

8/31/2022



FINAL REPORT

**Outcome Evaluation: Inclusive
Governance**

UNDP-LIBERIA

Outcome Evaluation Team:
Dr. Hindowa Momoh, Angelance Browne

TABLE OF CONTENT

TABLE OF CONTENT	i
Acknowledgements	iv
ACRONYMS - LISTS & ABBREVIATIONS	v
EXECUTIVE SUMMARY	1
1. Overview	8
1.1. Liberia’s Governance Context	8
1.2. Evaluation Purpose and Scope	9
1.3. Key Evaluation Questions	11
1.4. Methodology	14
1.5. Evaluation Approaches	15
2. The Inclusive Governance Portfolio	16
2.1. Objective of the IG Portfolio and Focus Areas	16
2.2. Positioning of the IG portfolio in the (UNSDf), THE (CPD), PAPD and its contribution to the Sustainable Development Goals (SDGs)	19
2.3. Contextual Changes Affecting the IG Portfolio	21
3. IG Portfolio Results at Outcome/Output Levels – Degree of Change	23
1.1 The positive or negative, intended or unintended changes brought about by UNDP’s intervention in these strategic outcomes	23
4. Key Findings	27
4.1 Relevance	27
4.1.1 Extent to which the objectives of the development interventions are consistent with beneficiaries’ requirements, country needs, global priorities and partner.	27
4.1.2 The extent to which UNDP’s engagement in governance supports the reflection of strategic considerations of its development context in Liberia and its comparative advantage vis-a-vis other partners.	30
4.1.3 Extent of UNDP’s selected method of delivery appropriateness to the development context	31
4.1.4 Extent of UNDP influence in national debates on governance issues, national policies on legal reforms and human rights protection	32
4.2 Effectiveness	34
4.2.1 The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.	34
4.2.2 Evidence of UNDP support that has contributed towards an improvement in national government capacity, including institutional strengthening?	34
4.2.3 Extend to which UNDP has been effective in helping improve governance at the local level in Liberia?	36

4.2.4	Extend to which UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver governance services.	38
4.2.5	UNDP's ability to utilize innovative techniques and best practices in its governance programming	39
4.2.6	Extend to which UNDP is perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Liberia.	40
4.2.7	UNDP technical capacity and institutional arrangements available at the Country office to provide governance at national and local governments in Liberia.	40
4.2.8	Factors and impediments that has enhanced or impeded UNDP performance in the area of governance.	41
4.3	Efficiency	41
4.3.1	Extent to which the outputs and/or desired effects have been achieved with the lowest possible use of resources/inputs (funds, expertise, time, administrative costs, etc.).	41
4.3.2	Extent to which UNDP's governance strategy and execution have been efficient and cost effective.	42
4.3.3	Extend to which UNDP has used economic, financial and human resources	42
4.3.4	The extent to which UNDP monitoring and evaluation systems have helped to ensure that programmes are managed efficiently and effectively.	43
4.3.5	Extent to which the benefits of development intervention continued after programme cycle	43
4.3.6	The prospect of sustainability of UNDP interventions related to the outcome	44
4.3.7	The IGP enhanced to support central authorities, local communities, and civil society in improving service delivery over the long term	46
4.3.8	Changes to be made in the current set of governance partnerships in order to promote its LONG-TERM sustainability	47
4.4	Partnership	49
4.4.1	The appropriateness and effectiveness of UNDP's partnership strategy in governance	49
4.4.2	UNDP's capacity regarding the management of partnerships to achieve the outputs	51
4.5	Human Rights	53
4.5.1	The Extent to which HR was factored and addressed in the programme design and implementation that enabled the poor, indigenous peoples, women and PWD to benefit from UNDPs work in support of good governance	53
4.6	Gender Equality	55
4.6.1	Extent to which gender was factored and addressed in the programme design and implementation and has contributed to the participation and benefit of women and PWD under the project with gender marker data assigned to various projects	55
4.6.2	Extent to which UNDP governance support has promoted positive changes in gender equality with or without any unintended effects	56
5.	UNDP Strategic Positioning	56
5.2	UNDP's Strategic Positioning and Comparative Advantage	57

5.3	UNDP's contribution to SDGs	57
6.	Challenges	58
7.	Best Practice and Lessons Learned	59
8.	Conclusion	60
9.	Recommendations	60
10.	Annexures:	62
11.	Data Collection	85

Acknowledgements

The Outcome Evaluation Team wishes to acknowledge with sincere thanks the insights, inputs and contributions provided by key stakeholders met during the course of the assignment. In particular, we would like to thank UNDP's development partners 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 ideas and invaluable contributions that helped shape the outcome of this report.

The team also expresses its sincere gratitude to UNDP's national partners for their time and inputs. UNDP Liberia Country Office management and staff at all levels provided priceless support, and freely shared their reports, time and thoughts on the various inclusive governance projects. We are very grateful to you all.

As an independent outcome evaluation of the governance 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 the report will contribute to improving the work of UNDP and deepening good governance 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).

ACRONYMS - LISTS & ABBREVIATIONS

Acronyms	Full Names
AFT	Agenda for Transformation
AWP	Annual Work Plan
APR	Annual Project Review
CSO	Civil Society Organization
CLDMC	Commission on Land Dispute Management Committee
CPD	Country Programme Document
DPs	Development Partners
GC	Governance Commission
GAC	General Auditing Commission
GOL	Government of Liberia
IGP	Inclusive Governance Portfolio
IAA	Internal Audit Agency
INHRC	Independent National Commission on Human Rights
LACC	Liberia Anti-Corruption Commission
LDSP	Liberia Decentralization Support Program
LR	Liberia Rising 2030
M&E	Monitoring and Evaluation
MACs	Ministries, Agencies and Commissions
MFDP	Ministry of Finance and Development Planning
MIA	Ministry of Internal Affairs
MoGCSP	Ministry of Gender, Children and Social Protection
NGO	Non-governmental Organization
NHRC	National Human Rights Commission
OE	Outcome Evaluation
PAPD	Pro-poor Agenda for Prosperity and Development
PBO	Peace Building Office
PBRSCP	Peace Building, Reconciliation and Social Cohesion Project
PIR	Project Implementation Reports
PPCC	Public Procurement Concession Commission
RBM	Result Based Management
ROAR	Results Oriented Annual Reports

ROM	Results-Oriented Monitoring
TOR	Terms of Reference
UNDP	United Nations Development Program
UNEG	United Nations Evaluation Group
UNDPA	United Nations Population Fund
UNICEF	United Nations Children’s Educational Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework

EXECUTIVE SUMMARY

The United Nations Development Programme (UNDP) has commissioned an outcome evaluation of its Inclusive and Governance Portfolio (IGP) for the programming period 2020-2022. Recognizing that good governance and the rule of law continue to be a major development challenge for Liberia, which hinders its post war reconstruction and state building process, the Inclusive Governance Portfolio has identified four strategic outcomes as follows:

- ❑ Enhanced capacity of formal and informal mechanisms to provide access to justice, uphold the rule of law and protect human rights especially for the most vulnerable & marginalized communities
- ❑ Effective service delivery, transparent and accountable decentralized governance systems
- ❑ Enhanced citizen's participation and inclusion in political, electoral, and decision-making, particularly for women, persons living with disabilities and youth; and
- ❑ Sustained peace, reconciliation & social cohesion at national and local levels.

The overarching objective of UNDP's work in the Inclusive Governance Portfolio aims to contribute to strengthening governance processes and institutions that are responsive to its citizens' demands and universal norms. UNDP contributes to strengthening the independence of institutions, particularly the Ministries, Agencies and Commissions (MACs) and national human rights mechanisms. UNDP addresses structural issues pertaining to the rule of law, justice and security, elections, decentralization and human rights including with respect to gender, People Living with Disability (PWDs), voice and participation and accountability.

In order to achieve this objective, the programme initiated twelve projects under the four outcome areas namely:- **Outcome (1):** Enhanced capacity of formal and informal mechanisms to provide access to justice, uphold the rule of law and protect human rights especially for the most vulnerable & marginalized communities; **Projects:-**(Rule of Law, Liberia Anti-Corruption & Liberia Spotlight Initiatives); **Outcome (2):** Effective service delivery, transparent and accountable decentralized governance systems; **Projects:** (LDSP Phase II, Capacity Development Phase II, Rapid Financial Framework; **Outcome (3):** Enhanced citizen's participation and inclusion in political, electoral, and decision-making, particularly for women, persons living with disabilities and youth;-**Projects:**(Promoting Inclusive Political Participation & Eliminating VAG, Liberia Election Support Project (LESP); **Outcome (4):** Sustained peace, reconciliation & social cohesion at national and local levels-**Projects:** (Cross Border Phase II, Peace Building & Reconciliation, Liberia Strengthening Land Governance, Peace Dividend).

The consultants employed the qualitative method underpinned by both primary and secondary data. This was complemented by a quantitative analysis of some of the information in the project documents. The methodology adopted for the evaluation included the following: data collection (home-based before arriving in Liberia and during evaluation mission; desk review of relevant documents, semi-structured interviews with national and local partners, programme staff, CSOs, Development Partners and beneficiaries and observations based on field work in the counties and meetings.

FINDINGS

Relevance

The implementation of the inclusive Governance Portfolio (IGP) suffered a setback from the outbreak of COVID-19 pandemic that restricted movements, slowed implementation and diverted resources to other re-prioritized areas. Its work remains highly relevant both in its normative and operational work. The IGP is relevant in that it addresses national development priorities and needs as contained in the Pro-Poor Agenda for Prosperity and Development (PAPD) (2018-2023). The portfolio supports other governance sub-sector strategic and legal documents of the GoL such as the Local Government Act; Liberia Land Rights Act; Investment Plan for Building a Resilient Health Sector (2015-2021), to name three. The programme's activities are aligned with international and regional commitments including but not limited to the AU's Agenda 2063 and the Sustainable Development Goals (SDGs). UNDP has been very supportive in building national capacity for effective delivery of government functions. However, the interventions and the resources expended have not resulted in producing a society where citizens can hold their leaders accountable. Good governance has not been used as a foundation for development as fundamental issues of governance such as trust in public institutions, fighting corruption, ensuring performance-based work culture hence, continuity in governance remain huge challenges.

Effectiveness

UNDP Inclusive Governance Portfolio consisting of four outcome areas and twelve (12) projects interventions have been implemented. Majority of the projects are ongoing, while few active projects have made significant progress. The evaluation team established that many of the projects are currently on track and moving towards achieving the desired planned outputs and outcomes. The IGP in pursuit of its clearly defined goals and objectives has supported the government to improve democratic governance through the establishment of legal and policy framework- supporting policy changes to improve citizens' rights; systems strengthening, institutions and capacity development as well as delivery of essential services to the population during portfolio implementation for the period under review. As such, the overall effectiveness of its performance is rated satisfactory although hampered by the lack of adequate planning for intermediate results (objectives and progresses), re-centralization of the decentralization process, lack of citizens' trust in state institutions and lack of framework for capacity building assessments, etc. Also, it is worth noting that some of the programme activities were delayed due to the COVID-19 pandemic whereby some of its programme resources were redirected in support of the Government of Liberia's efforts in fighting the pandemic. Regardless of these challenges, the portfolio still remains on track.

Efficiency

UNDP has demonstrated a satisfactory degree of efficiency in terms of financing to achieve the planned outputs and outcomes even though the portfolio experienced some slow level of progress, which alluded to adjustment from previous to the current government. There was a disconnection between the timeframe for administrative, political, fiscal reforms issues and the COVID-19 Pandemic that affected the achievement of outputs and outcomes of the Portfolio.

The IGP total budget is USD 50,458,158.00 (Fifty million, four hundred fifty eight thousand, one hundred fifty-eight United States Dollars). However, considering the period under review ranging from July 2020 – July 2022, the IG financial analysis showed that a cumulative total approved portfolio budget that has been utilized stood at USD 19,316,412.00 (Nineteen million, three hundred sixteen thousand, four hundred, twelve United States dollars). Out of the IGP total budget specified herein, this amount represented a cumulative budget figure for the operation of its four outcome areas comprising twelve inclusive governance projects of which majority are still ongoing, few just commencing operation with only one completely closed. The cumulative portfolio expenditure utilized was USD 14,761,830.00 (Fourteen million, seven hundred sixty-one thousand, eight hundred and thirty United States dollars); while its average portfolio delivery rate was approximately **(76%)** seventy six percent representing percentage of the cumulative budget utilized for portfolio delivery. *(See operational framework & IGP financial analysis Table-1 & 2).*

Sustainability

In terms of sustainability, UNDP fosters institutional capacity building and high level of ownership through joint programming and implementation. For instance, INCHR & UNDP jointly developed and are implementing a joint five-year (2020 – 2024) PRSCP Programme and the 2020 Work Plan of the election support project has been designed jointly by the UNDP and NEC thereby transferring knowledge and skills. The joint programming and implementation with national partners enhanced the potential for sustainability by facilitating capacity building through learning by doing and promoting ownership. UNDP conducts capacity needs assessments for some activities to ensure that interventions are tied to the exact need of the partner institutions. Assessing capacities, identifying the gaps and rebuilding/addressing the identified gaps have elements of sustainability. Moreover, the presence of other UN agencies and donors collaboratively working on the same issues and the existence of linkages between UNDP interventions and other donors offer potential for sustainability. Regardless of these noteworthy interventions, limited counterpart funding from the GoL and limited political will, for example, to strengthen decentralization that lays the foundation for participatory good governance undermines IGP efforts. Further, the IGP has not succeeded in creating a citizenry that holds the government accountable. There is also the need to improve on the collection of reliable data that measure results emanating from programme activities.

Partnership

UNDP's strategic positioning and respectability enjoyed among other UN Agencies has enabled it to provide global expertise to the GoL and its citizens. These technical experts have provided relevant and effective inputs in the implementation of the portfolio. UNDP has been available to the GoL and national partners and has served as a stable and reliable partner with the wherewithal to help in addressing the manifold of challenges the government and its citizens face.

UNDP has maintained effective partnership and coordination with Development Partners (DPs), CSOs and the government. UNDP's Partnership Strategy is anchored on a comparative advantage analysis geared toward accelerating implementation of the PAPD and the domestication and achievement of the Sustainable Development Goals. UNDP has focused on creating ownership of processes and management and ensured aid effectiveness through joint programming and implementation with national partners and instilling national ownership and collective responsibilities through awareness creation, education and capacity building. UNDP has established co-funding and joint implementation with UNDP Cote d'Ivoire,

other UN Agencies and development partners, and has promoted resource mobilization and coordinated implementation of programmes. The UN Agency has offered expertise and has tapped into the pool of global technical experts that have provided learning opportunities and transfer of knowledge to the government of Liberia. There is no doubt that such an approach continues to increase UNDP's status and pedigree as a trusted and reliable partner and is an approach that is worth replication on the one hand, and impacting on the performance of the government, CSOs and local partners, on the other.

Gender

UNDP has been very strong with gender equality and women's empowerment issues as such, it is intentionally focused on mainstreaming gender and right-based issues in all of its IG projects especially, when developing gender policies and strategies. UNDP Liberia advanced the gender seal initiative by earmarking 15% of its total programme budget on gender specific intervention, thus, contributing to enhancing the integration of gender equality in its programming and operations. In the design, implementation and monitoring of the governance interventions in Liberia, UNDP has demonstrated commitment in ensuring effective inclusion and participation of women as reflected in UNDP's Strategic Plan (2018-2021), the CPD (2020-2024) and UNDSDCF all of which have strong elements of gender equality and empowerment sections in their designs. UNDP and partners such as UN Women, UNFPA and UNICEF partnered to build the capacity of state and non-state actors particularly CSOs, police and the justice sector resulting in the curbing of issues relating to SGBV, rape and other forms of violence against women and girls. However, women's empowerment has amounted to more than their participation in good governance programs, appropriate indicators for assessing improvements in gender relations and greater equality as benefits flowing to women and men have not been formulated for most governance 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. Besides, the country faces challenges in implementing strategies for leveling the number of women and men in national governance and decision-making processes. The SCORE report of 2021 indicates that citizens' confidence in women leadership and women livelihood security have not shown considerable improvement.

Human Rights

UNDP Liberia has applied a human right-based approach in designing the projects. HR was found to be integrated and mainstreamed in all of the twelve (12) projects of the IGP. There was also a conscious effort to ensure that human rights issues and concerns are not only integrated into the projects but also the needs of vulnerable/marginalized groups are addressed in the IG projects. National and local partners have not been able to sustain the interventions, gains and investments in these areas and this is disappointing to UNDP and donors. Resources are shrinking and investment in projects of said nature need to yield results and impact, and this is not the case in some instances. While donors are getting disappointed, the GoL is not stepping up to fill the gap.

Strategic Positioning

With regards to strategic positioning and the domestication of the SDGs, UNDP strategically positioned itself in terms of providing expertise to the GoL, partners and other beneficiaries throughout the design

and implementation phases of the IGP. There is no gainsaying the fact that the portfolio is and remains relevant. However, the implementation has been fraught with snags with the tendency to undermine UNDPs position. UNDP has been challenged to deliver on time resulting from (delayed procurement processes, for example) and in some instances with a sense of urgency. Consequently, development partners may be dissatisfied or grow impatient with slow pace of both delivery and results, which needs attention.

UNDP is generally viewed by the government, CSOs, implementing partners and DPs as an intermediary in politically sensitive areas and it is cautiously approaching critical issues such as the rule of law, peace and security, gender and human rights with good governance practices. Given the prevailing context in Liberia, UNDP's responsible role will need to be exploited as an impartial institution that can assist the government in responding to the needs of the citizens on the one hand, and in meeting international best practice, on the other.

As a trustworthy partner, UNDP continues to help the government of Liberia especially in providing services to the citizens. The UN Agency has used its comparative advantage as the leading good governance and institution building advocate to lay a solid foundation for sustainable development and peace in the country. Partners have to be convinced that laying the foundation for good governance and supporting projects should not be done in piecemeal but holistically so that it cannot only lay the foundation for sustainable development and peace but also be impactful on the citizens. However, UNDP should be asking uncomfortable questions to its partners in government and emphasizing result-oriented and performance-based management systems that produce results.

Liberia has made progress in achieving the SDGs and the principles of the New Deal for Engagement in Fragile States by incorporating them into the PAPD. A framework for monitoring and reporting progress for the goals and the PAPD is in place. However, the availability of reliable disaggregated data to ensure that no one is left behind remains crucial. Progress towards the SDGs may be adversely affected by ongoing aid volatility and the GoL's policy to reduce aid dependency.

Impact

It is too early to measure any impact at this stage whereby majority of the projects are ongoing while few are just commencing. The evaluation team established that young people and women, for instance, who have been at the center of marginalization and frustration have been empowered as peace champions within their communities and have become beneficiaries from immediate delivery by peace-relevant dividends at the county and local levels. Notwithstanding, the implementation of the IGP by the government, IPs and CSOs have not been that significant during this period under review and this could harm UNDP's balanced approach and perception by those institutions that inclusive governance needs to have checks and balances. Accordingly, the IG Portfolio impact is unlikely to be noticeable at this stage due to the portfolio operational result whereby out of the twelve projects, only one has closed with another one closing in September 2022 while few new majority are ongoing.

Challenges

- ❑ The portfolio has focused more on procedural activities such as compliance with procurement and quality assurance standards rather than a performance-based management system that involves the continuous process of improving performance by tracking results (outcomes and

impact) and applying the lessons learned thereof to inform adaptive management of IG projects. The IG project reports are full of activities and outputs rather than information on changes in the lives of the beneficiaries/citizens.

- ☐ Governance has not been used as a foundation for development as fundamental issues of governance such as trust in public institutions, fighting corruption, ensuring performance-based work culture, continuity in governance remain huge challenges.
- ☐ The GoL has not been able to provide counterpart funding for most of the projects rendering sustainability and ownership untenable and elusive.
- ☐ The country needs to see a pathway to ensure that good governance plays a pivotal role in what has happened and what needs to happen.
- ☐ The fact that citizens' loss of faith in government and civic institutions only help to explain why overall social cohesion has not advanced
- ☐ One of the key objectives of the portfolio is to enhance citizens, particularly women participation and inclusion in political, electoral, and decision-making. In this regard, substantial investments have been made in specific activities aimed at achieving this objective. However, the SCORE report of 2021 indicates that citizens' confidence in women leadership have not shown considerable improvement
- ☐ Efforts to tie together good governance and development wherein governance interventions lead to institutionalization of efforts and sustainable development remain tenuous.
- ☐ M&E remains a critical challenge for the implementation of IGP. Most of the projects do not have M & E officers hence robust and coordinated monitoring by UNDP and DPs to measure progress and collect data have not been encouraging.
- ☐ Development Partners preference to and investment in supporting some sectors of the programme leaving out others have not been too helpful. A holistic approach and support to the governance architecture is the sure way to build the governance and development nexus for sustainable development and peace in Liberia.
- ☐ The LDSP is at the crossroads as activities such as school register permit, licenses and birth certificates that used to be processed at the county level are now transferred to Monrovia for approval. The County Service Centers are, therefore, deprived of the much needed financial resources to upkeep their offices and pay staff.

Recommendations

- ☐ UNDP should focus its governance programme on areas where it could make the greatest impact in relation to its comparative advantage based on Liberia's post conflict context where there are generally too many needs within the governance sector both in terms of themes and geographical coverage. For instance, UNDP has rolled out several small-scale interventions aiming to address several issues in different geographical areas at the same time which has not necessarily yielded the greatest impact.
- ☐ UNDP should develop a programme with strategic focus informed by a comprehensive assessment of the governance issues and challenges in Liberia, and a thorough audit of its comparative advantages, including mapping the strengths and focus of development partners.
- ☐ UNDP should strengthen capacity and practice of performance and results-based management systems in programme design and implementation.
- ☐ UNDP should continue to build the capacity of the national partners to reach a stage where they can implement projects directly. Thus, UNDP should conduct thorough needs assessments when initiating new project activities for capacity development, in order to better shape the support to the national partner towards the transfer of Governance institutions from DIM to NIM.

- ☐ The Government of Liberia to provide counterpart funding for project implementation that could assure sustainability and national ownership.
- ☐ The IGP should adopt new approaches to better target and focus on women, youths and PWDs by providing space for voice and effective participation especially in decision-making since the IGP aims to enhance participation and inclusion of women, youth and people with disability and the current trend shows that capacity building organized for national partners is dominated by men while at the same time, the needs of people with disability are not much reflected in individual projects.
- ☐ UNDP and partners should capacitate their M & E departments to ensure quality assurance for more results and data that could inform future projects and that the IGP is adequately monitored.
- ☐ UNDP to provide support for the immediate implementation of LACC six Anti-corruption legislations enacted and passed into law recently by the legislature including (prosecutorial power, court on corruption, review of code of conduct, whistleblower protection etc.); hence the need for UNDP therefore to inject new vigor for the promotion of accountability and anti-corruption.
- ☐ UNDP to ensure more advocacy for immediate redistribution of revenues generated by CSC through implementation of revenue sharing bill to facilitate CSCs operational costs by the GOL thus enabling accelerated development in the counties;
- ☐ UNDP should re-develop and implement an exit strategy and sustainability plan that will specify how sustainability is to be achieved for all interventions specifying who will be responsible for what, and the timeframe for phasing out; although UNDP incorporates sustainability strategies in its programme documents, such strategies are not smart enough and do not clearly spell out roles and responsibility for partners.

