthen existing programmes and to set the stage for new initiatives. The evaluations will serve an important accountability function, providing national stakeholders and partners in Liberia with an impartial assessment of the results of UNDP SET support. The evaluation will also provide perspective on the changing post-EVD landscape and how that is impacting on economic transformation, theory of change and evidence-based results. As a sequel to the just completed AfT, UNDAF and CPD reviews, this review will also provide management and programme team members with insights as it relates to needs for strategic re-alignments and prioritization within the sustainable economic transformation pillar.

3. Evaluation Scope

The outcome evaluation will be conducted during the months of November and December 2017, with a view to enhancing programmes while providing strategic direction and inputs to the preparation of the next UNDP country programme and the next UNDAF which has undergone a mid-term review with appropriate mid-course adjustments ahead of the new programme cycle expected to start in 2018.

Specifically, the outcome evaluation will assess:

- 1) The relevance and strategic positioning of UNDP support to Liberia on economic transformation.
- 2) The frameworks and strategies that UNDP has devised for its support on economic transformation, including partnership strategies, and whether they are well conceived for achieving planned objectives.
- 3) The progress made towards achieving sustainable economic transformation outcomes, through specific projects and advisory services, and including contributing factors and constraints.
- 4) The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP support to Liberia under this portfolio.

The evaluation will consider the pertinent country programme outcomes and outputs focused towards economic transformation, as stated in the UNDAF and the CPD (2013-2017) The specific outcomes under the UNDP CPD that are to be assessed relates to **UNDAF and country programme Outcome #2: Inclusive and economic transformation informed by evidence based macroeconomic policy promoting access to livelihood, innovation and competitive private sector and resource management.**

UNDP Liberia country office has implemented 4 programmes that are key components of this outcome. An analysis of achievements across all 4 programmes is expected.

4. Evaluation Questions

The outcome evaluation seeks to answer the following questions, focused around the evaluation criteria of relevance, effectiveness, efficiency and sustainability:

Relevance:

- To what extent is UNDP's engagement in sustainable economic transformation support a reflection of strategic considerations, including UNDP's role in the development context in Liberia and its comparative advantage vis-a-vis other partners?
- To what extent has UNDP's selected method of delivery been appropriate to the development context?
- Has UNDP been influential in national debates on economic transformation issues and has it influenced national policies on growth and development?
- To what extent have UN reforms influenced the relevance of UNDP support to Liberia in the economic transformation sector?

Effectiveness

- What evidence is there that UNDP support has contributed towards an improvement in national government capacity, including institutional strengthening?

- Has UNDP been effective in helping to improve economic transformation across Liberia? Do these local results aggregate into nationally significant results?
- Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver economic services?
- How effective has UNDP been in partnering with civil society and the private sector to promote economic transformation in Liberia?
- Has UNDP utilised innovative techniques and best practices in its economic transformation programming?
- Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Liberia?
- Taking into account the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing economic support to national and local governments in Liberia?
- What contributing factors and impediments enhance or impede UNDP performance in this area?

Efficiency

- Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country (political stability, post crisis situations, etc)?
- Has UNDP's sustainable economic transformation strategy and execution been efficient and cost effective?
- Has there been an economical use of financial and human resources?
- Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?
- Were alternative approaches considered in designing the Projects?

Sustainability

- What is the likelihood that UNDP economic transformation interventions are sustainable?
- What mechanisms have been set in place by UNDP to support the government of Liberia to sustain improvements made through these economic transformation interventions?
- How should the economic transformation portfolio be enhanced to support central authorities, local communities and civil society in improving service delivery over the long term?
- What changes should be made in the current set of economic partnerships to promote long term sustainability?

Partnership strategy

- Has the partnership strategy in the economic transformation sector been appropriate and effective?
- Are there current or potential complementarities or overlaps with existing national partners' programmes?
- How have partnerships affected the progress towards achieving the outputs
- Has UNDP worked effectively with other international delivery partners to deliver on economic transformation initiatives?
- How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote inclusive and transformative growth in the region?

The evaluation should also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

Poverty Reduction

- To what extent have poor, indigenous, women and other disadvantaged and marginalized groups benefitted from UNDPs work in support to economic transformation and poverty reduction.

Gender Equality

- To what extent has gender been addressed in the design, implementation and monitoring of sustainable economic transformation projects? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?
- To what extent has UNDP economic transformation programme promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked against data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2013 - 2015.

Based on the above analysis, the evaluators are expected to provide overarching conclusions on UNDP results in this area of support, as well as recommendations on how the UNDP Liberia Country Office could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities to ensure that the governance portfolio fully achieves current planned outcomes and is positioned for sustainable results in the future. The evaluation is additionally expected to offer wider lessons for UNDP support in Liberia and elsewhere based on this analysis.