1. Overview

1.1. LIBERIA'S GOVERNANCE CONTEXT

Liberia has embarked on a trajectory of pro-poor development through its new national development plan, the Pro-Poor Agenda for Prosperity and Development (PAPD), which was launched in 2018. The PAPD renewed the country's commitment to peace and equitable growth, even as it continues to emerge from years of conflict, the Ebola crisis and the resultant economic downturn.¹ Acute poverty and vulnerability in Liberia are a result of entrenched social and economic inequalities and exclusion. Despite Liberia's ratification of the Maputo Protocol on the Rights of Women in Africa, its domestication remains inadequate. The Gender Inequality Index of 0.610 ranks Liberia 177 of 188 countries, a decline from earlier years.² The rate of women's participation in politics and governance remains low; women occupy only 2 of 30 seats in the Senate and 9 of 73 seats in the House of Representatives.³ Gender gaps are evident in mean years of education (3.5 versus 6.1) and income (\$577 versus \$755).⁴ While patriarchal norms that maintain the low status of women and girls persist, the legacy of violence against women during the civil wars has been normalized.⁵ Almost 14 per cent⁶ of the population living with disabilities face stigma and lack income-earning opportunities.

Incomplete Constitutional review and Implementation, and limited rule of law continue to be major development challenges for Liberia as it strives for post-war reconstruction and state building. Although significant progress has been made in strengthening peace, security and the rule of law in Liberia, these challenges still persist. For instance, the review of the Constitution, which began in 2012, remains incomplete.⁷ Also, some of the key recommendations of the Truth and Reconciliation Commission (TRC) aimed at addressing historical injustices, and atrocities committed during the civil war remain unimplemented. Additionally, weak administrative procedures and limited human and institutional capacities have led to delays in citizens' access to justice, especially in cases of human rights violations and Sexual and Gender-Based Violence (SGBV).⁷

Liberia faces weak accountability, impunity and pervasive corruption. Impunity, weak accountability mechanisms and corruption continue to be perceived as significant. Liberia's corruption perception keeps worsening—from 37 in 2016 to 32 in 2018 and 28 in 2019.⁸ The initial peace, security and humanitarian assistance interventions were not adequately followed by systematic rebuilding of core government functions—leading to suboptimal levels of integrity in decentralized delivery of public services, especially to marginalized groups. There is, therefore, a need to continue enhancing the capacity of state institutions tasked with addressing impunity, promoting integrity and upholding the rule of law in Liberia as well as institutionalizing transparency, integrity and accountability in governance at all levels.

The high levels of centralization in the capital Monrovia and a concession-based growth model have entrenched socio-economic inequalities (as a result of many years of conflict) and continue to underlie acute poverty and vulnerability. Centralization and concentration of political and economic power in the

¹ World Bank, Country Partnership Framework, 2018

² Liberia Common Country Assessment, 2018

³ IMF 2019, Article V Mission to Liberia

⁴ Liberia common Country Assessment, 2018

⁵ Liberia Common Country Assessment, 2018

⁶ Africa economic Outlook, 2017

⁷ See UNDP Liberia Governance Portfolio Document, 2020-2024

⁸ Transparency International Corruption Perception Index of 2019

capital and inadequate provision of services and infrastructure at the local level have produced uneven development patterns across Liberia.⁹ Although, Liberia has rolled out the deconcentration of various Ministries to the local level and the provision of decentralized public services through the establishment of Country Service Centers (CSCs), a lot still needs to be done to strengthen and ensure transparent, inclusive and accountable decentralized system that facilitate effective service delivery.¹⁰ For instance, issues related to decentralization need to be approved in a referendum making the issue of decentralization work in progress and contributing to the population's skepticism of the government. Strengthening decentralization is in line with Pillar 4 of Liberia National Development Plan, UNDAF Outcome 4 and UNDPs CPD Outcome 1 that focus on improving governance and transparency.

It is worth noting that Peace, stability, and social cohesion in Liberia are also constrained by several factors. These factors inhibit peace building and reconciliation efforts aimed at sustaining the unfolding peace and development initiatives. They consist of conflict triggers and peace building, reconciliation, and development challenges such as boundary and related land disputes, inter-group and political tensions, unemployment, especially youth related unemployment, and gender imbalances. Structural related issues such as the mismanagement of natural resources, corruption, weak relations between the citizens and the government devoid of trust and confidence in state institutions as well as the over centralization of the governance system continue to pose challenges and carry huge potential to undermine the gains the country has made in bringing and sustaining peace.¹¹

Dovetailing with the above, Liberia's borders with Cote D'Ivoire are long, artificial and porous with limited state presence. There is also ethnic diversity of communities on both sides that has rendered the region susceptible to recurring inter-communal tensions as part of the broader national and regional dynamics. Conflicts over land and natural resources continue to be amplified coupled with regional migration and influx of migrants driven by socio-economic needs. The PBSO conducted a study in 2017 and identified conflict drivers including ethnic tension and weak social integration in addition to land/property disputes and corruption.

1.2. EVALUATION PURPOSE AND SCOPE

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 United Nations Sustainable Development and Cooperation Framework (UNSDCF) 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 are to be conducted in the first quarter of 2022 to assess the impact of UNDP's development assistance across the major thematic and cross cutting areas of good governance, decentralization, justice, peace, and security, gender, and human rights.

The UNDP Office in Liberia commissioned this evaluation on good governance to capture evaluative evidence of the relevance, effectiveness, efficiency, impact and sustainability of current programming, which can be used to strengthen existing programmes and to set the stage for new initiatives. The evaluation served an important accountability function, providing national stakeholders and partners in Liberia with an impartial assessment of the results of UNDP inclusive governance support. The evaluation

⁹ UNDP Human development Report, 2018

¹⁰ "The Story of UNMIL: Supporting Decentralization in Liberia", April 20, 2018.

¹¹ Peacebuilding, Reconciliation and Social Cohesion Project (PRSCP) Annual Work Plan, 2020

also provide perspective on the changing COVID-19 pandemic landscape and priorities and how the Inclusive Governance Portfolio might adjust to meet emerging priorities and changing demands.

The outcome evaluation was conducted in the second quarter of 2022 to assess the impact of UNDP's assistance across the major thematic and cross cutting areas of good governance, decentralization, justice, peace and reconciliation, and security, gender, and human rights with a view to enhancing programmes while providing strategic direction and inputs to the adjustment and possible recalibration of the 2020-2024 CPD, which undergoes its midterm review in 2022.

As specified in the ToR, the Outcome Evaluation assessed Inclusive Governance Portfolio performance against expectations set out in the portfolio programme/project results framework. The outcome evaluation assessed results according to the criteria outlined in the UNDP Evaluation Guidelines.¹² This outcome evaluation specifically sought to assess the following:

- Relevance and strategic positioning of UNDP support to Liberia inclusive governance.
- The frameworks and strategies that UNDP has devised for its support on inclusive governance, alongside partnership strategies, and whether they are well conceived for achieving the planned objectives.
- The progress made towards achieving inclusive governance outcomes through specific projects and advisory services and including contributing factors and constraints.
- The progress to date under outcomes of the inclusive governance portfolio and what can be derived in terms of lessons learned for future UNDP's inclusive governance support to Liberia.

The evaluation considered the pertinent country programme outcomes and outputs focused on good governance, as stated in the UNSDCF and the 2020-2024 CPD for Liberia. The specific outcomes under the UNDP CPD were to be assessed and related to UNSDCF Outcome 4/ UNDP OUTCOME 1: By 2024, people in Liberia, especially the vulnerable and disadvantaged, benefit from strengthened institutions that are more effective, accountable, transparent, inclusive, and gender responsive in the delivery of essential services at the national and sub-national levels. UNSDCF Outcome 3/ UNDP OUTCOME 2: By 2024, Liberia consolidates, sustains peace and enhances social cohesion, has strengthened formal and informal institutions capable of providing access to inclusive, effective, equitable justice and security services, capable of promoting and protecting the human rights of all. Additionally, this outcome evaluation assessed the achievement of the IG portfolio's results by analyzing the progress made towards the achievement of the general and specific objectives. The evaluation draws lessons learned and provides recommendations on best practices that focus on key components to improve the sustainability of benefits from these projects within the IG portfolio and guide future programming. Documentation of these IG projects' experiences and achievements, as well as challenges that serve as tools for the government and development partners, who will be able to draw inspiration for the implementation of other programs and projects related to inclusive governance. The evaluation team visited project communities in Grand Bassa and Bong counties, etc., for observation, data collection and other forms of project evaluation related discussion meetings.¹³

¹² UNDP Evaluation Guidelines: <http://web.undp.org/evaluation/guidance.shtml#handbook>

¹³ IGP Term of Reference, 2022

Specifically, the outcome evaluation assessed:

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

The evaluation considered the pertinent country programme outcomes and outputs focused on good governance, as stated in the UNSDCF and the 2020-2024 CPD for Liberia. The specific outcomes under the UNDP CPD were assessed in relation to UNSDCF Outcome 4/ UNDP OUTCOME 1: By 2024, people in Liberia, especially the vulnerable and disadvantaged, benefit from strengthened institutions that are more effective, accountable, transparent, inclusive, and gender responsive in the delivery of essential services at the national and subnational levels. UNSDCF Outcome 3/ UNDP OUTCOME 2: By 2024, Liberia consolidates, sustains peace and enhances social cohesion, has strengthened formal and informal institutions capable of providing access to inclusive, effective, equitable justice and security services, capable of promoting and protecting the human rights of all. As described in (Table-4) the UNDP Liberia Country Office has implemented 4 programmes that reside within its outcome areas. An analysis was conducted on the achievements across all 4 programmes.

1.3. KEY EVALUATION QUESTIONS

The Outcome evaluation was conducted following the UNEG Evaluation Guidance. The criteria of relevance, effectiveness, efficiency, sustainability alongside partnership strategy, gender equality, people with disabilities and human rights were used, considering the post-conflict and fragile nature of the country. The analysis will be conducted according to the OECD DAC definitions of the evaluation criteria. The evaluation matrix presented in **Annex (1)** summarizes evaluation questions as well as indicators, means and sources for verification which form the basis of the analysis.

The evaluation sought to answer the following questions, focused around the evaluation criteria of relevance, effectiveness, efficiency and sustainability alongside partnership strategy, cross-cutting issues as gender Equality and Human Rights. It also included an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

Relevance: Extent to which the objectives of the development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners.

- To what extent is UNDP's engagement in governance 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 governance issues, and has it influenced national policies on legal reforms and human rights protection?
- To what extent have UN reforms influenced the relevance of UNDP support to Liberia in the Governance sector?

Effectiveness: Extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

- 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 improve governance at the local level in 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 governance services?
- How effective has UNDP been in partnering with civil society and the private sector to promote good governance in Liberia?
- Has UNDP utilized innovative techniques and best practices in its governance programming?
- Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Liberia?
- Considering the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing governance support to national and local governments in Liberia?
- What contributing factors and impediments enhance or impede UNDP performance in this area?

Efficiency: Extent to which the outputs and/or desired effects have been achieved with the lowest possible use of resources/inputs (funds, expertise, time, administrative costs, etc.).

- 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 governance 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: Extent to which the benefits from the development intervention continue after termination of the external intervention, or the probability that they continue in the long term.

- What is the likelihood that UNDP governance interventions are sustainable?
- What mechanisms have been set in place by UNDP to support the government of Liberia to sustain improvements made through these governance interventions?
- How should the governance 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 governance partnerships in order to promote long term sustainability?

Partnership strategy: Extent to which partnership strategy have been appropriate, effective and have affected the progress towards achieving the outputs allowing UNDP to worked effectively with other international partners to deliver on good governance initiatives?

- Has the partnership strategy in the governance 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 good governance initiatives?
- How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote good governance in the region?

Human Rights: Extent to which HR was factored and addressed in the programme design and implementation and have enabled the poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups to benefit from UNDPs work in support of good governance.

- To what extent have poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefited from UNDPs work in support of good governance?
- To what extent did the programme address issues related to People with Disabilities at the design and implementation stages?
- How has attention to the integration of People with Disabilities concerns advance the area of UNDPs work in support of good governance?

Gender Equality: Extent to which gender was factored and addressed in the project design and implementation, and how these have contributed to the participation and benefit of women under the project.

- To what extent has gender been addressed in the design, implementation, and monitoring of governance 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 governance support 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.

According to the Guidelines, the Evaluation was to provide evidence-based credible, useful, and reliable information. Hence, a collaborative, as well as a participatory approach, was used to ensure close cooperation with the project team, government counterparts in Liberia with focus on the UNDP Country Office, UNDP Regional team, the national, regional and local levels and other key stakeholders.

1.4. METHODOLOGY

To fulfill the objective of the evaluation as set in the ToR, the consultants used a qualitative method, underpinned by both primary and secondary data. This was complemented by a quantitative analysis of some of the information in the project documents. The methodology adopted for the evaluation included the following:

Data collection (home-based before arriving in Liberia and during the evaluation mission). Projects-related documents including progress reports, quarterly progress reports, project performance reports, technical deliverables, annual work plans, budget revisions, combined delivery report, co-financial data, etc. were used. This helped in getting the perspective of both women and men beneficiaries and stakeholders.

Desk Review including amongst others: UNDP Project Document, Project Technical Deliverables, Annual and Quarterly Progress Reports, Project's inception report, Annual Project Implementation Reports, Project budget revisions, Project combined delivery reports, examples of technical deliverables, Lessons learned reports, and Monitoring and Evaluation Plan etc.

Semi-structured interviews and virtual meetings via Consultations with the project's stakeholders. A set of sub-questions were prepared in advance and used to facilitate data collection and knowledge sharing. The questions were arranged around the evaluation criteria. Initial findings from the desk review were triangulated during different interviews and consultations with stakeholders.

Observations based on the mission's interviews and meetings: Since the outcome evaluation consisted of an assessment of various processes, systems and results of different projects, observation method was used to verify some of the realities relating to the information collected, including information obtained from the desk review, interviews, and consultation.

Sampling: Considering the scope of the outcome evaluation and the very tight time frame allocated to consultants to complete the assignment, a convenient sampling method was adopted in carrying out data collection and field work. In conducting key informant interviews, the consultants focused attention on Program team, MFDP, MIA, NEC, PBO, MOJ, LACC, INHRC, LDSP, GC, MOGCSP, UNDP programme staff, IG projects Coordinators, Chief Technical Advisors and Development Partners (USAID, EU, Ireland and Sweden). (One) PB project was visited in Grand Bassa and Three – ROL, LDSP, Spotlight in Nimba Counties.

1.5. EVALUATION APPROACHES

Evaluation Considerations include: --The UNEG norms and standards, as well as UNDP corporate documents. Focusing on specific context of Liberia, the region and UNDP corporate strategy, the evaluation will apply the following approaches:

Participatory Approach: The evaluation strategy placed emphasis on a participatory approach by making use of Focus Group Discussions to pull together the knowledge and perceptions of relevant stakeholders at the national and county levels. Employing dialogue tools associated with a participatory appreciative inquiry method, the evaluation team focused on identifying the best of what IGP has accomplished with the view to create a basis for defining the elements of future improvements of UNDP's programming.

This approach involved the facilitation of an internal analysis of case situations to engage staff, partners and beneficiaries that form part of the Inclusive Governance Portfolio in identifying shortcomings and institutionalizing mitigation measures. We proposed to use this approach rather than a more standard external critique method so that the Projects staff, partners, beneficiaries, etc. will have a clear sense of ownership in the process. This iterative and participatory approach is proposed because of the strong emphasis UNDP has placed on the potential utilization of the outcome evaluation outputs to suggest ways of improving its future strategic positioning and programming.

Analytical Approach

The selection of the right analytical approach depended on the list of questions being asked and the evaluation matrix that was developed to support the OE team. This process entailed having a clear understanding of the IGP portfolio-projects, their objectives, aims, outcomes, outputs, the theory of change, and the resulting impacts and approach for sustainability. The analytical approaches and methods that were used included: -

Descriptive: this approach was used to define the status of the Project implementation, it describes the project's objective, outputs, and impact.

Diagnostics: this approach was used to understand what happened? What did the project achieve? How? Why was this happening? Partnerships developed, use of financial resources, project co-financing. Analyses of project risks and issues, and mitigation measures. It was also used to define the portfolio's impact, whether it was sustainable, and what will happen after the closure of the project.

Prescriptive: this approach was used to define the main findings of the evaluation and to define a set of recommendations for the project and future interventions.

Consideration given at UNDP programmatic level; the evaluation will focus on the following:

- **Results Based management.** Application-evaluation focusing on how RBM is factored or integrated in the programming, in order to analyze the level of appropriateness and relevance.
- **Human Rights Based Approach.** The analysis considered how equitable access to the IGP was and its benefits, and how the IGP included the needs of the vulnerable groups of people involved.
- **Gender mainstreaming-** Data was disaggregated by gender as and when necessary, and emphasis placed on inclusion of gender specific needs and characteristics.

2. The Inclusive Governance Portfolio

The IGP falls under the Country Programme Document (CPD) for Liberia (2020-2024) that was formally adopted by the Executive Board in September 2019, signaling the formal start of a new programme cycle. The CPD was anchored on two portfolios, namely: i) Inclusive Governance, and ii) Inclusive Growth and Sustainable Development. Key partners include UN Women, European Union (EU), Sweden, International Office for Migration (IOM), Kofi Annan Institute, Educare, Ministries Departments and Commissions (MDCs), Civil Society Organizations (CSOs), Women's Right Organizations, youth led Associations, networks promoting rights of minorities and risk groups.

2.1. OBJECTIVE OF THE IG PORTFOLIO AND FOCUS AREAS

The Inclusive Governance Portfolio (IGP) supports the Government of Liberia (GoL) to improve the quality of Democratic Governance through the establishment of legal and policy frameworks, systems strengthening, institutions and capabilities development as well as the delivery of essential services to the population. The Governance Portfolio aims at ensuring that Peacebuilding and Reconciliation, Rule of Law, Access to Justice, Good Governance, Measures to curb Corruption, Decentralization, Elections, Domestication of the Sustainable Development Goals (SDGs), Economic Recovery when addressed in an integrated way can be accelerated and sustained at national and local levels.

Recognizing that good governance and the rule of law continue to be a major development challenge for Liberia, which hinders its post war reconstruction and state building process, the Inclusive Governance Portfolio has identified four strategic outcomes which are largely interrelated, interdependent and transformative while targeting a substantially expanded role for women in each area of engagement, in particular their participation in positions of authority and decision-making at the national and local levels. The four strategic outcomes focused on:

- Enhanced capacity of formal and informal mechanisms to provide access to justice, uphold the rule of law and protect human rights especially for the most vulnerable & marginalized communities
- Effective service delivery, transparent and accountable decentralized governance systems
- Enhanced citizen's participation and inclusion in political, electoral, and decision-making, particularly for women, persons living with disabilities and youth; and
- Sustained peace, reconciliation & social cohesion at national and local levels.

UNDP's Inclusive Governance programme also supports the national government priorities as defined under the Pro-poor Agenda for Prosperity and Development (PAPD) 2018–2023 and the Liberia Rising Vision 2030. UNDP partners with the Government of Liberia, other development partners and the civil society to support the implementation of governance and institutional building. The UNDP Inclusive Governance Portfolio provides programme and projects' support to various institutions and line ministries. UNDP acts as the lead agency in the area of governance within the United Nations Sustainable Development and Cooperation Framework (UNSDCF).

As to date, the inclusive governance portfolio consisting of four outcome areas with twelve projects has performed satisfactorily for the period under review. Annual, quarterly Progress reports were reviewed by the outcome evaluation team and found to be transparent of how resources were utilized to achieve the planned outcomes. The IGP has a total Budget of USD 50, 458,158.80. Out of this figure, an analysis reflecting a cumulative Inclusive Governance Portfolio total approved programme budget covering the

reviewed period ranging from July 2020 – July 2022 stood at USD 19,316,412.64. This amount represented the four outcome areas comprising twelve (12) IG Projects:-(majority ongoing, few just commencing and one completely closed). The cumulative programme expenditure utilized was USD 14,761,830.65. IGP average delivery rate is approximately **(76%)** which represents a percentage of the total cumulative budget utilized for portfolio delivery. **(See operational & Financial Analysis-Tables 1 & 2).**

TABLE (1):

NO.	Project No.	Project Title	Project End Date	Operational Status
1	121895	Joint RoL Phase II	31/05/2023	Still in progress until May 2023
2	101592	Anti-Corruption	31/12/2023	Still in progress until the end 2023
3	114329	SPOTLIGHT SUPPORT TO REDUCE SG	31/12/2022	Active in progress to end of 2022
4	122614	LDSP PHASE II	31/12/2024	Active in progress to end of 2024
5	130296	Capacity for Development II	31/12/2024	Active in progress to end of 2024
6	126077	RAPID FINANCING FACILITY	31/12/2022	Active in progress to end of 2022
7	129033	Inclusive Political Participa	31/12/2023	Active in progress to end of 2023
8	123923	Liberia Electoral Support Proj	31/12/2024	Active in progress to end of 2024
9	119871	Cross Border Phase 2	27/04/2022	Project is inactive and closed
10	122726	Peacebuilding & Reconciliation	31/12/2024	Active in progress to end of 2024
11	127851	Strengthening Land Governance	31/01/2023	Active in progress to end of Jan. 2023
12	129326	Delivering Peace Dividends-LBR	31/12/2024	Active in progress to end of 2024

Table 2:

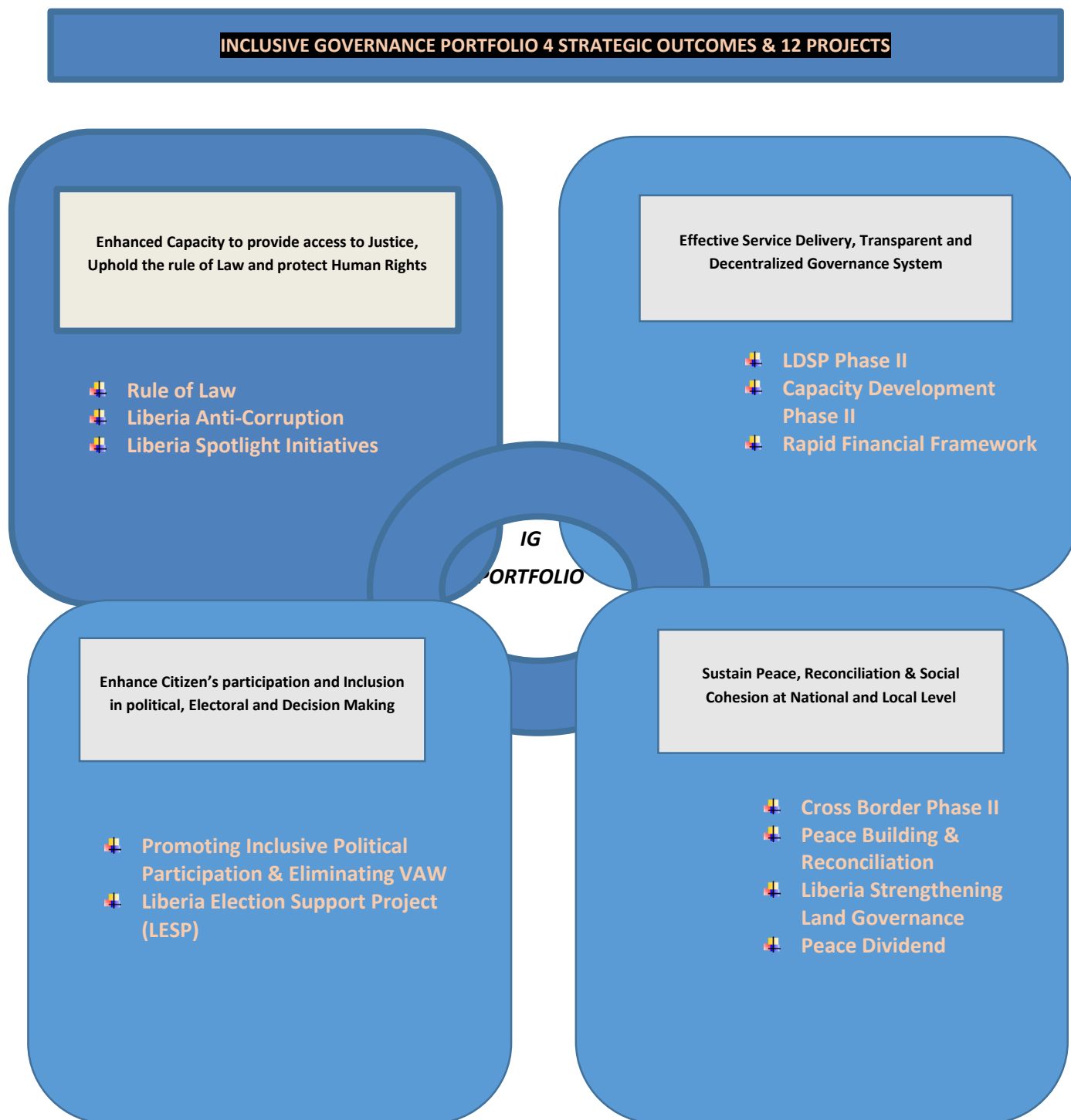
Project No.	Project Title	APPROVED BUDGET				UTILIZED AMOUNT				UTILIZED PERCENTAGE			
		2020	2021	2022	TOTAL	2020	2021	2022	TOTAL	2020	2021	2022	TOTAL
121895	Joint RoL Phase II	1,491,786.93	1,804,596.61	746,986.00	4,043,369.54	1,496,456.87	1,788,834.50	546,973.38	3,832,264.75	100%	99%	73%	95%
101592	Anti-Corruption	-	155,000.00	90,000.00	245,000.00	-	85,146.82	29,308.00	114,454.82	0%	55%	33%	47%
114329	SPOTLIGHT SUPPORT TO REDUCE SG	1,093,649.21	1,485,277.75	1,618,057.00	4,196,983.96	1,105,668.75	1,243,696.18	713,220.61	3,062,585.54	101%	84%	44%	73%
122614	LDSP PHASE II	256,214.08	808,874.37	640,643.72	1,705,732.17	241,801	786,059.02	343,013.79	1,370,873.90	94%	97%	54%	80%
130296	Capacity for Development II	-	-	200,000.00	200,000.00	-	-	128,624.34	128,624.34	0%	0%	64%	64%
126077	RAPID FINANCING FACILITY	-	468,000.00	150,000.00	618,000.00	-	383,884.29	118,882.89	502,767.18	0%	82%	79%	81%
129033	Inclusive Political Participa	-	-	529,392.00	529,392.00	-	7,893.23	100,017.33	107,910.56	0%	0%	19%	20%
123923	Liberia Electoral Support Proj	1,305,681.61	1,800,200.00	2,206,471.27	5,312,352.88	1,285,712.17	1,495,853.53	1,021,057.86	3,802,623.56	98%	83%	46%	72%
119871	Cross Border Phase 2	400,000.00	-	-	400,000.00	368,902.32	-	-	368,902.32	92%	0%	0%	92%
122726	Peacebuilding & Reconciliation	271,578.56	332,000.00	155,000.00	758,578.56	271,578.56	318,433.09	65,272.24	655,283.89	100%	96%	42%	86%
127851	Strengthening Land-Governance	-	200,190.00	120,000.00	320,190.00	-	202,326.10	73,055.77	275,381.87	0%	101%	61%	86%
129326	Delivering Peace Dividends-LBR	-	-	986,813.53	986,813.53	-	-	363,281.96	363,281.96	0%	0%	37%	37%

TOTALS	4,818,910.39	7,054,138.73	7,443,363.52	19,316,412.64	4,770,119.76	6,312,126.76	3,502,708.17	14,761.830.69	99%	89%	47%	76%
---------------	---------------------	---------------------	---------------------	----------------------	---------------------	---------------------	---------------------	----------------------	------------	------------	------------	------------

2.2. POSITIONING OF THE IG PORTFOLIO IN THE (UNSDF), THE (CPD), PAPD AND ITS CONTRIBUTION TO THE SUSTAINABLE DEVELOPMENT GOALS (SDGs)

The IGP is complementary to and builds on existing frameworks and plans such as the Sustainable Development Goals (SDGs), Africa Union (AU) Agenda 2063, the Pro-Poor Agenda for Prosperity and Development (PAPD) 2018-2023, UNDP Strategic Plan 2018-2021, UNDP Liberia Country Project Document for the people of Liberia 2020-2024, and the UN Sustainable Development Cooperation Framework (UNSDCF) 2020-2024 for Liberia. To this end, the programme objectives are aligned with national needs and aspirations and is intended to support the government of Liberia to deliver on its obligations to the people. It was developed following consultations with the government's counterparts, civil society organizations (CSOs), community members, relevant UN Agencies and other Development Partners (DPs). The implementation and monitoring of the Portfolio will likewise be carried out using a multi-stakeholder and multi-faceted approach to break down silos and ensure collaboration, coordination, synergy coherence across programmes and across agencies. This is more out of the recognition that UNDP is not able to achieve the objectives set out in this Portfolio without collaborating and working with other partners.

TABLE-3



2.3. CONTEXTUAL CHANGES AFFECTING THE IG PORTFOLIO

Contextual changes that have affected the IG portfolio for the reviewed period can be attributed to the effectiveness of most of the IG project's interventions that are on track and towards achieving their desired outcomes. However, the Peace Dividend Project-Livelihood and economic development component have not provided tangible outcome results from its outputs showing how target beneficiaries at local levels or communities have been impacted. Although the Peace Dividend project's design is good, implementation modalities must be re-visited to ensure actual achievement of results of the planned outputs.

The IGP has reached planned targets for most of its key performance indicators for the reviewed period and there is evaluative evidence that the programme is making progress towards most of its expected results. During the evaluation, quantitative data was never administered, therefore, quantitative data are not reflected. However, qualitative data collected and reviewed during the period under review validated that the IGP is contributing to intended changes in the lives of target beneficiaries and has provided them with a better enabling environment.

It is established that although the evaluation covers all four strategic outcomes and twelve expected outputs as specified in the inclusive governance programme results framework (Table-4), the portfolio was slightly affected by the COVID-19 Pandemic due to shift in resources re-directed to achieve other unplanned outcomes in support of the Government of Liberia's efforts in fighting the pandemic that led to delay in its programme implementation. It is too early to measure any impact at this stage whereby majority of the projects are ongoing but at an early stage with few just commencing and only one project completely closed.

During the evaluation, the IGP was examined to determine if the different outcomes were in sync with the portfolio's objectives and anticipated outputs; whether they were complementary and progressed at diverse places in support of the GOL national priorities at all levels; additionally, whether they have been logically linked to the existing governance and capacity building strategies and also how they have provided support to transparent and accountable Justice, gender, citizens service delivery, peace building, and human rights perspectives. It is the evaluation team's conclusion that these indicative interventions /actions under each outcome are on track towards and steadily moving towards achieving their various desired goals.

Table (4) Overview of Outputs and Outcomes

INCLUSIVE GOVERNANCE PROGRAMMES - RESULT FRAMEWORK	
OUTCOME (S)	OUTPUT (S)
1. Enhanced capacity of formal and informal mechanisms to provide access to justice, uphold the rule of law and protect human rights especially for the most vulnerable & marginalized communities.	<p>1.1 National & local justice systems strengthened to secure access to justice and security;</p> <p>1.2 Legal policy, regulatory institutional framework uphold the rule of law and protect human rights;</p> <p>1.3 Institutions and systems strengthened to reduce corruption at national and sub- local levels to maximize resources available for pro-poor development;</p> <p>1.4 Sexual and reduced gender-based violence and access to sexual & reproductive health enhanced</p>
2. Effective service delivery, transparent and accountable decentralized governance systems.	<p>2.1 Legal policy and institutional framework strengthened to promote decentralized service delivery including marginalized and vulnerable groups;</p> <p>2.2 Transparent, accountable and decentralized local governance for effective service delivery established and strengthened;</p> <p>2.3 Citizens accountability mechanism to monitor, track and demand effective service delivery improved and promoted across the counties.</p>
3. Enhanced citizen's participation and inclusion in political, electoral, and decision-making, particularly for women, persons living with disabilities and youth.	<p>3.1 Strengthened electoral policy framework (laws, policies, institutions, and processes) for inclusive, transparent, and peaceful conduct of election;</p> <p>3.2 Enhance civic and voter education and public information toward inclusive and active democratic society and;</p> <p>3.3 Capacities of political parties improved to meaningfully participate in political electoral processes as well as decision making especially women, persons with disabilities and youth.</p>
4. Sustained peace, reconciliation & social cohesion at national and local levels.	<p>4.1 Reconciliation and peace building mechanism expanded and integrated into the governance structure at national and sub-national for with equal participation of women, persons with disabilities and youth;</p> <p>4.2 Sustain peace through decentralized, inclusive sand participatory governance systems and structure enhanced and;</p> <p>4.3 Harmonized peace building architectural and early warning systems for conflict prevention, conflict management and peace building at national and local levels ensuring women, persons with disabilities and youth participation in the peace building process</p>

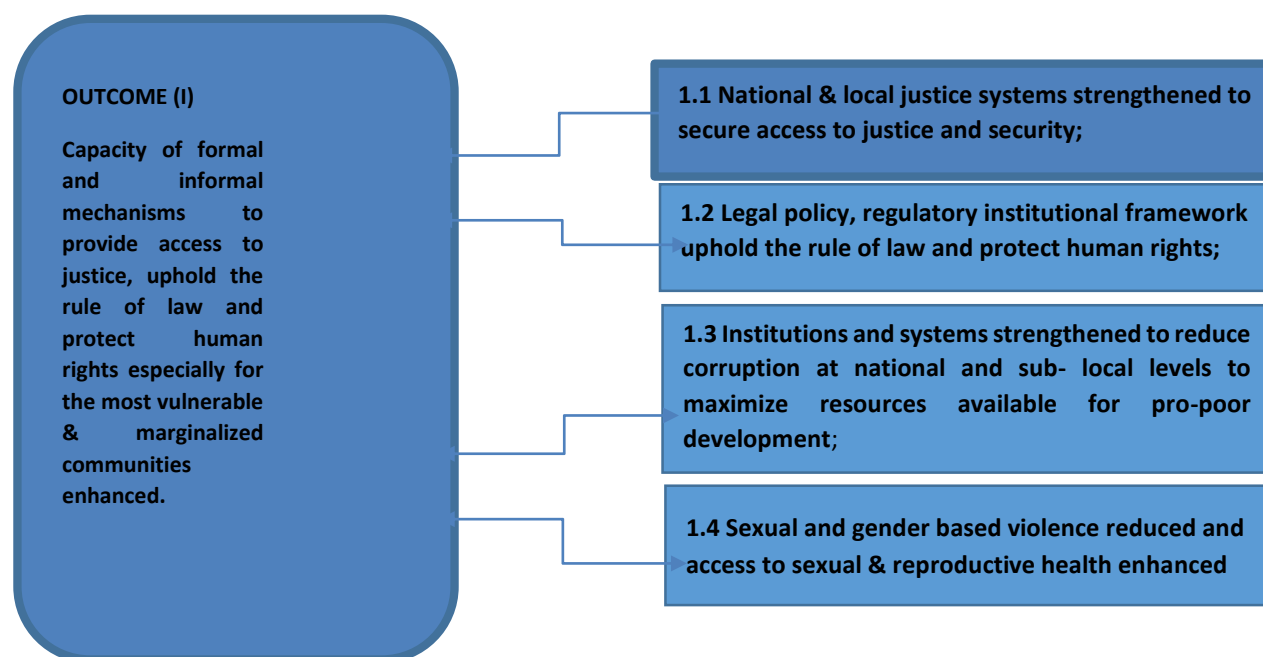
3. IG Portfolio Results at Outcome/Output Levels – Degree of Change

1.1 THE POSITIVE OR NEGATIVE, INTENDED OR UNINTENDED CHANGES BROUGHT ABOUT BY UNDP’S INTERVENTION IN THESE STRATEGIC OUTCOMES

The extent to which UNDP made significant contributions and/or changes in terms of key strategic inputs and outcomes is rated satisfactory at a current portfolio delivery rate of 76% due to the fact that majority of these projects are still ongoing, few are just commencing operationally with only one closed. See financial analysis and operational framework (Table-1 & 2). These positive or negative, intended or unintended changes brought about by UNDP’s intervention in these strategic outcomes and output levels were determined by the effectiveness of the portfolio’s interventions thus keeping on track towards achieving its desired results for the period under review as follows:-

OUTCOME 1: INTENDED CHANGES

Figure (1)

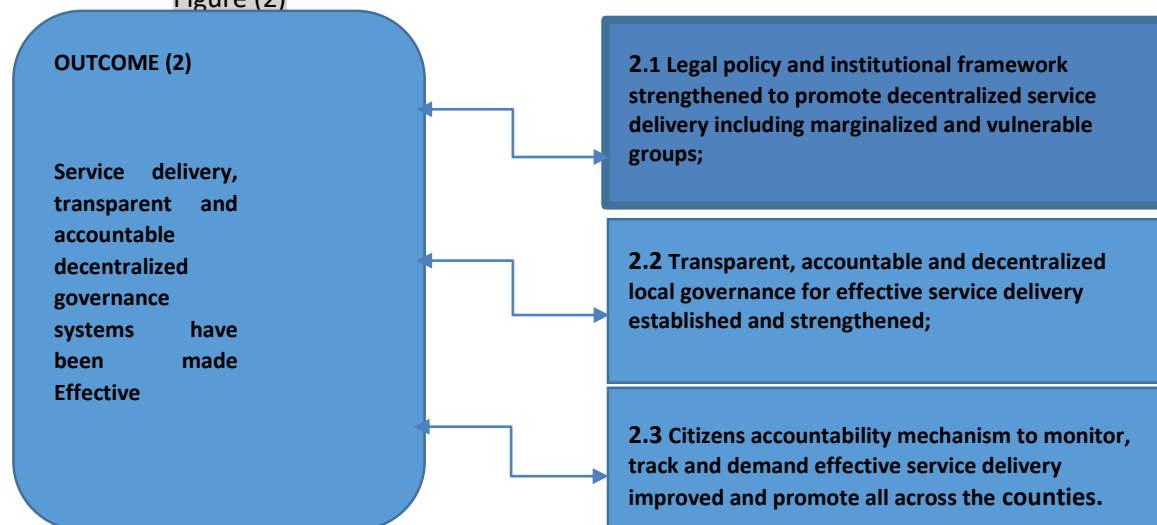


Changes in the capacities of formal and informal mechanisms to provide access to justice, uphold the rule of law and protect human rights for the most vulnerable & marginalized communities were enhanced for the review period and various targets for **outcome (1)** have been achieved through implementation of projects activities carried out by the Rule of Law, Liberia Anti-Corruption and Liberia Spotlight Initiatives. **(Details are found under findings provided for each evaluation criteria).** This outcome includes the following outputs: National & local justice systems strengthened to secure access to justice and security; Legal policy, regulatory institutional framework uphold the rule of law and protect human rights; Institutions and systems strengthened to reduce corruption at national and sub- local levels to maximize resources available for pro-poor development; Sexual and gender based violence reduced and access to sexual & reproductive health enhanced. For examples: Under the spotlight Initiatives, Rule of Law and Liberia Anti-corruption projects, changes have occurred as follows, Identifying and sending many cases to court

frequently deterred violent behavior and reduced the occurrence of violence; Reduction experienced in rape and domestic Violence cases since the inception of Spotlight program. This has been due to the continuous awareness conducted on radios and community around SGBV prevention; Also, Strong collaboration among the criminal justice actors and civil society organizations had substantial possibilities and reduced pre-trial detention and extension prison overcrowding. The well-established partnership between CSOs, Police, Prisons and the Judiciary often time led to the release of several pre-trial detainees, which helped to decongest the prisons and the court dockets; Collaboration among the different actors to address the concerns of SGBV survivors helped to strengthen the service provision and response Various partners complementarity collaborated to support survivors and other vulnerable groups; this strategic IG intervention provided huge potentials regarding their access to justice and support to restore their health and psychological wellbeing. Institutional capacity of the Ministry of Justice has also been strengthened to effectively provide essential gender sensitive prosecutorial services to the population, particularly women and children. LACC capacity strengthened through E-platform set up for data collection, corruption cases tracking and reporting as well as training of some LACC staff deployed across Liberia. All projects under this outcome are still ongoing and in sync with IG operational framework (**Table -1**).

OUTCOME 2: INTENDED CHANGES

Figure (2)

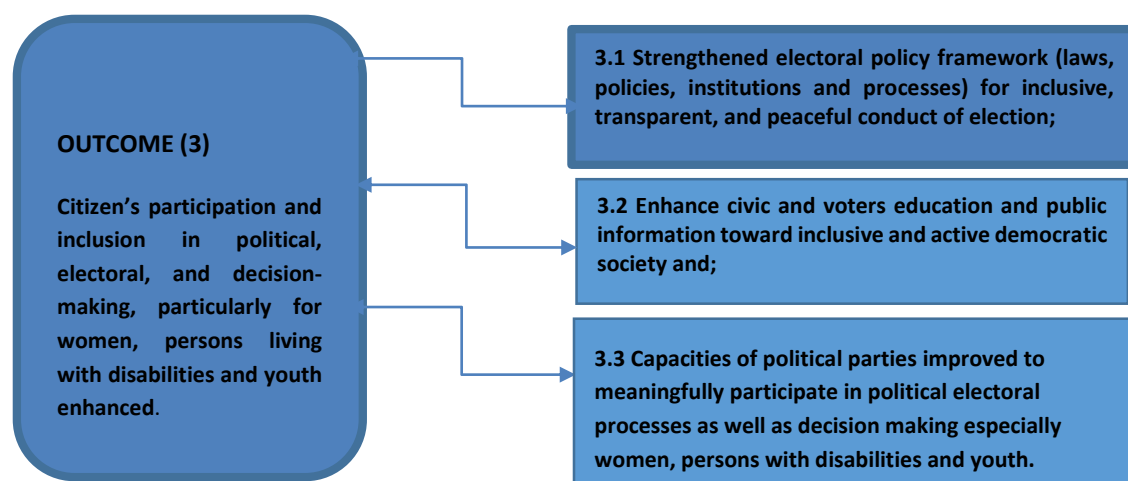


Changes in Service delivery, transparent and accountable decentralized governance systems have been made effective. Targets for **Outcome (2)** have been achieved through implementation of projects activities carried out by LDSP Phase II, Capacity Development Phase II and Rapid Financial Framework. They include the following outputs: Legal policy and institutional framework strengthened to promote decentralized service delivery including marginalized and vulnerable groups; Transparent, accountable and decentralized local governance for effective service delivery established and strengthened; Citizens accountability mechanism to monitor, track and demand effective service delivery improved and promote all across the counties. (Example: Changes to the portfolio derived from CSCs, one stop shop service delivery in 15 counties and Citizens' participation in governance enhanced through the expansion of the Feedback Mechanism. The RRF- CFM, a mobile and online platform that provides the space for citizens to report on

the quality of public services and offers evidence-based information that informs the performance of various MACs. These changes focused on expanding and enhancing service provision at the CSCs; and bringing government closer to the people through the CFM (Grievance Management mechanism) which contributed to enhancing accountability at the local and national levels; reducing the inequalities in accessing basic social and economic services; and providing economic opportunities especially for women. It has also ensured trust and inclusion, built community resilience, and improved capacity for continued effective service delivery. Ramps constructed at CSCs for PWD, etc. These 3 IG Projects are still ongoing with one ending in September, 2022.