5. Methodology

The outcome evaluation will be carried out by an external and local team of evaluators and will engage a wide array of stakeholders and beneficiaries, including national and

local government officials, donors, civil society organizations, academics and subject experts, private sector representatives and community members.

The outcome evaluation is expected to take a “theory of change” (TOC) approach to determining causal links between the interventions that UNDP has supported and observed progress in economic transformation at national and local levels in Liberia. The evaluators will develop a logic model of how UNDP economic transformation interventions are expected to lead to improved national and local government management and service delivery. In the case of the economic related outcome for Liberia, a theory of change was not explicitly defined when the outcomes were established. The evaluators are expected to construct a theory of change for the outcome, based against stated objectives and anticipated results, and more generally from UNDPs global economic and capacity development strategies and techniques.

Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations and technical papers, stakeholder interviews, focus groups, surveys and site visits.

The following steps in data collection are anticipated:

5.1 Desk Review

A desk review should be carried out on the key strategies and documents underpinning the economic transformation work of UNDP in Liberia. This includes reviewing the UNDAF and pertinent country programme documents, the midterm review of the UNDAF and UNDP CPD as well as a wide array of monitoring and evaluation documents of economic transformation projects, to be provided by the UNDP country office.

The evaluators are expected to review pertinent strategies and reports developed by the Government of Liberia that are relevant to UNDPs economic transformation support. This includes the government’s Agenda for Transformation (Aft), the Liberia Vision 2030, and other national reports, to be made available by the UNDP country office.

The evaluators will examine all relevant documentation concerning the 4 programmes implemented within the sustainable economic transformation area, including project TORs, evaluations, and technical assessment reports.

5.2 Field Data Collection

Following the desk review, the evaluators will build on the documented evidence through an agreed set of field and interview methodologies, including:

- Interviews with key partners and stakeholders
- Field visits to project sites and partner institutions
- Survey questionnaires where appropriate

- Participatory observation, focus groups, and rapid appraisal techniques

6. Deliverables

The following reports and deliverables are required for the evaluation:

- Inception report
- Draft Economic Transformation Evaluation Report
- Presentation at the validation workshop with key stakeholders, (partners and beneficiaries)
- Final Outcome Evaluation report

One week after contract signing, the evaluation manager will produce an **inception report** containing the proposed theory of change for UNDPs work on sustainable economic transformation in Liberia. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools and methods to be used. Annex 3 provides a simple matrix template. The inception report should detail the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed. Protocols for different stakeholders should be developed. The inception report will be discussed and agreed with the UNDP country office before the evaluators proceed with site visits.

The **draft evaluation report** will be shared with stakeholders, and presented in a validation workshop, that the UNDP country office will organise. Feedback received from these sessions should be considered when preparing the final report. The evaluators will produce an ‘audit trail’ indicating whether and how each comment received was addressed in revisions to the **final report**.

The suggested table of contents of the evaluation report is as follows:

Title
Table of contents
Acronyms and abbreviations
Executive Summary
Introduction
Background and context
Evaluation scope and objectives
Evaluation approach and methods
Data analysis
Findings and conclusions
Lessons learned
Recommendations
Annexes

Evaluation Team Composition and Required Competencies

The outcome evaluation will be undertaken by 2 external evaluators, hired as consultants, comprised of an Evaluation Manager and an Associate Evaluator. Both international and national consultants can be considered for these positions.

Required Qualifications of the Evaluation Manager/Team Leader

- Minimum Master's degree in economics, political science, public administration, regional development/planning, or other social science;
- Minimum 10-15 years of professional experience in public sector development, including in the areas of democratic governance, regional development, gender equality and social services.
- At least 5 years of experience in conducting evaluations of government and international aid organisations, preferably with direct experience with civil service capacity building;
- Strong working knowledge of the UN and its mandate in Liberia, and more specifically the work of UNDP in support of government and civil society in Liberia;
- Sound knowledge of results-based management systems, and monitoring and evaluation methodologies; including experience in applying SMART (S Specific; M Measurable; A Achievable; R Relevant; T Time-bound) indicators;
- Excellent reporting and communication skills

The **Evaluation Manager** will have overall responsibility for the quality and timely submission of the draft and final evaluation report. Specifically, the Evaluation Manager will perform the following tasks:

- Lead and manage the evaluation mission;
- Develop the inception report, detailing the evaluation scope, methodology and approach;
- Conduct the project evaluation in accordance with the proposed objective and scope of the evaluation and UNDP evaluation guidelines;
- Manage the team during the evaluation mission, and liaise with UNDP on travel and interview schedules;
- Draft and present the draft and final evaluation reports;
- Lead the presentation of draft findings in the stakeholder workshop;
- Finalize the evaluation report and submit it to UNDP.