OUTCOME 3: INTENDED CHANGES

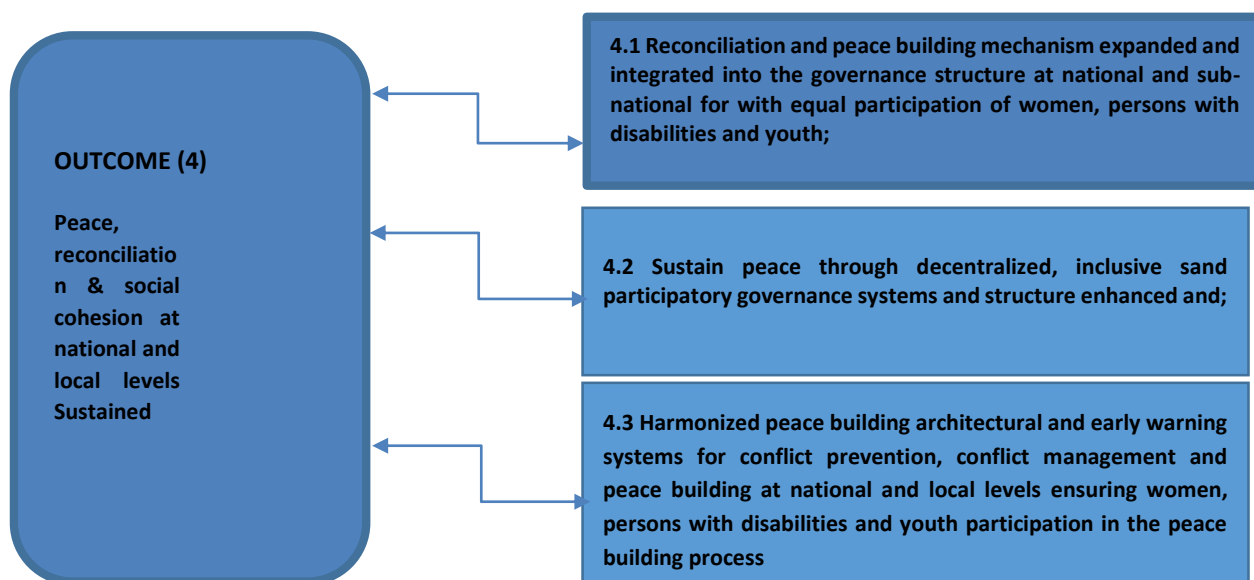
Figure (3)



Changes in Citizen's participation and inclusion in political, electoral, and decision-making, particularly for women, persons living with disabilities and youth were enhanced. Targets for **Outcome (3)** have been achieved through implementation of projects activities carried out by the Liberia Election Support Project (LESP) and Promoting Inclusive Political Participation & Eliminating Violence against Women Project with both effecting changes. They include the following outputs: Strengthened electoral policy framework (laws, policies, institutions and processes) for inclusive, transparent, and peaceful conduct of election; Enhance civic and voters education and public information toward inclusive and active democratic society and Capacities of political parties improved to meaningfully participate in political electoral processes as well as decision making especially women, persons with disabilities and youth. Some changes include: (Example:-Women have established strong advocacy authority in Bomi, Gbarpolu County-County where sitting positions have been allotted to them); Also, the successful senatorial elections that took place in Lofa County. These two IG projects are still ongoing and in sync with IG operational status reporting.

OUTCOME 4: INTENDED CHANGES

Figure (4)



Changes in Peace, reconciliation & social cohesion at national and local levels have been sustained. Targets for **outcome (4)** were achieved for the period under review through implementation of projects activities carried out by Cross Border Phase II, Peace Building & Reconciliation, Liberia Strengthening Land Governance and Peace Dividend projects. They include the following outputs: Reconciliation and peace building mechanism expanded and integrated into the governance structure at national and sub-national for equal participation of women, persons with disabilities and youth; Sustain peace through decentralized, inclusive and participatory governance systems and structure and Harmonized peace building architectural and early warning systems for conflict prevention, conflict management and peace building at national and local levels ensuring women, persons with disabilities and youth participation in the peace building process. Some changes affected include timely implementation of the Peace Building & Reconciliation between border countries promoted cooperation, increased social cohesion between cross-border communities and strengthened conflict prevention mechanisms at the community level thus enabling community members to identify and resolve immediate problems and triggers of conflict. (For instance, a post-CCB II project perception survey for beneficiaries of both countries showed 88% beneficiaries as compared to 70% at the beginning of the project. Also, young people who have been at the center of marginalization and frustrations as well as women were empowered as peace champions within their communities and have become beneficiaries from immediate delivery by peace-relevant dividends at the county and local levels. Additionally, the Peace Dividend project has tackled local conflict triggers and addressed common grievances but lagged on supporting promising livelihoods opportunities. The economic development component which is expected to be scaled up and support increasing numbers of risk at community members has not been able to provide tangible outcomes.

Additionally, Support provided Under the Liberia Strengthening Land Governance and Peace Dividend project to empower LLA to conduct trainings for community members on the formalization process of customary and awareness in these communities on the LLA Acts and the Land Rights Act; Appointment of the Interim Coordination Committee (ICC) members and signing of MoU by the agreed communities, for development of community sketch maps, signing of the self-declaration certificate, etc. were done. The Community Land Dispute Management Committees (CLDMC) were established in 10 communities which was a significant accomplishment that effected changes and brought about collaboration of community women's groups to support women that led and managed public information campaigns to increase the engagement and ownership of women in land management.

The LLA, with support from the United Nations Peacebuilding Fund, conducted historic land surveys in Grand Cape Mount, Maryland, Nimba and Sinoe counties, paving the way for the issuance of the country first-ever legally recognized title deeds to indigenous communities for communally held land. This intervention benefited 43 towns in the four project catchment counties. This effected significant change and is expected to end centennial tensions between various communities, and companies that were granted mining and farming concessions with little regard, involvement, or consultation with local communities.

Accordingly, the boundary harmonization and confirmatory land survey was a major milestone for consolidating Liberia's fragile peace and preventing future conflicts centering on land demarcation and ownership. It is expected to set the stage for greater social cohesion, and promotes national reconciliation required to spur sustainable development. Also, the issuance of community land title deeds is one of the dividends of peace that will effect change by bringing about a more peaceful social cohesion within and between communities. It is worth noting that land conflicts were major factors that fueled the protracted 14-year civil war in Liberia. These three IG projects are ongoing.

4. Key Findings

4.1 RELEVANCE

4.1.1 EXTENT TO WHICH THE OBJECTIVES OF THE DEVELOPMENT INTERVENTIONS ARE CONSISTENT WITH BENEFICIARIES' REQUIREMENTS, COUNTRY NEEDS, GLOBAL PRIORITIES AND PARTNER.

The cardinal points for assessing the extent to which an intervention is doing the right thing is to look at how the intervention addresses beneficiaries' needs, global, country and partner/institution needs, policies and priorities, and the extent that the intervention continues to do so if circumstances change. In this regard, a strong linkage was observed between the Inclusive Governance Portfolio (IGP) and the UNDP Liberia Country Programme Document (CPD) (2020-2024) on all outcome levels. For instance, the portfolio strongly contributes to the CPD's Output 1.2: Capacities of government at subnational levels strengthened to promote inclusive decentralized service delivery including to marginalized and vulnerable groups; Output 1.4: Institutions and systems strengthened to reduce corruption at national and subnational levels to maximize resource availability for pro-poor development; Output 2.1. National and local justice systems enabled to ensure increased access to justice and security; Output 2.2. Reconciliation and peacebuilding mechanisms expanded and integrated into the governance structure at national and subnational levels,

with equal participation of women; and Output 3.1: Systems strengthened to enable implementation of gender sensitive and risk-informed prevention and preparedness to limit the impact of natural hazards and climate change and promote peaceful, just and inclusive societies.

Output 1.2: Capacities of government at subnational levels strengthened to promote inclusive decentralized service delivery including to marginalized and vulnerable groups	<input type="checkbox"/> LDSP Phase II <input type="checkbox"/> Capacity Development Phase II <input type="checkbox"/> Rapid Financial Framework
Output 1.4: Institutions and systems strengthened to reduce corruption at national and subnational levels to maximize resource availability for pro-poor development	<input type="checkbox"/> Rule of Law <input type="checkbox"/> Liberia Anti-Corruption <input type="checkbox"/> Liberia Spotlight Initiatives
Output 2.1. National and local justice systems enabled to ensure increased access to justice and security	<input type="checkbox"/> Rule of Law <input type="checkbox"/> Liberia Anti-Corruption <input type="checkbox"/> Liberia Spotlight Initiatives
Output 2.2. Reconciliation and peacebuilding mechanisms expanded and integrated into the governance structure at national and subnational levels, with equal participation of women	<input type="checkbox"/> Cross Border Phase II <input type="checkbox"/> Peace Building & Reconciliation <input type="checkbox"/> Liberia Strengthening Land Governance <input type="checkbox"/> Peace Dividend
Output 3.1: Systems strengthened to enable implementation of genders sensitive and risk-informed prevention and preparedness to limit the impact of natural hazards and climate change and promote peaceful, just and inclusive societies	<input type="checkbox"/> Promoting Inclusive Political Participation & Eliminating VAW <input type="checkbox"/> Liberia Election Support Project (LESP)

All relevant stakeholders consulted during the evaluation and the review of relevant documents showed that Inclusive Governance Portfolio (IGP) is relevant to the current needs of GoL as captured in the Pro-Poor Agenda for Prosperity and Development (PAPD) (2018-2023)¹⁴. The national targets of the GoL within the PAPD are set out under four (4) pillars as follows: (1) Power to the People (Liberians empowered with skills and tools to gain control of their lives); (2) The Economy and Jobs (Private Sector-Led growth and job creation through prudent management of the economic inclusion process and more effective resource mobilization); (3) Sustaining the Peace (Promoting a cohesive society for sustainable development); and (4) Governance and Transparency (Building state capability for inclusive and accountable governance and sustainable development)¹⁵. The UNDP IGP is aligned and contributes to the third, and fourth pillars of the PAPD.

IGP activities are also aligned with international and regional commitments of the GoL including AU's Agenda 2063, and the Sustainable Development Goals (SDGs). For instance, the Liberia Electoral Support Project contributes to SDG 5 and 16, and Goals 11, 12, 13, 17, and 18 of the African blueprint Agenda 2063. The Capacity Development project also generally contributes to strengthening national and local

¹⁴ The Pro-Poor Agenda for Prosperity and Development (PAPD), which was launched in 2018 sets out the current development priorities of the GoL and integrates Sustainable Development Goals and the principles of the New Deal for Engagement in Fragile States.

¹⁵ The Government of Liberia (2018). Pro-Poor Agenda for Prosperity and Development, pp.19

capacity to implement PAPD, SDG and Agenda 2063. The Rule of Law, the Decentralization, and Peace Building projects also contribute to SDG 5, 10, 11, and 16.

Furthermore, the IGP is aligned with governance sub-sector strategies, policies and legal documents of the GoL as the individual projects were conceived through strong engagements with stakeholders. The joint programming with the national partners, other UN agencies, development partners and relevant stakeholders laid a sturdy foundation for diagnostic assessments of contextual issues and identifying needs and priorities of beneficiaries' institutions. In this regard, the activities under the IGP have supported the development, and or implementation of several governance related strategic and legal documents including the Local Government Act; Liberia Land Rights Act; Investment Plan for Building a Resilient Health Sector (2015-2021); Liberia Peace building Plan; The strategic Framework for National Healing, Peace Building and Reconciliation, Local Government Gender Policy, Ministry of Local Government bill, Public Finance Management amendment bill; the Revenue Code of Liberia amendment bill, Aid Management and NGO Policy; Alternative Dispute Resolution (ADR) Policy. Additionally, the portfolio is supporting the Judiciary to establish a case management system, and a legal aid clinic at the Louis Arthur Grimes School of Law of the University of Liberia (LAGSL-UL). The alignment of the portfolio with these strategies documents underscores its relevance within the national priorities of the GoL

The application of UN reforms (such as the human rights-based approach and the principle of leaving no one behind) also helped in aligning the individual projects with the needs of women, people with disability, and other marginalized and vulnerable groups. For instance, the IGP has promoted expeditiously delivery of justice to survivors of SGBV, is promoting gender mainstreaming at every stage of programme development, and sub-national planning, and is facilitating the inclusion of people with disability in the electoral processes of Liberia. Also, the IGP promotes equal access to the County Service Centers (CSCs) for physically challenged people in the spirit of "leaving no one behind".

The GoL was also supported by UNDP through the IGP to address the uncertainties and challenges brought by the Covid-19 pandemic with emphasis on the needs of women, the poor, vulnerable and marginalized groups. Through the IGP UNDP supplied COVID-19 prevention and response materials to the Ministry of Health, Liberia National Police (LNP), the NEC, Bureau of Corrections and Rehabilitation (BCR) among others. Capacity was provided to the Community Services Section (CSS) of the LNP to carry out community awareness and training on COVID-19 and SGBV across the country. The capacity building and awareness raising on Covid-19 prevention were provided to personnel of the BCR and the MoH to conduct human rights monitoring and COVID-19 sensitization in prison facilities across the country using the human rights-based approach. UNDP contributed to the prevention of COVID-19 in prison facilities across the country and helped to enhance the understanding and knowledge of the general population and prisons inmates on how to prevent and respond to incidents of COVID-19 and SGBV (mainly rape).

In view of the above, some categories of grouping, particularly youth groups, are left out of the UNDP efforts to promote inclusive governance. Although the projects under the IGP have several activities focusing on women, less can be said about youths. Similarly, the needs of the physically challenged are not much reflected in the UNDP project documents as compared to women. Also, despite the effort to improve women participation in project activities, there is proportionally low women participation

compared to men. For instance, training programmes are widely dominated by men. The 64 corrections officers trained on human rights, prisons management and inmate care involved 47 (73%) men and 17 (27%) women, the specialized trainings on gender and human rights, anti-human trafficking, border management and migration for 233 apprentice LIS personnel involved 195 (84%) men and 38 (16%) women, while the Magistrates Training Workshop on EDR for 19 Election Magistrates involved 17 (89%) men and 2 (11%) females. Similarly, the Hearing Officers Training for 21 Hearing Officers and 22 clerks involved 32 (74%) men and 11 (26%) women while the Political Parties' Lawyers Training for 35 party representatives involved 23 (66%) men and 12 (34%) women lawyers.

4.1.2 THE EXTENT TO WHICH UNDP'S ENGAGEMENT IN GOVERNANCE SUPPORTS THE REFLECTION OF STRATEGIC CONSIDERATIONS OF ITS DEVELOPMENT CONTEXT IN LIBERIA AND ITS COMPARATIVE ADVANTAGE VIS-A-VIS OTHER PARTNERS.

UNDP has leveraged its comparative strengths, as an impartial, high-level mediator on sensitive reforms to support all the different arms of government Judiciary, Legislature, and Executive (through sector ministries). For instance, UNDP is acknowledged by the GoL for its technical and advisory support in the development of the reigning national development plan¹⁶. UNDP has supported democratic governance, provided leadership for high level political reforms in the rule of law and justice, peace building and cohesion, electoral processes, decentralization and local governance with focus on vulnerability and human right issues.

As a connector, and an integrator, among diverse partners and interest groups, UNDP has been able to engage national implementing partners of the GoL, other County governments, UN agencies, and some leading donors in the governance sector of Liberia in the design and implementation of several inclusive governance interventions. For instance, in line with the UN Delivering as One framework¹⁷, UNDP has engaged in joint programming and/or co-funding with other UN Agencies including UN Women, World Food Programme, Office of the United Nations High Commissioner for Human Rights (OHCHR), United Nations Children's Fund (UNICEF), United Nations Population Fund, United Nations High Commissioner for Refugees (UNHCR), and the International Organization for Migration. In this regard, UNDP shares competencies with other UN Agencies, leveraging on the comparative advantage of each agency. UNDP also engages in co-funding with the Government of Germany and the European Union, which together with the other UN agencies increases accountability, efficiency, and coherence. Also, UNDP has facilitated dialogues and consultative meetings between national government, NGO, and COSs on national policies and related action planning.

Again, UNDP has been able to engage some CSOs through micro grant agreements to deliver advocacy, education, and awareness creation services. For instance, the Institute for Research and Democratic Development (IREDD) and Naymote Partners for Democratic Development (NAYMOTE) in the advocacy engagement with legislators for the passage of the Revenue Sharing Bill. UNDP has also been able to engage some academic institutions in conducting peace education, and establishment of legal aid clinic.

¹⁶ See Acknowledgement from the Minister of Finance and Development Hon. Samuel D. Tweah Planning on page ii of the PAPD

¹⁷ United Nations Development Operations Coordination Office (2015). Delivering as One on the MDGs and the Post 2015 agenda. Available at: <https://unsdg.un.org/sites/default/files/Delivering-as-One-on-the-MDGs-and-the-Post-2015-agenda.pdf>

However, UNDP's engagement with the private sector and academia, for instance for the purposes of additional funding, local level knowledge and research capacities seems minimal.

4.1.3 EXTENT OF UNDP'S SELECTED METHOD OF DELIVERY APPROPRIATENESS TO THE DEVELOPMENT CONTEXT

The evaluation found that the method of delivery has been consistent with the theory of change underpinning the IGP as the interventions under the portfolio that have focused on improving the "quality of core government functions to deliver quality essential goods and services to the population as the foundation of the social contract between the people and the State"¹⁸. In line with UNDP's approach to supporting capacity development, the IGP has been built on interventions that supports the enabling environment (policies, legislation, power relations, social norms), Organizational level (internal policies, arrangements, procedures, frameworks), and Individual level (experience, knowledge, technical skills)¹⁹. In support of the objective of building national capacity to deliver quality essential goods and services to the population.

As part of good practice of the project design process, the IGP has been designed with the integration of identified country's needs. The interventions under the IGP have been designed based on some macro and micro level situational analysis, as well as risk analysis which together inform the implementation modalities. The interventions are supported by assessment of the current capacity gaps of partner institutions which has helped to tailor the interventions to the specific needs of the partner institutions. For instance, the development of comprehensive Capacity Development Plan for the Ministry of Health in 2020 was informed by capacity assessment of the grant's management and program implementation capabilities of the Ministry of Health (MOH), which helped to address the Global Fund's and the Inspector General's major concerns about continued obstacles and threats to effective grant management and oversight.

As mentioned earlier, UNDP has engaged in joint programming with the national partner institutions. For instance, the annual work plans under the electoral support project are developed jointly by UNDP and the National Elections Commission (NEC). The UNDP and the Independent National Human Rights Commission (INHRC) jointly developed a joint five-year (2020 – 2024) Peacebuilding, Reconciliation and Social Cohesion (PRSCP) Programme. The joint planning and implementation with the national partners facilitate capacity building through learning by doing, promote ownership, and enhance the potential for sustainability.

The evaluation found evidence that shows that UNDP engages in critical assessment and leverages on lessons learnt from its own interventions and that of other development partners in the same field to inform adaptive management and design of new interventions. For instance, lessons learnt are captured in its annual progress reports. Lessons learned are also captured in project design documents and some links can be identified between individual strategies and lessons learned from ongoing or previous interventions or UNDP and other development partners. For instance, Cross border phase II, Justice and

¹⁸ UNDP Country programme document for Liberia (2020-2024). pp.5

¹⁹ UNDP (2008). Capacity Development PRACTICE NOTE. Available at:
http://contenttext.undp.org/aplaws_publications/1449053/PN_Capacity_Development.pdf

Security for the Liberian People – Phase II and the Strengthening National and Local Capacity to Implement PAPD, SDG and AGENDA 2063”, builds on the progress and lessons learnt from previous interventions to consolidate gains from previous phase, and enhance the consistency between the project interventions and the changes within the development context.

4.1.4 EXTENT OF UNDP INFLUENCE IN NATIONAL DEBATES ON GOVERNANCE ISSUES, NATIONAL POLICIES ON LEGAL REFORMS AND HUMAN RIGHTS PROTECTION

It is assessed that UNDP has been very influential in national debates on governance issues, national policies on legal reforms and human rights protection in Liberia. In 2021, UNDP established a Development Dialogue platform aimed at highlighting sustainable development initiatives and advocacy awareness on issues that aligns with the government PAPD. Panels are set up with several topics and participants include CSOs, Development partners, project team whereby best practices and lessons learned are shared nationally and internationally. The influence of UNDP in the governance sector of Liberia is evident through the interventions that UNDP has supported in creating an enabling environment for inclusive governance. For instance, for peace, security and social cohesion, UNDP has supported policy briefs from SCORE waves; review and harmonization of the roadmap for peace and reconciliation; establishment of PBO LERN Platform as early warning signs and indicators for potential conflicts; and establishment of a comprehensive legal aid system. UNDP has been instrumental in the prevention, mitigation and resolution of conflicts and the promotion of respect for human rights by conducting awareness and education activities on peace, human rights and social cohesion, as well as supporting efforts to resolve disputes and conflicts in Liberia. Again, UNDP supported the National Aid and NGO Policy of Liberia which was validated by stakeholders and endorsed by Cabinet on September 11, 2019, and officially launched on September 5, 2020.

In the field of local governance, UNDP has supported the development of Local Government Gender Policy, the Ministry of Local Government bill, Public Finance Management amendment bill, the Revenue Code of Liberia amendment bill, and Passage of Revenue Sharing Bill. UNDP also supported legal review and analysis of laws inhibiting the implementation of the Local Government Act (LGA) in particular, and decentralization in general. UNDP has supported awareness and sensitization on the decentralization process by engaging local media and CSOs to provide massive public information, education and Communication (IEC) activities on the local government Act (LGA). UNDP has supported the development and implementation of Citizens’ Feedback Mechanism (CFM) to enable citizens to give direct feedback on service delivery at county service centers and other government functionaries at the sub-national level. The activities of UNDP have culminated in recommendations for the amendment of the Constitution of Liberia.

To promote rule of law, justice and human rights, UNDP supported the development of Government of Liberia & Partners’ Roadmap on Ending SGBV (2020-2022), the establishment of legal aid clinic at the Louis Arthur Grimes School of Law of the University of Liberia (LAGSL-UL). UNDP supported the renovation and operationalization of two divisions of Criminal Court E established in Bong and Nimba Counties to increase access to justice for survivors of SGBV. UNDP has been involved in awareness raising on SGBV prevention,

advocate and lobby for change in laws and policies that are discriminatory and against women and raise awareness on the existing legal and policy frameworks that seek to address SGBV and HPs.

Additionally, UNDP supported the Ministry of Justice to validate and finalize five sections of the Criminal Procedure Laws to reduce prolonged pre-trial detention, case overload and backlog, and supporting the Judiciary to establish a case management system. Also, UNDP contributed to enhancing accountability and oversight of the Liberia National Police (LNP) by supporting the establishment of the Civilian Complaints Review Board (CCRB) that has been working collaboratively with the Professional Standard Division (PSD) to hold police officers accountable for professional misconduct in relation to civilians. Similarly, UNDP provided support to the Ministry of Justice (MoJ) to facilitate the completion of the Public Safety and Private Security Act, by reviewing and improving a draft that was already developed. UNDP engaged civil society to provide public legal awareness, legal aid and paralegal support, and engagement of public voices in transitional justice processes, accountability and anti-corruption.

UNDP supported education and awareness creation among citizens on various governance issues. Also, UNDP supported UNDP NEC to strengthen public information on the Referendum questions by conducting Referendum and outreach, including awareness messages, ballot paper design and referendum results management system. UNDP was involved in promoting peaceful elections and prevention of electoral violence through sensitization and awareness creation in various communities targeting youths and other would-be agents of violence.

4.1.5 IDENTIFIED GAPS ON PROGRAMME DESIGN, ALIGNMENT WITH BENEFICIARIES NEEDS

Overall, the IGP portfolio responds to some of the most critical issues on inclusion in Liberia. While there is consensus that the portfolio is relevant, some stakeholders postulate that the IGP is not addressing the totality of inclusion. Certain specific groupings are not much covered as compared to others. Particularly, the needs of youth and people with disability do not reflect in the project documents as much as women. In most of the IGP interventions, there is no systematic consideration of the needs of people with disability. There is sparingly mention of “people with disability” in the project documents. There are no project specific indicators and targets for people with disability. Despite the significant investment that has been made to enhance women participation and inclusion in political, electoral, and decision-making, the SCORE report of 2021 indicates that citizens’ confidence in women leadership have not improved much. Capacity building workshops and training for national partners continue to be dominated by men.

There is reversal of gains made during UNMIL in 2018. For instance, on the eve of UNMIL’s departure, the LDSP county service centers were functioning well: issuing birth and marriage certificates; drivers’ licenses; school permits at the local level. These have been reversed and today these services are signed on by the Minister who sits in Monrovia. There is staff attrition at the service centers because of poor remuneration and lack of other attendant facilities

Systemic changes took place between 2005 and 2018 with UNMIL playing a pivotal role. Liberia had the opportunity to catch up with the rest of the region. Retrogression set in and today the country is far behind others in the region. For example, there are no qualified magistrates to enforce the rule of law and promote access to justice or improve the quality of legal interpretation of the law; circuit courts are overburdened with unheard cases leading to delays in dispensing justice.

4.2 EFFECTIVENESS

4.2.1 THE EXTENT TO WHICH THE DEVELOPMENT INTERVENTION'S OBJECTIVES WERE ACHIEVED, OR ARE EXPECTED TO BE ACHIEVED, TAKING INTO ACCOUNT THEIR RELATIVE IMPORTANCE.

Effectiveness, as defined by OECD and accepted globally, is the extent to which the development intervention's objectives were achieved, or are expected to be achieved, considering the programme planned results/outputs and actual achievements made during its implementation. Hence, overall effectiveness of its performance is rated satisfactory although hampered by the Lack of adequate Institutional Memories/Champions at various MACs to drive the governance agenda; lack of planning for intermediate results (objectives and progresses) and lack of framework for capacity building assessments, etc. It is worth noting that although some of the programme activities were delayed due to the COVID-19 pandemic and some programme resources were redirected in support of the Government of Liberia's efforts in fighting the pandemic, the inclusive governance portfolio still achieved its objectives during programme implementation for the period under review.

Accordingly, the following questions are being asked to understand and further address programme 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 improve governance at the local level in Liberia? Do these local results aggregate into nationally noteworthy results? Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver governance services? How effective has UNDP been in partnering with civil society and the private sector to promote good governance in Liberia? Has UNDP utilized innovative techniques and best practices in its governance programming? Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Liberia? What contributing factors and impediments enhance or impede UNDP performance in this area?

4.2.2 EVIDENCE OF UNDP SUPPORT THAT HAS CONTRIBUTED TOWARDS AN IMPROVEMENT IN NATIONAL GOVERNMENT CAPACITY, INCLUDING INSTITUTIONAL STRENGTHENING?

UNDP contribution towards an improvement in national government capacity and institutional strengthening is evident in all of the IG projects activities and by its numerous contributions to all of the most significant priorities of Liberia's transition as defined by the government. In this regard, the IGP helps support the GOL through democratic governance, legal and policy framework, system strengthening, institutional capabilities development as well as essential service delivery to the population.

Evidently, UNDP support towards building national capacity and institutional strengthening is clearly reflected through all the twelve (12) interventions in the IG portfolio involving the Promotion of better governance at national and local level. For example, workshops, training, organizational aspects involving legislature, MACs, local government officials (superintendents, Town & Chiefs, Governors) and technicians were trained in procurement practices; the concepts, theories and practice of Gender Responsive Planning and Budgeting, Legislature governance functions; Rule of Law-legal practitioners trained in SGBV, WACSPS case handling, Border issues, land harmonization and many others.

Although substantial efforts have been undertaken to assess capacity, develop various strategies to adequately address gaps and shortcomings and establish units in the government to ensure that the capacity building and strengthening efforts are sustainable, results have only been achieved partially. This is attributed to the following factors, the lack of Institutional Memories-Champions resulted from high staff turnover at various government institutions including UNDP to drive the governance agenda; the lack of planning for intermediate results (objectives and progresses) and lack of framework for capacity building assessments, etc. Additionally, the portfolio is being hampered in most instances especially, where capacity building becomes paramount and will require more resources, time and awareness raising plus a very “SMART” approach. Going forward, such will also require intense efforts to periodically convince government workers at higher level on what is required to make progress that leads to sustainable development and peace in Liberia.

UNDP engagement under the ROL programme has supported institutional and technical capacity building and strengthened anti-graft institutions, media and CSOs to monitor and respond to corruption. In this regard, progress has been made enabling them to monitor and respond to corruption. This Programme delivered interventions in collaboration with the Liberia Anti-Corruption Commission (LACC) and civil society organizations aimed at strengthening the capacity of LACC, CSOs and the media to monitor and respond to corruption. Additionally, the ROL programme has provided specialized training for judges, prosecutors, investigators, lawyers, victim support staff/social workers and forensic/medical staff providing pro bono services to survivors of GBV, ensuring representation of women amongst the beneficiaries, etc.

UNDP has also supported the development of a comprehensive Capacity Development Plan for the Ministry of Health (MoH) under the MOH/GF Programmes Implementation project. As part of the capacity building strategy, a specialist capacity development team has been embedded within the Programme Coordination Unit (PCU) of the MoH. Through the implementation of the capacity development plan, UNDP has contributed to strengthening the institutional arrangements, financial management systems, health information management system, and monitoring and evaluation systems of the MoH.

Through the spotlight project, UNDP continues to support capacity building of nine (9) Justice, Security and Gender Institutions (including the Liberia National Police, Liberia National Fire Service, Bureau of Corrections and Rehabilitation; the Liberia Drugs Enforcement Agency; Ministry of Justice, the SGBV Special Crimes Unit). UNDP supported the renovation of two (2) WACPS facilities in Zorzor, Lofa County and Sanniquellie, Nimba County including the establishment of victims’ protection rooms to facilitate speedy trials of sexual violence crimes.

Under the LESP, UNDP supports capacity building of the NEC and electoral stakeholders to be able to improve the quality, transparency and credibility of the electoral process. For instance, UNDP Chief Technical Adviser continues to provide support and advice to the Board of Commissioners, Executive Director and Deputies, as well as various NEC Departments. UNDP in collaboration with JTF, supported the Peacebuilding Office in developing Standard Operating Procedures (SOPs) for the Election Situation Room. UNDP in partnership with the ECOWAS team supported the finalization of the credible voter registration roll including duplication of the data and improvement of the Final Registration Roll's overall quality. The support from UNDP and its partners led to enhanced transparency and credibility of the

electoral process under which the NEC conducted 2020 Special Senatorial Elections (SSE) and Referendum.

UNDP has continued to strategically position itself in terms of providing global expertise to government and other beneficiaries given the requisite capacity of experts available which has provided relevant and effective inputs both in terms of its work in Liberia. UNDP has successfully secured a niche for itself during each stage of a phased approach to the transition from conflict to sustainable development and has sought to address each among the most intractable structural causes of conflict as such, UNDP's work remains key to long-term stability and development in Liberia.²⁰

4.2.3 EXTEND TO WHICH UNDP HAS BEEN EFFECTIVE IN HELPING IMPROVE GOVERNANCE AT THE LOCAL LEVEL IN LIBERIA?

It is the evaluation team's assessment that UNDP is contributing to the achievement of the inclusive governance outcome by helping to improve governance at the local level. This is evident by programme initiatives put in place by the GOL and UNDP through LDSP II (2020-2022) project which have been effective in driving the decentralization agenda in Liberia. The LDSP Phase II (2020-2024) targets decentralization of administrative and political governance in Liberia; operationalizes the newly approved Local Government Act; implements a fiscal decentralization component implemented with the MFDP and is aligned to the peace building and reconciliation processes, Public Sector Reform Agenda, Civil Service Reform (CSR) and the Pro-Poor Agenda for Prosperity and Development (PAPD) - under Governance Pillar IV. By extension, it supports the implementation of all pillars of the United Nations Sustainable Development Cooperation Framework, the PAPD and the SDGs particularly goals 1, 5, 16 and 17. In this regard, Results expected to accrue from the Liberia Decentralization Support Programme (LDSP) Phase II (2020-2024) involves inclusive governance, provision of basic services and devolution of authority and allocation of authority and resources at the most appropriate levels of government.

Under the Spotlight Initiative, the programme supported the national consultant hired by EU Delegation to conduct the Mid-term assessment on phase one of the LSI Programme. Feedback from the Mid-Term Assessment (MTA) revealed that pillar 2, UNDP lead pillar, performed excellently during the period under review while outcome 4 (which UNDP contributes to) results were satisfactory.²¹

Technical assistance was also provided to the Ministry of Gender and various ICT equipment and stationery were procured to strengthen the coordination mechanism among GBV task force members. This support was aimed at strengthening the capabilities of national GBV Task Force members in the Five Spotlight County. A total of 39 (19 males and 20 females) GBV task force members at the County level were trained in various topics identified to improve communication flow and improved coordination to prevent and timely intervene in SGBV and HP in national, local, and local governments. As a result of the technical and logistical support provided there were appropriate and efficient reports with other partners at national and community levels.

UNDP in collaboration with the government of Liberia under LDSP II designed, developed, tested, deployed and are piloting a Citizen Feedback Mechanism (CFM) platform currently located in 5 pilot counties (Bomi, Grand Bassa, Nimba, Grand Gedeh, and Sinoe). The CFM is a mobile and online platform designed to receive, verify, compile, analyze and channel citizens' perceptions of public service standards to the various Ministries, Agencies and Commissions (MACs) for feedback and action in near-real time. It

²⁰ ADR-Evaluation of UNDP Contribution 2012

²¹ See Progress Reports on the Spotlight Initiative

has provided citizens with information on key services offered by the country's 112 Ministries, Agencies and Commissions (MACs) and on the implementation of the government's flagship medium term development plan, the Pro Poor Agenda for Prosperity and Development (PAPD). The CFM which also serves as a central database, is available to all MACs and serves as a robust depository of key data on service delivery. (Eg. 1000 plus citizens were informed and this has increased citizens' use of the system by improving Short Message Service (SMS) traffic to 63.1%.

UNDP in collaboration with Development Partners, the embassy of Ireland under the Rapid Financing Facility (RFF) has provided funding for solar installation. These solar systems were installed at the Service Centers in Bomi, Sinoe, Gbarpolu, Grand Capemont and Rivergee counties with installation at the Service Center in Lofa still pending due to an ongoing roofing of the service center damaged by the storm. The installation of solar energy at these CSCs has enhanced service delivery via constant power supply at various CSCs. Also, over eighty (80) Local government officials and technicians were trained in the concepts, theories and practice of Gender Responsive Planning and Budgeting while County Service Centers (CSCs) capacities were enhanced through the procurement of specialized ICT equipment and other accessories to resume the issuance of driver license and other documentation services in Grand Gedeh, Margibi, Bong, Nimba and Grand Bassa Counties. The resumption of these services will increase domestic revenue generation and reduce transaction cost for citizens to access these services;

UNDP effectiveness is exemplified in major deliverables around legal and regulatory reforms: The Revenue Sharing Bill, Ministry of Local Government Bill, Public Financial Management Amendment Bill, and the Revenue Code Amendment Bill were all finalized and submitted to the Office of the President who also submitted the Revenue Sharing Bill to the National Legislature for action(s). This was subsequently followed by the submission of the Public Financial Management Amendment and Draft Revenue Code of Liberia Amendment Bills to the Legislature. These two bills, when passed into law, will empower local county structures by granting them the autonomy to collect and expand revenues for the sustenance of decentralization and the promotion of local economic development.

In continuous efforts of UNDP's effectiveness, the fostering of Peace & Reconciliation, transparent electoral process and mutual accountability to promote good governance in Liberia is implemented under Cross Border II implementation with portfolio performance of 95% delivery. There has been change in attitude and a high level of collaboration between the communities and the security forces on the Liberian and Ivorian border owing to the numerous capacity building sessions organized for members of civil-military mechanisms, peace committees involving women's and youth associations as part of the Cross Border project. For example, early warnings issued by local populations, increased from 27 in 2020 to 345 as of December 2021, of which 335 have been resolved by peace committees NEC-LESP successful implementation of latest senatorial Election in Lofa County; LACC-Anti-corruption initiatives involving the indictment of corrupt many government officials but lacking prosecutorial power for implementation. Also, INHRC-Palava Hut mechanism contributing to restoring the dignity of victims by affording them the space and opportunity to tell their stories and to apologize to their violators whereby Perpetrators reconciled with their victims and communities and considered the best mechanism for the facilitation of healing, reconciliation and social cohesion has been implemented.

UNDP has contributed to strengthening the oversight role of the PCU of the MoH over the Sub-Recipients, and other implementing partners under the GF implementation project. UNDP developed a Quarterly SR

Oversight Guidance Tool to be used by the PCU as they undertake oversight visits to the implementing partners of those awarded grants to implement specific interventions. In addition, a Quarterly Integrated Reporting Template was developed to cover financial and programme reporting by the SRs, which is now being used for reporting from the second quarter of 2021.

Through the Peace Building & Reconciliation project, UNDP has supported continuous existence and operation of structural and institutional arrangement for dialogue, peace building and reconciliation. UNDP continue to support SCORE wave assessment to help local and national government officials and civil society actors in conflict-affected regions of Liberia understand programmatic entry points which are most likely to have a positive impact on peacebuilding outcomes and to support evidence-based public policy, and development and reconciliation investments to contribute to sustaining peace in the country. UNDP continues to support institutional arrangements and public platforms for organizing dialogue between victims and perpetrators of war related conflict, helping to bring peaceful resolution of conflicts, reconciliation, and co-existence among people. UNDP has supported the introduction of peace clubs in five universities including the University of Liberia (UL), African Methodist Episcopal University (AMEU), The United Methodist University (UMU), the African Methodist Episcopal Zion University (AMEZU). 75 students from these Universities were trained to serve as peace volunteers within their institutions and to provide regular updates to the PBO LERN Platform as early warning signs and indicators for potential conflicts.

UNDP promotes awareness of the customary governance authorities and communities on the Land Rights Act of Liberia, existing land disputes resolution mechanisms, concession agreements, as well as an improved understanding of women's and youth rights to land through the Liberia Strengthening Land Governance project. The project has initiated activities to establish County land Dispute Management Committee in targeted counties to work towards the formalization and recognition of their land rights.

4.2.4 EXTEND TO WHICH UNDP WORKED EFFECTIVELY WITH OTHER UN AGENCIES AND OTHER INTERNATIONAL AND NATIONAL DELIVERY PARTNERS TO DELIVER GOVERNANCE SERVICES.

UNDP has assumed this role by effectively building synergies with other programmes including. (Sweden, USAID, Ireland, UN Women, FAO, etc.) This is done through joint programming and implementation with national partners; instilling national ownership and collective responsibilities through awareness creation, education and capacity building; supporting National Aid and NGO Policy; etc.). Despite several efforts made toward this end, the lack of a comprehensive partnership strategy document is still an issue and as such, the need to further strengthen coordination and interrelations at national and local level to sustain the dynamics through more collaboration, coordination and building of synergies cannot be over-emphasized).

HOW EFFECTIVE HAS UNDP BEEN IN PARTNERING WITH CIVIL SOCIETY AND THE PRIVATE SECTOR TO PROMOTE GOOD GOVERNANCE IN LIBERIA?

Considering the critical role of CSOs play in achieving effectiveness of the governance portfolio, UNDP's engagement with CSOs has facilitated increased accountability of duty bearers in society. Interviews and documents reviewed have revealed that UNDP has already acknowledged the importance of civil society in the promotion of many areas of governance as follows: -

UNDP has partnered with civil society by engaging in consultations and capacity building of various CSOs for smooth implementation of the Inclusive Governance programme through provision of support such as raising awareness on SGBV prevention issues; conducting advocacy for changes in laws and policies that are discriminatory and against women and raising awareness on the existing legal and policy frameworks that seek to address SGBV and HPs. Also, judges have been trained, assigned and confirmed for the two courts. With that, it is expected that more cases would be adjudicated and disposed of in 2022, starting with the full adjudication of cases in the February Term of Court.

UNDP ROL-Aid programme has partnered with CSO and made outstanding progress on empowering legal aid service providers to deliver legal aid services to vulnerable groups including SGBV survivors, inmates and children in conflict with the law. This Programme conducted a capacity needs assessment of and delivered a tailored capacity development training for women led civil society organizations.

The capacity needs assessment targeted women led CSOs and benefited 32 CSOs around the country. The assessment comprehensively looked at the capacity of the targeted CSOs from their legal and accreditation standpoint, their vision, mission, organization and structure; their human resource and technical capacities, scope and strategic alignment; previous experiences and skills set in providing legal aid services; technical expertise in project management including proposal writing, planning, implementation, monitoring and evaluation; financial and operational system and procedures, among others. Based on the findings from the assessment, which indicated weaknesses in critical areas in the capacity of the assessed CSOs to deliver quality legal aid services, the Programme developed a tailored training manual and delivered a comprehensive training to the 32 assessed CSOs.

4.2.5 UNDP'S ABILITY TO UTILIZE INNOVATIVE TECHNIQUES AND BEST PRACTICES IN ITS GOVERNANCE PROGRAMMING

UNDP innovation techniques and best practices are evident under LDSP II including the establishment of 15 County Service Centers, granting citizens access to services at the county level provided by 112 Ministries, Agencies & Commissions (MACs). Establishment of these service centers has brought services closer to the people thus reducing risk and costs of services for the population.

Progress reports indicate that the INCHR conducted five-sessions Palava Hut Hearing in Central "C" District, Rivercess County. The hearing achieved the amicable resolution of 48 out of 49 war-related cases heard. The cases involved 45 victims (19 females and 26 males) and 34 perpetrators (2 females and 32 males). The victims and perpetrators told their experiences and exchanged apologies and forgiveness with a resolution to remain reconciled and peacefully coexist as individuals, families and communities. The hearings' sessions were convened in Saryah Town, Garpue Town and Neezuin on July 14-17 and 19, 2021. District Palava Hut Committee members facilitated the sessions as a Panel of Judges. The victims, victimizers and the communities demonstrated appreciation of and support to the Palava Hut and recommended its continuation and expansion. The Statement Takers, Awareness Raisers, victims, victimizers, Panel of Judges, Supervisors and INCHR Support Staff benefited from psychosocial services provided by the Liberia Association of Psychosocial Services (LAPS). The violations suffered by the victims

were torture, assault, extortion, looting, destruction of properties, arson, theft of properties, forced labour, humiliation, abduction, forced displacement and extraction of body part.²²

The UNDP-ROL Programme has also supported the development of an electronic platform to facilitate anonymous and efficient monitoring and reporting of acts of corruption. This platform was officially launched by the Government of Liberia and will be implemented in partnership with the LACC and CSOs. When established and operationalized, the platform will enable residents to report acts of corruption without any fear of reprisal. Overall, UNDP has supported the development guidelines, processes, procedures, training materials, customized tools, templates, as well as IT equipment and software programmes that have facilitated training of trainers and the training staff of the partner institutions leading to improved skills and knowledge among the staff of partner institutions.

To support the MoH to move towards Performance-Based Contracts (PBC), UNDP supported the conduct of Compensation Analysis as part of the Global Fund project. Generally, the analysis is a good example of how such benchmarking provides a basis for evidence-based remuneration and supports effective performance management. UNDP also supported the MoH to develop a PBC implementation guide, to revise job descriptions and to undertake skills assessment for key staff as part of the move towards PBC. As a result, the MoH has since January 2021, implemented PBC for staff receiving remuneration under the Global Fund grants either as full salary or top-up incentive.

4.2.6 EXTEND TO WHICH UNDP IS PERCEIVED BY STAKEHOLDERS AS A STRONG ADVOCATE FOR IMPROVING GOVERNMENT EFFECTIVENESS AND INTEGRITY IN LIBERIA.

UNDP has provided support to LACC under the Liberia Anti-Corruption project by advocating for improvement in government effectiveness and integrity. In this regard LACC under the Liberia Anti-corruption has benefitted from both technical and institutional capacity as such, the handling of corruption cases has increased from 20 - 40 cases per year although they still lack Prosecutorial powers. (Eg. Inability to enforce indictment penalty of corrupt government officials) due to lack of support from the Executive, Legislative and Judiciary branches of Government; UNDP has provided support to government effectiveness and integrity through the Liberia Anti-Corruption project. This intervention has supported the LACC to produce Six-Anti-corruption Legislations which have all been enacted and approved recently by the Legislature. These legislations include: - (Direct Prosecutorial Power, Court on Corruption, Review of Code of Conduct, Statue of Limitation, Witness protection, Whistleblower Incentives, etc.). Additionally, under the IG-ACII project, support has been provided for the establishment of the Liberia National Integrity Forum for coordination and collaboration of integrity institutions in Liberia including (PPCC, LACC, IAA, GAC, IU, etc.).

4.2.7 UNDP TECHNICAL CAPACITY AND INSTITUTIONAL ARRANGEMENTS AVAILABLE AT THE COUNTRY OFFICE TO PROVIDE GOVERNANCE AT NATIONAL AND LOCAL GOVERNMENTS IN LIBERIA.

UNDP has provided adequate leadership at the highest level to ensure that the government Ministries, Agencies and Commissions and UNDP Inclusive Governance programme Staff exercise adequate support and commitment to the governance process. Although, there are some technical capacity and institutional arrangements available but with limited human resources even at UNDP level. These gaps need

²² Peacebuilding, Reconciliation and Social Cohesion Project (PRSCP), Annual Report-January to December 2021

immediate attention including the lack of Government continuous complementary support. UNDP has strategically positioned itself in terms of providing expertise to the GoL, partners and other beneficiaries throughout the design and implementation phases of the IGP. Its pool of experts provides relevant and effective inputs in terms of normative and operational work.

4.2.8 FACTORS AND IMPEDIMENTS THAT HAS ENHANCED OR IMPEDED UNDP PERFORMANCE IN THE AREA OF GOVERNANCE.

UNDP inclusive governance portfolio performance has been impeded by several Factors including: - COVID-19 Epidemic which delayed some of the IG programme activities that resulted in the GOL outlining some new set of priorities. (Eg.12 IG Project budgets have inadequate allocation of resources). There has been Limited monitoring for the majority of the 12 projects under the IG programme especially, limited field presence for most of the projects. The evaluation team established that some joint monitoring was carried out *albeit* to the level that could have boosted the portfolio performance. This, as stakeholder interviews indicated, were due to both inadequate financial and human resources availability. There was also lack of institutional memory particularly in the MACs to drive the governance process, lack of separation of powers between legislative and executive at GOL level especially in the management and transparency of the funds at local level. The management of corporate social benefit-redistribution continues to pose a serious challenge in the counties. Also, LACC non-granting of prosecutorial power to prosecute corrupt officials has derailed the process of accountability, transparency and justice.

4.3 EFFICIENCY

4.3.1 EXTENT TO WHICH THE OUTPUTS AND/OR DESIRED EFFECTS HAVE BEEN ACHIEVED WITH THE LOWEST POSSIBLE USE OF RESOURCES/INPUTS (FUNDS, EXPERTISE, TIME, ADMINISTRATIVE COSTS, ETC.).