Required qualification of the Associate Evaluator

- Liberian citizen or persons with extensive experience working in Liberia during the last 5 years;
- Minimum master's degree in the social sciences;
- Minimum 5 years' experience carrying out development evaluations for government and civil society;

- Experience working in or closely with UN agencies, especially UNDP, is preferred;
- A deep understanding of the development context in Liberia and preferably an understanding of governance issues within the Liberia context;
- Strong communication skills;
- Excellent reading and writing skills in English.

The Associate Evaluator will, *inter alia*, perform the following tasks:

- Review documents;
- Participate in the design of the evaluation methodology;
- Assist in carrying out the evaluation in accordance with the proposed objectives and scope of the evaluation;
- Draft related parts of the evaluation report as agreed with the Evaluation Manager;
- Assist the Evaluation Manager to finalize the draft and final evaluation report.

8. Evaluation Ethics

The evaluation must be carried out in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' and sign the Ethical Code of Conduct for UNDP Evaluations. In particular, evaluators must be free and clear of perceived conflicts of interest. To this end, interested consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the outcomes and programmes under review. The code of conduct and an agreement form to be signed by each consultant are included in Annex 4.

9. Implementation Arrangements

The UNDP CO in collaboration with Government will select the evaluation team through an open process and will be responsible for the management of the evaluators. The Head of Unit/DCDP will designate a focal point for the evaluation that will work with the M&E Specialist and Programme Manager to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.). The CO Management will take responsibility for the approval of the final evaluation report. The M&E Specialist or designate will arrange introductory meetings within the CO and the DCDP or his designate will establish initial contacts with partners and project staff. The consultants will take responsibility for setting up meetings and conducting the evaluation, subject to advanced approval of the methodology submitted in the inception report. The CO management will develop a management response to the evaluation within two weeks of report finalization.

The Task Manager of the Project will convene an Advisory Panel comprising of technical experts to enhance the quality of the evaluation. This Panel will review the inception report and the draft evaluation report to provide detail comments related to the quality of methodology, evidence collected, analysis and reporting. The Panel will also advise on the conformity of evaluation processes to the UNEG standards. The evaluation team is

required to address all comments of the Panel completely and comprehensively. The Evaluation Team Leader will provide a detail rationale to the advisory panel for any comment that remain unaddressed.

The evaluation will use a system of ratings standardising assessments proposed by the evaluators in the inception report. The evaluation acknowledges that rating cannot be a standalone assessment, and it will not be feasible to entirely quantify judgements. Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency and sustainability.

While the Country Office will provide some logistical support during the evaluation, for instance assisting in setting interviews with senior government officials, it will be the responsibility of the evaluators to logistically and financially arrange their travel to and from relevant project sites and to arrange most interviews. Planned travels and associated costs will be included in the Inception Report and agreed with the Country Office.

10. Time-Frame for the Evaluation Process

The evaluation is expected to take 30 working days for each of the two consultants, over a period of six weeks starting 1 November 2017. A tentative date for the stakeholder workshop to be arranged, and the final draft evaluation report is due mid – end December 2017. The following table provides an indicative breakout for activities and delivery:

Activity	Deliverable	Work day allocation		Time period (days) for task completion
		Evaluation Manager	Associate Evaluator	
Review materials and develop work plan	Inception report and evaluation matrix	7	4	5
Participate in an Inception Meeting with UNDP Liberia country office				
Draft inception report				
Review Documents and stakeholder consultations	Draft evaluation report Stakeholder workshop presentation	13	16	25
Interview stakeholders				
Conduct field visits				
Analyse data				
Develop draft evaluation and lessons report to Country Office				

Present draft Evaluation Report and lessons at Validation Workshop	Final evaluation report	10	10	5
Finalize and submit evaluation and lessons learned report incorporating additions and comments provided by stakeholders				
	totals	30	30	5 weeks

11. Fees and payments

Interested consultants should provide their requested fee rates when they submit their expressions of interest, in USD. The UNDP Country Office will then negotiate and finalise contracts. Travel costs and daily allowances will be paid against invoice, and subject to the UN payment schedules for Liberia. Fee payments will be made upon acceptance and approval by the UNDP Country Office of planned deliverables, based on the following payment schedule:

Inception report	10%
Draft Evaluation Report	70%
Final Evaluation Report	20%

ANNEXES

ANNEX 1 - LIST OF Programme/Projects TO BE EVALUATED

*Please also see the attached CPAP Result and Resources Framework.