The Outcome Evaluation measures the extent to which the Inclusive Governance Portfolio has achieved its desired/planned results outputs, and outcomes in relation to financial resource: Considering the period under review, the IGP has been able to keep on track towards implementing its planned activities within specified period. As to date, UNDP has delivered most of its financial and technical support for the Inclusive governance programme implementation.

The evaluation team discovered that all 4 outcomes consisting of (12 IG projects) progress reports were transparent and provided accountability of how resources were utilized. Quarterly and annual progress reports were well prepared and provided critical information on the activities undertaken and the outputs produced. Also, Projects Boards were fully operational and results from meetings were key to programme implementation and economical use of financial and human resources applied. Assessment revealed that resources were used for intended planned activities and concentrated on the achievements of those results as reflected in the IG financial analysis. **Table (2).** Other factors that relate to efficiency include: - efforts devoted to institutional capacity development such as, capacity development training that were undertaken by the programmes, the utilization of knowledge and skills obtained from the training programmes were assessed and achieved.

4.3.2 EXTENT TO WHICH UNDP'S GOVERNANCE STRATEGY AND EXECUTION HAVE BEEN EFFICIENT AND COST EFFECTIVE.

UNDP has demonstrated satisfactory degree of efficiency in terms of financing to achieve the planned outcomes although the portfolio experienced some slow Level of progress as a result of the past and present government transfer of power, which led to some dis-connection between the timeframe for administrative, political and fiscal reforms issues. The approved Inclusive Governance total budget is USD 50, 458, 158.00 (fifty million, four hundred and fifty-eight thousand, one hundred and fifty-eight United States Dollars. Analysis revealed that out of this amount, the cumulative IGP total approved portfolio budget for resources covering the period ranging from July 2020 – July 2022 stood at USD 19,316,412.00 (Nineteen million, three hundred sixteen thousand, four hundred and twelve United States Dollars. This amount represents Four Outcome areas comprising twelve (12) IG Projects: -majority ongoing, few just commencing and one completely closed. Also, the cumulative programme expenditure utilized was USD 14,761,830.65. IGP average delivery rate is approximately (76%) representing percentage of the total budget utilized for portfolio delivery for the period under review. (See Operational Framework & IG Financial Analysis-Table 1 & 2).

4.3.3 EXTEND TO WHICH UNDP HAS USED ECONOMIC, FINANCIAL AND HUMAN RESOURCES

Economic use of financial and human resources was well recorded. Assessment revealed that resources were used for intended planned activities and concentrated on the achievements of some of those results. However, for example: Some Joint Monitoring & Evaluation activities were undertaking by various projects, development partners, etc., including: ***(ROL (9) CSOs at programme interventions in four counties (Bong, Gbarpolu, Montserrado and Nimba, in March & April 2021)*** but could not adequately boost the portfolio performance as expected due to lack of regular compliance, process, and impact monitoring and supervision required to check and assess progress, compliance, and impacts. However, in order to bridge this gap, it is only prudent that the UNDP conducts regular/periodic monitoring visits to CSO partners to assess compliance, progress and impacts of interventions. Accordingly, the evaluation team were informed by almost all IG projects about limited field presence from UNDP and other development partners which needs more visibility. In this regard, it was observed that in order to use economic, financial and HR effectively and efficiently to achieve the desired results for portfolio implementation, UNDP should stop providing funding to CSOs to implement projects in locations/counties where they do not have offices/presence. In essence, CSOs applying to implement a project in a given county/location must have an office/presence in that county/location before being eligible for funding to implement in that location/county. It was discovered that monitoring & evaluation mechanisms put in place for some of the IG projects to measure progress towards the achievement of results were not as effective as expected due to limited resources hence, M & E is still a continuous working progress for the period under review.²³

Additionally, the high turn-over of leadership within past/present Government during the transitional period has resulted in the loss of Champions/ institutional memory who should be responsible to drive the governance agenda. This situation has in some way impaired the strategic governance planning process. Issues of high attrition rate is vital and needs to be addressed. Human resources management at all levels is currently a potential issue with even UNDP experiencing limited Human Resource base. Other

²³ Joint Programme Rule Of Law Field Monitoring Report, March-April 2021

factors relating to efficiency relate to Institutional capacity development such as, capacity development training undertaken by the projects, utilization of knowledge and skills obtained from the training programmes were also assessed and still on track.

4.3.4 THE EXTENT TO WHICH UNDP MONITORING AND EVALUATION SYSTEMS HAVE HELPED TO ENSURE THAT PROGRAMMES ARE MANAGED EFFICIENTLY AND EFFECTIVELY.

During the evaluation, the OE team established that efficient and effective implementation of the IG portfolio required robust and continuous monitoring in order to determine what is working well and the challenges arising. After careful review, it was discovered that Progress reports of the individual projects under the portfolio were well structured in terms of reporting on what has been done and progress on achievement which provided an opportunity to ensure whether the interventions were on track. However, it was revealed that not all data were disaggregated according to men and women, boys and girls, youth, and people with disability and there was limited information on the impact of UNDP's interventions under the IGP as M & E data collection activities mostly focused on process and output monitoring with limited information on changes in the lives of beneficiaries and tracking of results.

Also, some weaknesses were observed in terms of setting qualitative indicators to which qualitative statements of outcome and impact from beneficiaries could be linked. Contrary to the UNDP Liberia strategy of using 3% of entire programme budget for monitoring, quality assurance and communicating results²⁴, some of the projects under the IGP did not even have M&E officers at the time of the evaluation. For instance, Spotlight Initiatives M & E officer was recruited on the same day the evaluation team conducted stakeholder engagement with the project staff. Therefore, in our view and hereafter, it is very vital that IG projects must be adequately monitored utilizing the existing M & E tools to ensure effective portfolio implementation.

Sustainability

4.3.5 EXTENT TO WHICH THE BENEFITS OF DEVELOPMENT INTERVENTION CONTINUED AFTER PROGRAMME CYCLE

The evaluation found some aspects of the UNDP interventions that have proven to be sustainable. For example, UNDP has supported several legal reforms, policies, strategies and guidelines that are in use. This includes the establishment of a comprehensive legal aid system, National Aid and NGO Policy of Liberia, Local Government Gender Policy, the Ministry of Local Government bill, Public Finance Management amendment bill, the Revenue Code of Liberia amendment bill, Revenue Sharing Bill, the Civilian Complaints Review Board (CCRB) etc. The evaluation discovered that the benefits of some of these policies and legal reforms will continue into the foreseeable future as they are mainstreamed within existing national institutions.

As part of its efforts to build capacity for effective delivery of government functions, UNDP has supported the development guidelines, processes, procedures, training materials, customized tools, templates, as well as IT equipment and software programmes that have facilitated training of trainers and the training staff of the partner institutions leading to improved skills and knowledge among the staff of the partner institutions. Some of the knowledge and skills acquired through UNDP's interventions have been used, retained and shared within the institutions thereby sustainability of results. Also, the evaluation found

²⁴ See page 8, section 43 of the UNDP Liberia country programme document (2020-2024)

that support provided by UNDP and other donors to the electoral commission over the years have proven to have some sustainability elements as that support has overall enhanced the NEC's ownership and capacity to organize elections. The scope of support that the NEC required from international partners to be able to organize elections has now significantly reduced, despite some existing capacity gaps.

The evaluation found that broad-based and people centered intervention such as the interventions aimed at supporting victims of SGBV and other sexual offences proved to have continuous benefits. For example, under the Spotlight Initiative, 125 traditional leaders (51 women, 74 men) who were educated about Liberia's laws on domestic violence, inheritance and rape, each signed a pledge to support the use of the formal legal framework to end violence against women. As results of the intervention, the traditional leaders (who have received training from the project) are today involved in addressing cases relating to SGBV and other sexual offences by monitoring and reporting such cases to appropriate authorities. Due to UNDP's intervention, SGBV and other forms of violence are seen both as a community-level intervention and state affairs as compared to the past on the contrary.

The most crucial element that has guaranteed the continuity of some of the benefits of UNDP interventions, has come from within the UNDP itself as it has continued in the same field of activities and developed or replicated new phases of the same project (example LDSP Phase II; Cross Border Phase II). This has made it possible to sustain some of the gains made from previous phases while incorporating lessons learned to improve the subsequent phase. While this is important and needful, it has the potential to fuel dependency syndrome between UNDP and the GoL, given that the GoL have no undersigned and demonstrable commitment to take ownership and ensure continuity of the outcome of the partnership interventions.

The evaluation found several factors particularly relating to the national government that threaten the continuity of gains made from UNDP support and interventions. Most of the UNDP projects under the IGP are implemented jointly with national partners. While this increases the potential for sustainability, its overall outcome in terms of sustainability is neutralized by the high attrition rate within the public sector, low level of commitment of the staff in the partner institutions to support effective implementation, corruption within the partner institutions, and the lack of strategic direction from the GoL on how to sustain donor interventions.

4.3.6 THE PROSPECT OF SUSTAINABILITY OF UNDP INTERVENTIONS RELATED TO THE OUTCOME

The outcome evaluation identified some elements of UNDP design and implementation mechanism inherent both within the programme and specific activities/intervention that have the prospects to contribute to sustaining some parts of the outcome of the IGP beyond the programme cycle. First foremost, the alignment of the IGP to the current national development strategies (PAPD) serves to ensure sustainability of results, as the interventions from both the government side and UNDP can reinforce each other. Project designs and selected strategies are informed by contextual analysis, and lessons learnt ensuring that strategies and implementation modalities are tailored to the development context. Such an approach also has potential for sustainability as it ensures that the interventions are well- tailored to address the capacity gaps within the partner institutions. Example:- the Cross-border

phase II builds on the earlier phase (2016-2018) to consolidate gains on social cohesion and improve trust among the population and security. The strengthening national and local capacity to implement PAPD, SDG and Agenda 2063, builds on the progress and lessons learnt from previous interventions (Strengthening National Capacity for Development Effectiveness) and collaborate with the Ministry of Finance and Development Planning (MFDP) and other public sector institutions to assess current capacity and provide support in strengthening the ability of the government to make development work better for the citizens of Liberia. The Elections Support Project draws on previous lessons to further enhance national ownership and continues progress towards peaceful, credible, inclusive and transparent electoral processes in Liberia by working along broader conceptual areas of inclusion, transparency, integrity, capacity, and programming for peace.

In 2019, as part of its global commitment to capacity development for implementers of Global Fund grants, including Principal Recipients, the United Nations Development Programme (UNDP) in Liberia conducted a capacity assessment of the grant's management and program implementation capabilities of the Ministry of Health (MOH), which is the Principal Recipient of Global Fund grants in Liberia. The assessment findings influenced the development of a comprehensive Capacity Development Plan for the Ministry of Health in 2020, which includes, among other things, the deployment of a specialist capacity development *team embedded within the Programme Coordination Unit (PCU)*²⁵. The general approach of jointly developing project activities and implementation plans with national partners across the project under the Inclusive Governance portfolio offers a high possibility for institutional capacity as implementations are led by national partners. Such approach ensures integration of UNDP interventions within the national structures and national ownership through participatory planning.

Some of the interventions under the IGP have high prospects and lessons for replication both in Liberia and beyond. For example, lessons from the move towards Performance-Based Contracts (PBC) for staff receiving remuneration under the Global Fund grants under the support of the MOH could be used to inform performance management systems in the public sector where there is generally a lack of performance management system. The PBC of the MoH can be used to inform the impending performance management system for the civil service as planned under the decentralization project. Also, the Compensation Analysis conducted as part Global Fund project remuneration in relation to similar projects and the proposed Civil Service Salary Scale is also an initiative that can be extended to other areas of the public sector where challenges with salaries and other remunerations exist. Such analysis based on benchmarking provides a basis for evidence-based remuneration and supports effective permanent management. Addressing remuneration issues with the public sector, it could help to minimize the high level of attrition rate that threatens continuity and sustainability of many of the donor funder interventions.

The Citizens Feedback Mechanism developed under the decentralization project has several sustainability concerns in how far IT equipment and solar systems that are used to power it can be maintained. However, the CFM has high potential for replication as it is primarily developed as a pilot intervention

²⁵ UNDP Support to MOH/GF Programmes Implementation Annual Project Progress Report 1 January 2021 – 31 December 2021

where the lessons learnt from pilots will be used to strengthen the roll out to other Counties. The CFM has the potential to bridge the gap in communication between decision-makers and citizens, and opens possibilities for improvements in decision-making, which makes it highly replicable in many emerging democracies that still face challenges with gaps in communication between citizens and decision makers. The use of solar energy to power Counties services including the CFM is also an environmentally sustainable intervention and worth replication in other areas. The intervention to establish a legal aid clinic at the Louis Arthur Grimes School of Law of the University of Liberia (LAGSL-UL) also has high prospects for sustainability and replication as it ensures direct institutional mainstreaming and therefore continuity beyond the programme cycle. The legal aid clinic could be one of the ways to sustain the gains made from UNDP's interventions on legal aid in Liberia by institutionalizing clinical legal education and ensuring continuous legal services to disadvantaged individuals and communities, providing them with basic legal information and advice.

4.3.7 THE IGP ENHANCED TO SUPPORT CENTRAL AUTHORITIES, LOCAL COMMUNITIES, AND CIVIL SOCIETY IN IMPROVING SERVICE DELIVERY OVER THE LONG TERM

As a general approach, UNDP support to the GoL and various institutions has been phased and has had rather short-term spans and therefore timelines that are not enough to realize long term institutional and legal reforms. It is assessed that not all the outcomes and impact set with the IGP can be achieved within the stipulated time frame. Example, it has been revealed under the Support to the MoH/GF programmes that the significant changes in systems, processes and what individuals do on a day-to-day basis that was occasioned by the project interventions implied that it was overambitious to identify, gain commitment and subsequently roll-out such changes within the duration of the project. A longer duration that would have permitted a set of changes to 'settle' before moving on with other intervention would have been ideal. The lack of long-term partnership implies that gains made under each of the projects can collapse when external support ceases.

It is also revealed under the Electoral Support project that long-term training programs will be a more sustainable approach to capacity building of the NEC. One of the lessons under the project is therefore to adopt a long-term approach and design 2-3 years capacity-building programs with sustainability clauses and obligation of the trained staff to transfer knowledge to the departments. This lends some credence to the need for a longer-term partnership that strives for deeper institutional reforms than the current approach that focuses on delivery short term outputs. Also, some of the projects under the IGP lack exit strategy. The non-existence of exit strategies that clearly identify mechanisms for projects by partners is an issue that needs to be addressed.

Future and possible long-term partnership between UNDP and GoL is also strained by inadequate commitment and cooperation of the government to fulfill its roles and honor its obligations. The lack of continuity from one government to another has derailed institutionalization of development efforts. For instance, some of the gains made under the LDSP are being reversed as school register permits are signed by the minister and not the CEO at the county level. Government allocation to the counties/Service centers has reduced from \$25,000 to \$4,000 which is inadequate to undertake any project. The high attrition rate owing to poor remuneration in government service and dismissing of professionals in the

public domain render the national system weak for sustainability because those with institutional memory are laid off; partners fund sector specific projects rather than engage holistically—denying other sectors of needed funds/resources; lack of performance-based management system. The public salary harmonization introduced by the government has also affected the commitment of many key staff in national institutions as they are demotivated and have been rendered less committed to their work including donor funded activities. There have also been issues of lack of motivation and incentive among some staff of partner institutions to dedicate time and effort required for selected key tasks mainly because they do not receive direct incentives under the projects. In this regard, UND has to re-examine its current approach in working with national partners.

The involvement of CSOs in the implementation of some of the project activities could have fostered sustainability as it could increase accountability on the side of the government. However, the limited capacity of the civil society in Liberia, limits their role and therefore impact. While the key role of CSOs has been recognized in many of the projects under the IGP, the work with CSOs under those projects has been limited to public education and sensitization and working to support victims of gender-based violence. The spotlight of UNDP's work with CSOs involved engagement with some CSOs to lead an advocacy engagement with legislators for the passage of the Revenue Sharing Bill. This has proven to be a success story as the Revenue Sharing Bill was passed with an overwhelming majority of the legislature. However, there has been limited engagement of CSOs for the purposes of fostering transparency, accountability and anti-corruption efforts, and efficient, effective public service delivery with sound financial management practices. UNDP therefore needs to inject new vigor in the CSOs for the promotion of accountability and anti-corruption. In this regard, the UNDP anti-corruption project, which seeks to “build partnership between the LACC and CSOs with specialized and long experience in corruption prevention, relying on ICT and innovation as the point of reference to create public demand, transparency and responses regarding the reporting and tackling of incidents of corruption is both timely and relevant. However, long term broad strategic partnership with more donors beyond the current partners may be needed.

The evaluation found that some of the projects were without dedicated M&E officers, thus, weakening the tracking of results and outcomes. For example, the spotlight initiative has just recruited an M & E officer just in the week when the consultants were conducting the data collection for this evaluation. Lastly the evaluation identified maintenance issues with infrastructure projects, IT equipment and other logistics provided by UNDP. There were for instance lack of maintenance plans for infrastructure projects being supported by UNDP.

4.3.8 CHANGES TO BE MADE IN THE CURRENT SET OF GOVERNANCE PARTNERSHIPS IN ORDER TO PROMOTE ITS LONG-TERM SUSTAINABILITY

The outcome evaluation identified some changes that should be made in the current set of governance partnerships in order to promote long term sustainability. In general, to address the root causes of weak institutions, UNDP should encourage long-term change processes necessary for systemic transformation of accountable institutions by leveraging networks and multi-disciplinary partnerships that include civil

society as an essential actor with a crucial role to play in improving the quality of governance and demanding transparent, free, and accountable governance.

First, the most critical element necessary for long term sustainability of current governance partnerships relates to the national government. The interviews conducted during the evaluation together with the document review have shown that UNDP has somehow taken into consideration the issue of sustainability during project design and formulation stage. However, the major gap now is how the government can take over and sustain the implementation of policies and reforms. The transition from policy formulation and legislative changes to practical implementation and concrete action has not been impressive. The national government must show more interest and commitment in partly investing in long-term partnerships with UNDP and other donors alike. The government also needs to take pragmatic steps in addressing the current turnover in the public sector staff and minimize frequent staff movements and retain project focal persons for some reasonable number of years necessary to guarantee adequate institutional memory at least for the duration of specific projects. In this way, UNDP and other donors must continue to provide support for the GoL in addressing some of the aforementioned issues that threaten the effective functioning of government. UNDP and the donor community must continue to strategically engage the GoL to come up with the strategic direction and specific steps to be adopted for promoting accountability and in particular absorbing and sustaining donor interventions.

The role of CSO society is also crucial in any effort aimed at long term sustainability of the current governance partnerships. UNDP's closer engagement with CSOs can facilitate increased accountability of duty bearers. The interviews and document review have revealed that UNDP has already acknowledged the importance of civil society in areas such as anti-corruption. UNDP should therefore engage in long term partnership with the civil society and in particular build their capacity to promote transparency and accountability in government and in fighting corruption. The recent landmark passage of the Revenue Sharing Bill is a good example of how civil society can support advocacy for the right reforms in Liberia. It is therefore important for UNDP to build on this success to engage the civil society in the design and implementation of reform interventions aimed at promoting effective functioning and delivery of government services. The evaluation noted that UNDP engagement with the civil society has been, for the most part, through small short-term grants. Long strategic engagement with civil society will therefore be necessary.

It is also noted that as part of UNDP work on inclusive governance, it engages in partnership with UN Agencies and some other donors. However, in general, there is no long-term agreement between UNDP and these other UN agencies and donors on issues of strategic cooperation. The evaluation noted that donors and development partners, despite some few joint implementations, continue to fund sector specific projects rather than engage holistically and compressively joint interventions. This has denied other sectors of needed funds/resources. It is therefore important for UNDP to increase its communication and engagements with other UN agencies and donors working in the governance sector to forge a long-term partnership deal. The evaluation noted that there is still space for UNDP's partnership efforts to be expanded to include some other UN Agencies and donors as well. For instance, the Peacebuilding, Reconciliation and Social Cohesion Project (PRSCP), and the Sustaining Peace and Reconciliation through Strengthening Land Governance and Dispute Resolution Mechanisms project have

some key gender elements which suggest that an agency like UN Women, given its comparative advantage in dealing with gender issues, could have been a good partner in those projects. Similarly, UNDP intervention includes some infrastructure components where UN-HABITAT with its comparative advantage in urban planning and infrastructure management could have provided effective partnership. The possible partnership in these projects could be helpful in not only ensuring efficiency but also sustainability of those interventions.

Additionally, the evaluation assessed that, to attract more partnership and funding, UNDP could still improve coordination and communication with its existing partners including UN-Agencies, and other donors through regular contact coupled with engagement strategies. The engagement strategies should also be extended to other UN Agencies and donors with whom UNDP currently has no partnership. The communication with existing partners and non-partners could be strengthened through the development of a strategic partnership document that will provide clear approaches and targets that will guide the overall partnership endeavor of UNDP Liberia.

4.4 PARTNERSHIP

4.4.1 THE APPROPRIATENESS AND EFFECTIVENESS OF UNDP'S PARTNERSHIP STRATEGY IN GOVERNANCE

UNDP's Partnership Strategy is anchored on a comparative advantage analysis geared at accelerating achievement of the Sustainable Development Goals. The stakeholder consultation and interviews revealed that UNDP's partnership strategy has been appropriate and effective amidst some few drawbacks. At the national level, UNDP have partnership with many national institutions such as Ministry of Finance and Development Planning (MFDP), Ministry of Health, Liberia Peacebuilding Office, the Independent National Human Rights Commission (INHRC), Ministry of Justice (SGBV Crimes Unit), Liberia Anti-Corruption Commission (LACC), National Elections Commission (NEC), Ministry of Internal Affairs (MIA), Governance Commission (GC) Ministry of State (MOS) Ministry of Finance & Development Planning (MFDP), Liberia National Police, Liberia Immigration Services and the Bureau of Correction and Rehabilitation, the Liberia Land Authority (LLA) etc.

In compliance with the UNDP Programme and Operations Policies and Procedures (POPP), UNDP has accessed the capacity of the national partners prior to working with them. Where the capacity and institutional strength of the implementing Partners were assessed to be adequate, the national partner assumed full responsibility for project implementation, and where it was considered otherwise, the Direct Implementation approach was adopted. In most cases, UNDP has engaged in direct implementation modality (DIM) with these partners focusing on instilling national ownership and collective responsibilities. Through the DIM approach, all fiduciary activities, including procurement are implemented according to the policies and procedures of UNDP. The partnership with the national institutions among other things has focused on building capacity and strengthening the national institution, supporting policy and legal reforms at national and local levels to improve citizens' rights and access to Justice. UNDP has also worked with the national partners in fostering peace & reconciliation, transparent electoral process, and mutual accountability to promote good governance in Liberia.

In many of the cases, UNDP developed very close working relationships with the national partner and their effort is very much appreciated by these partners. However, the overall effectiveness of the projects, and particularly the sustainability of the outputs of UNDP's work with these partners have been negatively affected by factors including the general lack of continuity from one government to the other, high attrition rate in the public sector which affects the retention of knowledge and human capacity building, and sometimes, the lack of motivation and incentive among some staff partner institutions to dedicate time and effort required for selected key tasks with UNDP. As a results, while the interventions of UNDP and its partners (other UN agencies and donor) have been effective at achieving specific project objectives and targets, the overall impact of the intervention on the lives of the people of Liberia have been minimal as the overall quality of life of the people have continued to decline²⁶.

UNDP has continued to garner partnership with a number of other UN Agencies and donors, working on related fields within the inclusive governance portfolio. For instance, UNDP work with the UN women and WFP in sustaining peace and reconciliation through strengthening land governance and dispute resolution mechanisms. UNDP also works with OIM Côte d'Ivoire, UNDP Côte d'Ivoire, and IOM Liberia on the cross-border engagement between Côte d'Ivoire and Liberia to reinforce social cohesion and border security. Again, UNDP work with the UN women in promoting inclusive political participation and elimination of violence against women, and with UN Women, UNICEF and UNFPA in strengthening the Rule of Law in Liberia. Beside the other UN agencies, UNDP also works with the Swedish International Development Cooperation Agency (SIDA) on the Anti-Corruption Innovation Initiative which seeks to enhance transparency and public accountability through partnership with the LACC and with civil engagement. UNDP also receives contributions from Sweden and Ireland to support the electoral support project; in 2020, contribution was also made by Germany. It also works with the EU in addressing violence and eliminating harmful practices against women and girls. The consultants established that UNDP has continued to manage donor partnerships well by maintaining the confidence of donors in its programme management and administration of the funds entrusted to it. Despite some delays in project activities due to Covid-19 and other factors such as delay in procurement process, UNDP's partnership with these development partners and UN agencies has been effective and satisfactory and has succeeded in achieving specific project objectives.

UNDP also works with several CSOs in the areas of advocacy for certain reforms, citizens' education and awareness creation on governance issues. Overall, UNDP partnership with the CSO has been very effective in achieving the needed results. A prime example is when UNDP award low value grants to the Institute for Research and Democratic Development (IREDD) and Naymote Partners for Democratic Development (NAYMOTE) to lead an advocacy engagement with legislators for the passage of the Revenue Sharing Bill. The two CSOs were able to organize engagements with select committees, the leadership, and influential members of the legislature through policy dialogues and also facilitated radio talk radio talk shows to advocate for the bill to be passed. This work was very successful and has been a landmark example as the bill was passed with an overwhelming majority of the members of the legislature. UNDP is also working with some leading CSOs including Liberia Anti-Corruption Commission (LACC), Integrity Watch (IW-L), Center for Transparency and Accountability in Liberia (CENTAL) and Accountability Lab, Liberia (ALAB) in fighting corruption and promoting transparent and accountable governance. However, it is assessed that UNDP engagement with the Civil Society in Liberia needs to be given a long term and more strategic

²⁶ Liberia: Poverty, Food Insecurity Were Extreme in 2021 - World Bank Economic Update on Liberia Reveal. Available at: <https://www.worldbank.org/en/country/liberia>

attention in the promotion of the necessary reforms. The work with CSOs have been on a short term basis through low value grants. But a more long-term approach that aims at building the capacity of CSO to support accountability of the duty bearers may be necessary. UNDP also has a partnership with a section of the academia in Liberia. For instance, UNDP has established partnership with the Louis Arthur Grimes School of Law of the University of Liberia (LAGSL-UL).

4.4.2 UNDP'S CAPACITY REGARDING THE MANAGEMENT OF PARTNERSHIPS TO ACHIEVE THE OUTPUTS

UNDP has continued to build strategic partnerships with donors and other UN Agencies for purposes of mobilizing additional funding to finance inclusive governance and the general human development of Liberia. UNDP's partnership with national partners, other UN Agencies, bilateral donors, and CSOs have been effectively managed, and guided by clear purpose and targets. The partnership with bilateral donors and other UN Agencies has contributed to the achievement of the 2020-2024 UNDP's Country Programme Document (CPD), and the United Nations Sustainable Development Cooperation Framework (UNSDCF). UNDP has formed a good working relationship with the donor partners and other UN Agencies with regular exchanges at the Senior Management level and operational levels as well. In general, both national and international partners were satisfied with the way UNDP has managed and accounted for the funds allocated for the partnership projects.

As identified in UNDP project documents, there are several other donors and international partners present in the field of inclusive governance in Liberia. However, a larger proportion of the partner funding that UNDP has within the IGP comes from other UN Agencies. It is therefore assessed that UNDP can continue to strengthen and extend its strategic partnership to other donors apart from the existing ones that it has partnered with. UNDP should continue to engage in close collaboration and dialogue with both its current donor partners and prospective donor partners for continued relationship and to mobilize additional funding to support for other projects currently facing some funding gaps. With the passage of the Revenue Sharing Bill, which was made successful through UNDP's intervention, some extra effort will be needed in strengthening the linkage between national and sub-national development. It is also emphasized that the commitment of national partners should be strengthened. The involvement of youth, academia, and the private sector in the IGP needs to be improved. As revealed, for instance, through the ongoing effort to establish legal aid clinics within the LAGSL-UL, academic institutionalization of interventions through partnership with academia can be helpful and may have some lasting benefits.

4.5.3 UNDP's ability to work with other development partners, CSO's to deliver on governance initiatives

There has been an effective partnership between UNDP and CSOs in pursuit of inclusive governance in Liberia. The Evaluation noted some strategic partnerships between UNDP and CSOs for the purposes of advocacy/lobbying for policy and legal reforms, public sensitization, and collaboration for the promotion of transparency and accountability. Perhaps, some of the most interesting achievements of UNDP under the IGP have come through its engagement with civil society.

In particular, UNDP has been able to work with CSOs in the promotion of human rights and helping to reach the poor and vulnerable with the interventions under the IGP. For instance, under the EU/UN spotlight project, UNDP worked with CSOs (through the use of short-term Low Value Grant) in raising awareness on SGBV prevention and existing legal and policy frameworks that seek to address SGBV and HPs as well as advocating and lobbying for change in laws and policies that are discriminatory and against women. UNDP provides financial and technical support to CSOs to effectively coordinate, monitor and report SGBV, HP cases and promote SRHR at subnational and community levels. Through the work with the CSOs, SGBV prevention, harmful practices prevention and SRHR promotion are now integrated in the training manuals of Judiciary, Liberia National Fire Service and Ministry of Justice. UNDP and CSOs partnership have also been instrumental in the provision of legal aid services to survivors of SGBV, children in conflict with the law, pre-trial detainees and other indigents and vulnerable groups under the Rule of Law Project. Also, under the Election support project, UNDP awarded low value grants to CSOs to raise public awareness on the referendum with specific focus on persons with disabilities and women. The partnership between UNDP, CSO and the NEC for instance led to reaching 325,695 people across 143 electoral districts including 7 engagement activities with the disabled community and facilitating their participation in the electoral processes.

The partnership of UNDP with CSOs in a piece of advocacy engagement with select committees, the leadership, and influential members of the legislature has resulted in the passage of the Revenue Sharing Bill which will now allow local government authorities to raise its own local revenue for development purposes. UNDP is also working with civil society to enhance national response and public demand for accountability and reduce corruption and bribery in all their forms through the newly designed anti-corruption project. This intervention seems very relevant and timely given some of the challenges associated with the work with national partners, and the threats that the lack of accountability and transparency within the public sector poses to the overall sustainability of UNDP intervention. Thus, UNDP could look at the intervention under the anti-corruption project with some long-term perspective. This should include building the capacity of a broad-based civil society at national, sub-national, and even community level to collaborate with each other at the different levels in the pursuit of the objective under the anti-corruption project. UNDP may need to also build strategic partnerships with other development partners to pursue the anti-corruption objective.

4.5.4 THE EXISTENCE OF CURRENT OR POTENTIAL COMPLEMENTARITIES OR OVERLAPS WITH NATIONAL PARTNERS

Overlap and complementarity was assessed first within UNDP interventions and between UNDP and other UN Agencies as well as between UNDP, the national partners and other donors within the governance sector of Liberia. The consultant noted internal cohesiveness within the UNDP projects and between the UNDP projects and that of other UN Agencies. Similarly, external complementarities were observed between UNDP interventions and that of other development partners. In general, as discussed earlier, UNDP works on a broad spectrum of themes with several national partners, CSOs, donors and other UN agencies. While there may be some downside in the way UNDP has spread its interventions to cover several areas that reduces the potential for duplication. For example, the existence of partnership

interventions between UNDP and the other UN Agencies including UN Women, UNICEF, FOA, UNFPA, IOM increases the complementarity between UNDP interventions and that of those Agencies. The same can be said about the other donors whom UNDP has partnerships with. In UNDP's work with its partners, there are clear division of roles and responsibilities to avoid overlaps and optimize efforts and resources.

UNDP applies joint programming and implementation with national partners which also enhances the complementarities between the interventions of UNDP and the national partners. Additionally, UNDP project design requires contextual analysis and assessment of ongoing interventions within the same sector. UNDP is required as part of the project rationale to show all existing projects in the same sector and to show how UNDP projects complement the existing projects. This also helps UNDP to reflect on complementarities right from the design stage thereby reducing the potential for duplication. However, there are spaces, and especially the need for additional funding to support the implementation of existing and upcoming intervention. Perhaps, what may be helpful is a Partnership Strategy Document which set out some targets and principles of cooperation and delineates clear approaches that UNDP can use to pursue extra funding. UNDP needs to continue to strengthen its partnerships and complementarities with development partners. To this end, UNDP Liberia can, for instance, adopt the 'never alone' policy which implies involving potential partners from the early stages of the development of new initiatives. This could enable the establishment of new contacts and a dialogue on conceptual issues that could later evolve into partnerships.

4.5 HUMAN RIGHTS

4.5.1 THE EXTENT TO WHICH HR WAS FACTORED AND ADDRESSED IN THE PROGRAMME DESIGN AND IMPLEMENTATION THAT ENABLED THE POOR, INDIGENOUS PEOPLES, WOMEN AND PWD TO BENEFIT FROM UNDPs WORK IN SUPPORT OF GOOD GOVERNANCE

The evaluation established that UNDP Liberia has applied a human right-based approach in designing the projects. HR was found to be integrated and mainstreamed in all of the twelve (12) projects of the IGP. The evaluation noted that some of the HR initiatives are impacting the lives of the poor, marginalized and indigenous people in Liberia. The peace-building project has helped citizens to benefit from increased prosecution, having better access to free legal service and provided more information on services provided through the GoL and non-governmental agencies working in the areas.

There was also a conscious effort to ensure that human rights issues and concerns are not only integrated into the projects but also the needs of vulnerable/marginalized groups are addressed in the IG projects. For example, the electoral process ensured the promotion of access and inclusion of persons living with disabilities in the 2020 electoral process stands out. The empowerment of legal aid providers to deliver legal aid services to vulnerable groups and activities aimed at improving access to justice, security and protection services to disadvantaged social groups, especially women and girls have been recorded. PWDs have seen a focus on their needs with regards to participation in, for instance, elections and beyond and in terms of accessibility of public buildings.

Under the rule of law project, more cases have now been heard thereby reducing the burden on the circuit courts. Courts are becoming more efficient, and judges are trained and professionalized. UNDP has constructed more courts, revamped more structures and extended state authority in the counties resulting in building confidence in the justice system. The justice sector has been reorganized, strategic documents developed, and strategies devised particularly concentrating on mainstreaming gender and PWDs.

To promote the furtherance of human rights, UNDP continues to build the capacity of Justice, Security and Gender Institutions. For instance, through the spotlight project, UNDP provided capacity building to nine (9) Justice, Security and Gender Institutions (including the Liberia National Police, Liberia National Fire Service, Bureau of Corrections and Rehabilitation; the Liberia Drugs Enforcement Agency; Ministry of Justice, the SGBV Special Crimes Unit) in the areas of gender-based violence (GBV), sexual reproductive health rights (SRHR) and harmful practices (HP). These institutions were also trained on approaches to integrating a gender equality perspective at all levels of policies, programs and projects. UNDP supported the renovation of two (2) WACPS facilities in Zorzor, Lofa County and Sanniquellie, Nimba County including the establishment of victims' protection rooms which has helped to facilitate speedy trials of sexual violence crimes. UNDP also promotes awareness about human rights and remedies for redress and grievances through human rights education. As part of the Cross Border project, UNDP supported capacity building of women traders in Grand Gedeh on their rights and duties. The capacity building enhanced the awareness of these women of their rights and boosted their confidence to stand up for their rights. Through the EU/UN Spotlight Initiative CSOs were contracted to undertake awareness raising activities on SGBV prevention and awareness. The grants provided to CSOs, for instance, have led to the establishment of four (4) women rights movements who are actively providing awareness and advocacy activities in various communities.

Under the Peacebuilding, Reconciliation and Social Cohesion (PRSCP) Programme, UNDP and its national partners have promoted peaceful coexistence which has ensured that rights of people, particularly women are not violated. Through the Decentralization Project, UNDP facilitated access to County services for people with disabilities. UNDP financed the construction of Ramps in four Counties (Grand Kru, Gbarpolu, Grand Capemount and Lofa) to enable physically challenged citizens to have equal access to the County Service Centers (CSCs) in the spirit of "no want left behind". A training session was organized for 121 females and 99 males to educate vision impaired persons of the use of the tactile ballot guide for 2020 elections and referendum.

Within the Electoral support project, workshops organized to promote "Access for All; Inclusive Elections", brought together representatives of the Disabled People Organizations (DPOs) and Persons living with disabilities (PWDs) from six counties - Montserrado, Margibi, Bassa, Cape Mount, Bomi and Gbarpolu to discuss ways to promote the access and inclusion of persons living with disabilities in the 2020 electoral process, by soliciting concerns and issues impeding inclusion. This enabled the NEC and stakeholders to address those issues ahead of the start of the electoral process. The workshop also helped to publicize the special needs of people with disability in relation to the elections and helped to mobilize support for the disabled community to enhance equity and inclusion of PWDs in the electoral process.

Additionally, the Liberia Strengthening Land Governance project is supporting awareness creation on the Land Rights Act of Liberia, existing land disputes resolution mechanisms, concession agreements, as well as an improved understanding of women's and youth rights to land. The project has initiated the establishment of the County land Dispute Management Committee in targeted counties to work towards the formalization and recognition of their land rights. However, sustainability remains a key challenge.

National and local partners have not been able to sustain the interventions, gains and investments in this sector and this is disappointing to UNDP and donors. Resources are shrinking and investment in projects of this nature need to yield results and impact, and this is not the case in some instances. While donors are getting disappointed, the GoL is not stepping up to fill the gap.

4.6 GENDER EQUALITY

4.6.1 EXTENT TO WHICH GENDER WAS FACTORED AND ADDRESSED IN THE PROGRAMME DESIGN AND IMPLEMENTATION AND HAS CONTRIBUTED TO THE PARTICIPATION AND BENEFIT OF WOMEN AND PWD UNDER THE PROJECT WITH GENDER MARKER DATA ASSIGNED TO VARIOUS PROJECTS

UNDP has been very focused on mainstreaming gender and right-based issues in all of its projects of the IGP. In the design, implementation and monitoring of the governance interventions in Liberia, UNDP has demonstrated commitment in ensuring effective inclusion and participation of women as reflected in UNDP's Strategic Plan (2018-2021), the CPD (2020-2024) and UNDSDCF all of which have strong elements of gender equality and empowerment sections in their designs. UNDP and partners such as UN Women, UNFPA and UNICEF joined effort to build the capacity state and non-state actors particularly CSOs, police and the justice sector how curb issues relating to SGBV, rape and other forms of violence against women and girls. The Spotlight initiative supported victims of rape and other sexual violence; trained officers,

magistrates, prosecutors and provided transportation and accommodation for victims. Protecting the rights of vulnerable groups and ensuring inclusive access to justice. To strengthen its efforts towards delivering strong gender equality results, UNDP continued to operationalize the gender equality seal initiative. UNDP earmarked 15% of the entire project budget for gender specific interventions as part of its effort to advance the gender seal initiative, thus, contributing to enhancing the integration of gender in its programming and operations. Regardless of these efforts, Liberia faces a mammoth challenge of implementing strategies for leveling the numbers of women and men in national governance and decision-making capacities. Entrenched traditional norms, lack of harmonization of laws on rape and marriage, delays in prosecution, cultural practices, limited education of women and institutional frameworks have hindered gender equality in Liberian politics.

Attempts to mitigate these inequities have been widely ineffective. There is limited political will to implement gender related strategies and policies developed by both the government and partners. Local efforts in Liberia, including civic education, awareness raising, and other activities have not resulted in gender equality in national governance. Liberia ranks low in the world in female representation in parliament, with only 13.5 percent of women making up the National Legislature of Liberia.

4.6.2 EXTENT TO WHICH UNDP GOVERNANCE SUPPORT HAS PROMOTED POSITIVE CHANGES IN GENDER EQUALITY WITH OR WITHOUT ANY UNINTENDED EFFECTS

Literature review and interviews indicated that the programme provided adequate avenues for the participation of women, girls, PWDs and women groups within the projects. For instance, vulnerable groups participated in the development of Local Government Gender Policy; women were included in project committees where their voices in decision making was heard; there has been increased capacity of the judiciary to dispense justice for survivors of SGBV; the projects advocated and lobbied for changes in laws and policies that are discriminatory and against women; and the project promoted awareness raising on the existing legal and policy frameworks that seek to address SGBV, HPs and all forms of violence against women and girls.

However, the consultants noted that although women's empowerment has amounted to more than their participation in good governance programs, appropriate indicators for assessing improvements in gender relations and greater equality as benefits flowing to women and men have not been formulated for most governance 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.

5. UNDP Strategic Positioning

Through the implementation of interventions that are rightly aligned to local needs, UNDP has positioned itself as a relevant and responsive partner of the GoL. UNDP strategically positioned itself in terms of providing expertise to the GoL, partners and other beneficiaries throughout the design and implementation phases of the IGP. Its pool of experts provides relevant and effective inputs in terms of normative and operational work. There is no gainsaying the fact that the portfolio is and remains relevant. However, the implementation has been fraught with snags with the tendency to undermine UNDPs position. UNDP has been challenged to deliver on time (delayed procurement processes) and in some instances with a sense of urgency. Consequently, development partners may be dissatisfied or grow impatient with slow pace of both delivery and results, which needs attention. This has the tendency to undermine the effective positioning of UNDP as a trusted partner.

UNDP is generally viewed by the government, CSOs, implementing partners and DPs as an intermediary in politically sensitive areas and it is cautiously approaching critical issues such as the rule of law, peace and security, gender and human rights with good governance practices. Given the prevailing context in Liberia, UNDPs responsible role will need to be exploited as an impartial institution that can assist government responding to the needs of the citizens on the one hand, and in meeting international best practice.

UNDP should refocus its attention more on performance-based management system that can be used to engage partners and produce results rather than bureaucratic activities. The UN Agency needs to prioritize its programmatic engagement and future strategies by aligning itself with national development priorities and international standards. In sum, UNDP should build on ongoing governance initiatives and use this evaluation as a reflection of what has happened through lessons learned to design future programmes.

5.2 UNDP'S STRATEGIC POSITIONING AND COMPARATIVE ADVANTAGE

UNDP has been and continues to be a trustworthy partner to the government of Liberia especially in providing the services to the citizens. The UN Agency should use its comparative advantage as the leading good governance and institution building advocate to lay a solid foundation for sustainable development and peace in the country. UNDP should use its comparative advantage to work with partners to invest more in good governance practices, building institutions, professionalizing the state and the message needs to be robust. Partners have to be convinced that laying the foundation for good governance and supporting projects should not be done piecemeal but holistic so that it cannot lay the foundation for sustainable development and peace but also be impactful on the citizens.

The implementation of the IGP by the government, IPs and CSOs have not been that significant during this period under review and this could harm UNDP's balanced approach and perception by those institutions that inclusive and democratic governance needs to have checks and balances. UNDP should be asking uncomfortable questions to its partners in government and emphasizing on focusing on result-oriented and performance-based management systems that produce results.

5.3 UNDP'S CONTRIBUTION TO SDGs

The Sustainable Development Goals are a global call to action to end poverty, protect the earth's environment and climate, and ensure that people everywhere can enjoy peace and prosperity. The UN in Liberia, the Government and Partners are ensuring that the 17 SDGs are achieved in Liberia although emphases are attached to those relevant to the country context.

UNDP and its partners in Liberia are working towards achieving the 17 SDGs interrelated and ambitious goals, which address the major development challenges faced by people in Liberia. The United Nations Sustainable Development Cooperation Framework (UNSDCF 2020 - 2024) in Liberia is tailored on the national plan - The Pro Poor Agenda for Prosperity and Development - and achieving the Sustainable Development Goals. The UNSDCF has four pillars: Power to the People, Economy and Jobs, Peace and Security, and Governance and Transparency all of which are contained in the PAPD. UNDP's contribution has, therefore, been at a strategic level and joint programming with other UN Agencies in the domestication of the SDGs.

Liberia has made progress in achieving the SDGs and the principles of the New Deal for Engagement in Fragile States by incorporating them into the PAPD. A framework for monitoring and reporting progress for the goals and the PAPD is in place. However, the availability of reliable disaggregated data to ensure that no one is left behind remains crucial. Progress towards the SDGs may be adversely affected by ongoing aid volatility and the GoL's policy to reduce aid dependency.

Impact

It is difficult to measure impact at mid-point in programme implementation. It is too early to measure any impact at this stage whereby majority of the projects are ongoing and are at an early stage with few just commencing and only one project completely closed. The implementation of the IGP by the government,

IPs and CSOs have not been that significant during this period under review and this could harm UNDP's balanced approach and perception by those institutions that inclusive governance needs to have checks and balances. Accordingly, the IG Portfolio impact was unlikely or insignificant at this stage due to the portfolio operational result whereby out of the twelve projects, only one has closed with another one closing in September 2022 while majority are ongoing and few just commencing (new).