UNDAF OUTCOME 2,3 & 4	<p>2.1: Food Security and Natural Resource: Improved food security and sustainable natural resource utilization</p> <p>2.3: Basic Infrastructure and Energy: Improved access to sustainable basic infrastructure.</p> <p>3.5: Water, Sanitation & Hygiene: Population has increased utilization of safe Water and practice safe sanitation and hygiene in underserved areas</p> <p>4.4: Public Sector Institutions and Civil Service Reform: By 2017, Liberia has an improved and decentralized public sector and</p>	<p>00074398-Enhancing Resilience of Vulnerable Coastal Areas to Climate Change Risks in Liberia</p> <p>00076332-High Level Support to the Water Supply and Sanitation Commission (WSSC),</p>
--------------------------	---	--

	civil service providing fair and accountable basic services to people.	00079407 -Climate Change Adaptation Agriculture Project, 00086796 - Strengthening Liberia's capability to provide climate information and services to enhance climate resilient development and adaptation to climate change
CPD Outcome	By 2017, Liberia has an improved and decentralized public Sector and civil service providing fair and accountable basic services	
Outputs	2.1.4: Utilization of Natural Resources (land, water and forest) improved; 2.3.4: Enhanced capacities of national agencies for on grid and off grid electricity provision, with particular focus on providing Alternative energy sources to rural communities, by 2017. 3.5.3 WASH governing bodies established 4.4.4 By 2016, National Disaster Risk Reduction (DRR) policy Implemented and supported by a commission/agency with Clearly defined mandates	
UNDAF OUTCOME	4.1: By 2017 Liberia has governance institutions equipped with inclusive systems to perform effectively	00093327 - Strengthening National Capacities for Development Effectiveness (C4DE)
CPD Outcome	# 4: Liberian governance systems strengthened to ensure consolidation of peace and stability supported by effective and well-functioning institutions that foster inclusive participation of stakeholders, especially women and youth, with enhanced service delivery at local levels.	
Outputs	1. Strengthened National Mechanisms for Implementation of UN development projects and Aft projects 2. Strengthened GOL Capacity to Implement, Monitor and Report on Progress Towards the New Deal Commitment 3. Strengthened Capacity for Monitoring, Evaluation and	

	<p>External Resource Management to Account for Developments</p> <p>1.4. Capacity for Evidence-Based Policy Analysis, Research Studies and Statistical Development Enhanced</p> <p>2.5. Institutional Development of the new MFDP and LRA strengthened</p>	
UNDAF OUTCOME	<p>0.2 The project will contribute to an inclusive and sustainable economic recovery at a household and community level as a contribution to national economic transformation</p> <p>0.4 The project will contribute to strengthening local governance structures and systems at the county, district and community levels.</p>	00094502 - Social Safety Net Cash Transfers and Resilience Strengthening in Liberia
CPD Outcome	<p>Ebola-affected, labour-constrained, extremely poor, and poor households begin to re-active and strengthen their livelihoods thanks to a reliable and foreseeable revenue stream in the form of safety net cash transfers.</p> <p>Country governance and development management structure and systems strengthened to provide effective service delivery (social safety nets).</p>	
Outputs	<p>Social protection safety nets effectively extended through regular cash transfer payments.</p> <p>Participating counties will strengthen their basic norms and procedures, operational capacities and skill sets for planning, budgeting, management and citizen feedback on the safety net cash</p>	

	transfer assistance implemented in their jurisdictions	
UNDAF OUTCOME	2.2 Private Sector development: Improved equal access to sustainable livelihood opportunity in an innovative and competitive sector for rural and urban areas.	00099471 -Business Opportunities Through Support Services (boss)
CPD Outcome	2: Inclusive and sustainable economic transformation informed by evidence-based macro-economic policy promoting access to livelihood, innovative and competitive private sector and efficient natural resource management.	
Outputs	(Economic Transformation), which seek to promote and sustain private sector development through enhanced economic competitiveness and diversification, increased value addition and an improved administrative and policy environment, including support to MSMEs that will lead to increased employment and wealth creation and reduced poverty	

ANNEX 2 - DOCUMENTS TO BE CONSULTED

- United Nations Development Assistance Framework 2013 – 2017
- UNDP Country Programme Document 2013 – 2017
- UNDAF Action Plan 2013 – 2017
- UNDP PME Handbook
- UNDP Evaluation Guide and addendum
- UNDG RBM Handbook
- UNDG Ethical Code of Conduct of Evaluators
- Project Documents, reports and project evaluation reports

Annex 3: EVALUATION MATRIX

Evaluation matrices are useful tools for planning and conducting evaluations; helping to summarize and visually present an evaluation design and methodology for discussions with stakeholders. In an evaluation matrix, the evaluation questions, data sources, data collection, analysis tools and methods appropriate for each data source are presented, and the standard or measure by which each question will be evaluated is shown.

Relevant evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators / Success Standard	Methods for Data Analysis

Annex 4: Ethical Code of Conduct for UNDP Evaluations

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and: respect people's right not to engage. Evaluators must respect people's right to provide information in confidence and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its

purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.

6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form³⁸

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: _____

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at ____ on _____

Signature: _____

Approved by _____

Team Leader

³⁸www.unevaluation.org/unegcodeofconduct