6. Challenges

- ☐ The portfolio has focused more on procedural activities such as compliance with procurement and quality assurance standards rather than a performance-based management system that involves the continuous process of improving performance by tracking results (outcomes and impact) and applying the lessons learned thereof to inform adaptive management of projects. The project reports are full of activities and outputs rather than information on changes in the lives of the beneficiaries/citizens.
- ☐ Governance has not been used as a foundation for development as fundamental issues of governance such as trust in public institutions, fighting corruption, ensuring performance-based work culture, continuity in governance remain huge challenges.
- ☐ The GoL has not been able to provide counterpart funding for most of the projects rendering sustainability and ownership untenable and elusive.
- ☐ The country needs to see a pathway to ensure that good governance plays a pivotal role in what has happened and what needs to happen.
- ☐ The fact that citizens' loss of faith in government and civic institutions only help to explain why overall social cohesion has not advanced
- ☐ One of the key objectives of the portfolio is to enhance citizens, particularly women participation and inclusion in political, electoral, and decision-making. In this regard, substantial investments have been made in specific activities aimed at achieving this objective. However, the SCORE report of 2021 indicates that citizens' confidence in women leadership have not shown considerable improvement
- ☐ It is critical to tie together good governance and development wherein governance interventions lead to institutionalization of efforts and sustainable development.
- ☐ M&E remains a critical challenge for the implementation of IGP. Most of the projects do not have M & E officers; hence robust and coordinated monitoring by UNDP and DPs to measure progress and collect data have not been encouraging.
- ☐ Development Partners preference to and investment in supporting some sectors of the programme leaving out others have not been too helpful. A holistic approach and support to the governance architecture is the sure way to build the governance and development nexus for sustainable development and peace
- ☐ The LDSP is at the crossroads as activities such as school register permit, licenses and birth certificates that used to be processed at the county level are now transferred to Monrovia for approval. The County Service Centers are, therefore, deprived of the much needed financial resources to upkeep their offices and pay staff.

7. Best Practice and Lessons Learned

- ☐ Consideration of early coordination, consultation, partnership building, contingency planning, and budgeting were very important factors for the smooth implementation of project activities. (Eg. early coordination & joint field efforts with IG projects, UNDP, key development partners, stakeholders, etc.) This strategy enhanced coordination and built trust between the MACs, Partners and the project team which led to a smooth program delivery.
- ☐ Change in Civil Voters Education strategy by hiring CSOs to provide CVE training by partnering with one CBO in each electoral district and engaging them in spreading the message in major towns, districts, clans has resulted in more appreciation of ownership by the citizens for democratic electoral process which yielded fruitful results. (Eg Lofa senatorial elections)
- ☐ Continuous engagement in raising of adequate awareness at national and local levels of society including academia-universities by Governance institution-GC in support for the popularization of the LGA 10 years plan implementation and national ownership has yielded fruitful results.
- ☐ Timely implementation of the Peace Building & Reconciliation Interventions between border countries promoted cooperation, increased social cohesion between cross-border communities and strengthened conflict prevention mechanisms at the community level thus enabling community members to identify and resolve immediate problems and triggers of conflict. (Eg. A post-CCB II project perception survey for beneficiaries of both countries showed 88% beneficiaries as compared to 70% at the beginning of the project.
- ☐ Cumulative results of the Palava Hut hearings conducted under Peace Building & Reconciliation intervention coupled with the unanimous calls for the continuation and expansion of the program after each hearing, has disproved the notion that the program has the potential of reopening “old wounds” and leaving them uncured, rather than being an agency for healing and reconciliation. (EG. victims are interacting and socializing with their victimizers in the communities without mentioning the violations they suffered. communities appreciated and seen the program as the best mechanism for the facilitation of healing, reconciliation and social cohesion
- ☐ Identifying and sending many cases to court frequently deterred violent behavior and reduced the occurrence of violence. Serious reduction in rape and Domestic Violence cases since the inception of IG intervention under the Spotlight program due to the continuous awareness conducted on radios and community around SGBV prevention.
- ☐ Strong collaboration among the criminal justice actors and civil society organizations can have substantial possibilities to reduce pre-trial detention and extension prison overcrowding. The well-established partnership between CSOs, Police, Prisons and Judiciary has led to the release of several pre-trial detainees, which helped to decongest the prisons and the court dockets.
- ☐ Collaboration among the different actors to address the concerns of SGBV survivors helped to strengthen the service provision and response. When various partners collaborate to support survivors and other vulnerable groups, this provides huge potentials regarding their access to justice and support to restore their health and psychological wellbeing.

8. Conclusion

The consultants concluded that UNDP good governance initiatives have contributed to all of the most significant priorities of the major public sector reforms underway in Liberia as articulated by the government, UN agencies and development partners. Considering implementation of the IG for the last two years (2020-2022) and for all intents and purposes, UNDP Liberia and partners have managed to stay the course in challenging circumstances determined by the COVID-19 pandemic that necessitated changes in strategies and re-prioritization of projects. The Governance Portfolio remains relevant which increases in the new context where there is high attrition rate and citizens' lack of trust in the governance system of the country. Overall, UNDP has made good progress in most IG projects implementation despite delays in most cases beyond its control. Out of twelve projects, one is completely closed, eight ongoing and three just commencing operation. **(IG operational framework-table 1)**

Delays in procurement processes and signing of AWP's have been infrequent, which have the tendency to undermine the timely deliverable of project objectives. This could frustrate both donors and beneficiaries. While some positive efforts have been recorded, women's effective voice participation and promoting gender equality in the implementation of policies remain behind expectations. Human rights and integrity institutions remain enfeeble and are far from achieving internationally acceptable standards. This reduces UNDP's opportunities to engage government constructively. Investment in the justice and security sectors have been laudable. Construction of courts, training of magistrates and judges and ensuring the existence of referral pathways has provided a solid base for future work.

It is worth noting that institutional development and governance is important to sustainable development therefore, Liberia needs to stand on its own and establish the pathway to sustainable development by making pivotal move toward good governance including robust and sustainable investment centered on strong institutional building of good governance initiatives ensuring that those variables that have development impact must be flagged.

Additionally, the rule of law, transparency and accountability are fundamental issues of good governance for performing oriented culturally based economic systems to ensure fastest sustainable development. In this regard, vital issues must be seriously assessed (Eg. Corruption must be flagged, and necessary actions taken; focus on transparency and accountability mechanisms from central to local level highly considered; Adequate political leadership provided to allow rapid progresses on LGA to date and the forthcoming elections; addressing high turn-over rate for MACs staff to drive the governance agenda is paramount. Uncertainty on the immediate and smooth implementation of political decentralization with consideration that although administrative deconcentration provides political advantages, more focus should be placed on devolution at the local level to advance good governance.

9. Recommendations

- ❑ UNDP should focus its governance programme on areas where it could make the greatest impact in relation to its comparative advantage based on Liberia's post conflict context where there are generally too many needs within the governance sector both in terms of themes and geographical coverage. Example: UNDP has rolled out several small-scale interventions aiming to address several issues in different geographical areas at the same time which has not necessarily yielded the greatest impact.

- ❑ UNDP should develop a programme with strategic focus informed by a comprehensive assessment of the governance issues and challenges in Liberia, and a thorough audit of its comparative advantages, including mapping the strengths and focus of development partners.
- ❑ UNDP should strengthen capacity and practice of performance and results-based management systems in programme design and implementation.
- ❑ UNDP should continue to build the capacity of the national partners to reach a stage where they can implement projects directly. Thus, UNDP should conduct thorough needs assessments when initiating new project activities for capacity development, in order to better shape the support to the national partner towards the transfer of Governance institutions from DIM to NIM.
- ❑ Government of Liberia to provide counterpart funding for project implementation that could assure sustainability and national ownership.
- ❑ The IGP should adopt new approaches to better target and focus on women, youths and PWDs by providing space for voice and effective participation especially in decision-making since the IGP aims to enhance participation and inclusion of women, youth and people with disability and the current trend shows that capacity building organized for national partners is dominated by men while at the same time, the needs of people with disability are not much reflected in individual projects.
- ❑ UNDP and partners should capacitate their M & E departments to ensure quality assurance for more results and data that could inform future projects and that the IGP is adequately monitored.
- ❑ UNDP to provide support for the immediate implementation of LACC six Anti-corruption Legislations enacted and passed into law recently by the legislature including (prosecutorial power, court on corruption, review of code of conduct, whistleblower protection etc.); hence the need for UNDP therefore to inject new vigor for the promotion of accountability and anti-corruption.
- ❑ UNDP to ensure more advocacy for immediate redistribution of revenues generated by CSC through implementation of revenue sharing bill to facilitate CSCs operational costs by the GOL thus enabling accelerated development in the counties;
- ❑ UNDP should re-develop and implement an exit strategy and sustainability plan that will specify how sustainability is to be achieved for all interventions specifying who will be responsible for what, and the timeframe for phasing out; although UNDP incorporates sustainability strategies in its programme documents, such strategies are not smart enough and do not clearly spell out roles and responsibility for partners.

10. Annexures:

1. Evaluation Matrix
2. Evaluation Questions
3. Interview Checklist Protocol
4. Interview Portfolio Questionnaires
5. Work Plan
6. List of Key Stakeholders Interviewed
6. References
8. Documents Reviewed
9. IGP Term of Reference (TOR)

Table 1: IGP Financial Analysis

Table 2: IGP Operational Framework

Table 3: IGP Strategic Outcome;

Table 4: IGP Result Framework

Figure 1: IGP Financial Analysis; Figure 2-4: IGP Outcome Intended Changes

ANNEX 1 Evaluation Matrix

Evaluations Questions (from the ToRs)	Indicators	Data source / Means for verification
Relevance <ul style="list-style-type: none"> To what extent is UNDP's engagement in governance 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? 	<ul style="list-style-type: none"> Inclusion of the government in the formulation process; Differences between UNDP strategy and national priorities / similarities, including different revisions; Level of integration of lessons learned on UNDP strengths and weaknesses in the programming (mention of lessons learned in programme documents, repetition of possible issues); Linkage of other stakeholder intervention with government priorities Consistency between the different levels of expected results. Context analysis and inclusion of the context in risk monitoring. Project revision because of context evolution. Existence of needs assessment Extent of the gaps in needs analysis (coverage of the assessments, methodological limitations) Risk monitoring documents Existence of follow up of partners implementation compare to strategies Possible / necessary gaps with the strategy depending on partners / areas / sectors Existence of capacity assessment / capacity development plans. 	<p>Desk review (project documents, evaluation reports, government strategies and policies, external organizations working on governance and vulnerable groups)</p> <p>KII with government partners, organizations working on the subject (including CSOs)</p> <p>Desk review (project documents, evaluation reports, government strategies and policies, external organizations working on governance and vulnerable groups)</p> <p>KII with government partners, organizations working on the subject (including CSOs)</p>

<ul style="list-style-type: none"> Has UNDP been influential in national debates on governance issues, and has it influenced national policies on legal reforms and human rights protection? To what extent have UN reforms influenced the relevance of UNDP support to Liberia in the Governance sector? 	<ul style="list-style-type: none"> Amendment to the Constitution of Liberia on governance issues eg. election of county superintendents and administrative district commissioners; Existence of training programme, ad hoc workshop, on the job training (joint work and level exchanges) Linkage of other stakeholder intervention with government priorities .Existence of other national policies and projects referring to governance. Extent of Ethnic groups not represented in the governance system; Level of geographical areas not reached by the increase service delivery; Ability for women, IDPs, orphans, elders and others vulnerable to access State services at decentralized level. 	<p>Same as above</p>
<p>Effectiveness:</p> <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 improve governance at the local level in Liberia? Do these local results aggregate into nationally significant results? 	<ul style="list-style-type: none"> Differences planned results & interventions / actual implementation and achievements Level of coverage by UNDP and partners / gaps Money allocation to governance institutions. Local capacity development, institutional restructuring for economic governance, and empowerment of existing local structures, among others established; eg. deconcentration of procurement functions of MIA 	<p>Desk review (AWP, results framework, technical and financial reports, MoU, minutes of meetings, performance and capacity assessments, partnership and communication strategies, reports on other governance programmes)</p> <p>(KII) key informant interview</p> <p>Focus group discussion (FGD)</p>

<ul style="list-style-type: none"> ● Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver governance services? 	<ul style="list-style-type: none"> - Existence of partners / projects with similar or related interventions, with which no coordination / communication took place - Level of inputs and results by other partners 	<p>Desk review (AWP, results framework, technical and financial reports, MoU, minutes of meetings, performance and capacity assessments, partnership and communication strategies, reports on other governance programmes)</p> <p>(KII) key informant interview</p> <p>Focus group discussion (FGD)</p>
<ul style="list-style-type: none"> ● How effective has UNDP been in partnering with civil society and the private sector to promote good governance in Liberia? 	<ul style="list-style-type: none"> - Frequency and coverage of the contacts / involvement of civil society and private sector 	
<ul style="list-style-type: none"> ● Has UNDP utilized innovative techniques and best practices in its governance programming? 	<ul style="list-style-type: none"> - Recommendations of previous studies and assessments not integrated, or of similar programmes. - Existence of pilot practices. - Level of corruption at the different State services (testimonies/ studies) - Existence of nepotism practices - Human resources practices ensuring absence of conflict of interest - Equity and transparency of the selection / prioritization system for inputs management 	
<ul style="list-style-type: none"> ● Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Liberia? 		
<ul style="list-style-type: none"> ● Considering the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing governance support to national and local governments in Liberia? ● What contributing factors and impediments enhance or impede UNDP performance in this area? 	<ul style="list-style-type: none"> - Increased technical capacity of the organizations covering the different aspects of the governance - Evolution of the staffing and financial resources. - Problems in implementation and reporting for some partners - Level of recurrence of the difficulties in programming in Liberia. - Level of integration of the difficulties in the programming. 	<p>Desk review (AWP, results framework, technical and financial reports, MoU, minutes of meetings, performance and capacity assessments, partnership and communication strategies, reports on other governance programmes)(KII) key informant interview</p> <p>Focus group discussion (FGD)</p>

<p>Efficiency</p> <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 governance 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? 	<ul style="list-style-type: none"> Evolution of cost effectiveness ratio (if calculable, staff / partners / interventions costs) Gaps between planned time frame and actual implementation. Average cost by beneficiary Delays in the implementation of activities Human resources required for implementation of the different activities M&E indicators used and shared with partners Consistency of the M&E implementation & reporting Existence of areas of the programme with no M&E Existence of an analysis of various options 	<p>Desk review (technical report, partners reports, capacity assessments)</p> <p>KII (Key informant interview)</p> <p>Focus group (FGD)</p> <p>Same as above</p> <p>Desk review (technical report, partners reports, capacity assessments)</p> <p>(KII) Key Informant interview</p> <p>Focus group discussion (FGD)</p>
<p>Sustainability</p> <ul style="list-style-type: none"> What is the likelihood that UNDP governance interventions are sustainable? 	<ul style="list-style-type: none"> Ability to replicated the practices gained during the interventions Existence of mechanisms to ensure institutionalization, capitalization and 	<p>Desk review (project reports, reports of the partners, prospective reports on security, donors strategy in the country)</p> <p>(KII) Key informant interview</p> <p>Focus Group Discussion (FGD)</p>

<ul style="list-style-type: none"> • What mechanisms have been set in place by UNDP to support the government of Liberia to sustain improvements made through these governance interventions? • How should the governance 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 governance partnerships in order to promote long term sustainability? 	<p>replication of the interventions & results of the programme.</p> <ul style="list-style-type: none"> - Leverage effects on donors and other stakeholders - Main gaps in terms of community coverage. - Level of means and commitment of community, local, national authorities for the interventions. - Existence of other stakeholders likely to invest in the programme results 	<p>Same as above</p>
<p>Partnership Strategy</p> <ul style="list-style-type: none"> • Has the partnership strategy in the governance sector been inclusive, 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 good governance initiatives? • How effective has UNDP been in partnering with civil society (where applicable) and the private 	<ul style="list-style-type: none"> - Frequency of the coordination meetings - Level of integration of the different claims related to the programme - Reaction of the government following discussions / comments by donors / civil society / UNDP - Existence of duplication across the programmes, or joint programming of some activities - Work plans of the other programmes are available to the GPI projects staff. - State structure ensures coherence of the various initiatives. - Reaction of the government following discussions / comments by donors / civil society / UNDP. 	<p>Desk review (minutes of coordination meetings, project documents, reports by partners, civil society reports)</p> <p>(KII) Key informant interview</p> <p>Focus Group discussion (FGD)</p>

sector to promote good governance in the region?		
Gender Equality <ul style="list-style-type: none"> To what extent has gender been addressed in the design, implementation and monitoring of the program? To what extent has UNDP governance support promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked again data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2013 - 2015. 	<ul style="list-style-type: none"> Data dis-aggregated by gender. Number of women participating at the various stages of the program. Ability of women to raise their voices during the project activities and to access the programme outputs and basic services. 	<p>Desk review (minutes of meetings, content of the trainings project documents, reports by partners, civil society reports)</p> <p>(KII) key informant interview</p> <p>Focus Group discussion (FGD)</p>
Human Rights <ul style="list-style-type: none"> To what extent have poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefited from UNDPs work in support of good governance? 	<ul style="list-style-type: none"> Mention of human rights in the activities Existence of ethnical / demographic / cultural bias in the programme Geographical and sectoral coverage of the programme. Level of freedom of speech on governance issues. Specificities of the human resources allocated to the programme and supported at local level. 	<p>Desk review (minutes of meetings, content of the trainings project documents, reports by partners, civil society reports)</p> <p>(KII) Key informant interview</p> <p>Focus Group Discussion (FGD)</p>

Annex (2)

Key Evaluation Questions

KEY/EVALUATION COMPONENTS	EVALUATION QUESTIONS
Relevance & Strategic Positioning	<ul style="list-style-type: none"> ● To what extent is UNDP's engagement in governance 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 governance issues and has it influenced national policies on legal reforms and human rights protection? ● To what extent have UN reforms influenced the relevance of UNDP support to Liberia in the Governance sector?
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 improve governance at the local level in 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 governance services? ● How effective has UNDP been in partnering with civil society and the private sector to promote good governance in Liberia? ● Has UNDP utilized innovative techniques and best practices in its governance 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 governance support to national and local governments in Liberia? ● What contributing factors and impediments enhance or impede UNDP performance in this area?
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 governance strategy and execution been efficient and cost effective?

	<ul style="list-style-type: none"> ● 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	<ul style="list-style-type: none"> ● What is the likelihood that UNDP governance interventions are sustainable? ● What mechanisms have been set in place by UNDP to support the government of Liberia to sustain improvements made through these governance interventions? ● How should the governance 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 governance partnerships in order to promote long term sustainability?
Partnership Strategy	<ul style="list-style-type: none"> ● Has the partnership strategy in the governance 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 good governance initiatives? ● How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote good governance in the region?
Human Rights	<ul style="list-style-type: none"> ● To what extent have poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefited from UNDPs work in support of good governance? ● To what extent did the programme address issues related to People with Disabilities at the design and implementation stages? ● How has attention to the integration of People with Disabilities concerns advance the area of UNDPs work in support of good governance?

Gender Equality	<ul style="list-style-type: none"> ● To what extent has gender been addressed in the design, implementation and monitoring of governance 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 governance support 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.
Cross Cutting Issues	<ul style="list-style-type: none"> ● To what extent were poverty, environmental issues, gender and human rights addressed? ● Have they been mainstreamed in all relevant outcomes?
Lesson Learned	<ul style="list-style-type: none"> ● What key lessons were learnt from the project? ● How can the Evaluation outcome inform the repositioning and refocusing of the CPD going forward? ● How could these projects be done better in terms of design and implementation of the project and programs?
Recommendations	<ul style="list-style-type: none"> ● What are the key recommendations for the inclusive governance & public Institutions evaluation with regards to the current and the overall Country's development priorities?

Annex 3: Interview checklists/protocols

This Focus Group protocol is a general and draft list of questions which will be further tailored based on initial interviews and depending on the different categories of participants engaged in the focus groups discussion.

1. Why did you take part in this activity?
2. What did you get from this activity?
3. Did it change something in your way of working, living? If so, what?
4. Were there components of this activity useless to your job? Which ones?
5. Were there specific difficulties in the implementation of this activity? What could be improved?
6. Do you also face difficulties in the implementation of what you have learnt/discussed during this activity? Why? How could this be overcome?
7. Do you see other effects of this activity, on your organizations and its performance/results?
8. What would be the priorities in terms of IG in the country to date?
9. How is the performance of civil servants assessed and to what extent is this effective?
10. How could transparency increase for project implementation?
11. How potential informal rewards practices such as corruption be mitigated in IGP?
12. Do you see categories of populations excluded from the potential benefits of the project? Which ones and why?
13. Would you have other recommendations to strengthen the work at the county level?

ANNEX (4) INTERVIEW PROTOCOL QUESTIONNAIRES		Project Staff	Partners	External Stakeholders
1.	How was the project formulated? To what extent was it participatory and inclusive?	X	X	X
2.	To what extent have social, economic, and political dynamics been taken into consideration? Which groups or areas in Liberia have not been included?	X	X	X
3.	Are there gaps between the Project, national policies, and strategies? As compared with international standards?	X	X	X
	To what extent are the project's monitoring mechanisms in place effective for measuring and informing management	X	X	X
4.	How was the prioritization undertaken, including the selection of counties? To what extent have the most relevant activities and outputs selected to achieve the objectives?	X	X	X
5.	What needs could not be covered? Have some activities been rejected at the inception stage?	X	X	X
6.	How and to what extent was the gender dimension included in the project? Ethnic minorities?	X	X	X
7.	How was gender factored in the programme and the results? How have cultural constraints related to gender been addressed? To what extent do the results differ between male and female?	X	X	X
8.	To what extent did the M&E process identify results and limitations of the process across the various implementing partners and participants? How would you suggest improvements in the M&E to enable documenting results at outcome and impact level in the future?	X	X	X
9.	How have lessons learned been identified and included in the projects?	X	X	X
10.	How was cost efficiency included in the project? Where some of the costs paid by the GOL and why? To what extent have local resources been maximized?	X	X	X
11.	Which activities could not be implemented as planned and why? What were the difficulties? To what extent can they be anticipated and planned?	X	X	X
12.	How were beneficiaries, trainers and trainees selected? Did these changes over the years?	X	X	X
13.	To what extent were coordination and the partnership strategy relevant and effective? How have partnerships affected the progress towards achieving the outputs	X	X	X
14.	To what extent were civil society and the private sector involved? Are there further opportunities in that respect?	X	X	X
15.	To what extent were the trainees/beneficiaries able to use the knowledge/practices taught during the training in their different MACs? How has this been documented?	X	X	X
16.	What were the potential limitations to put into practice the learnings of the activities	X	X	X
17.	To what extent did you try to overcome potential limitations and difficulties during the projects' implementation?	X	X	X
18.	Which changes can be identified in the beneficiary (GOL partners), organizations and to what extent can they be attributed to the project work?	X	X	X
19.	To what extent did those changes lead to potential impacts?	X	X	X
20.	What would be your recommendations for the potential future of the IGP projects operations in Liberia, particularly at the local level?			
21.	Has the project-built synergies with other similar projects being implemented at the country level with the United Nations and the Government of Liberia			

ANNEX (5) WORKPLAN		Schedule & Calendar of Work	
Activity (s)	Description	Deadline	Time frame
Phase (1)		May 15, 2022	
Inception Inception report and evaluation matrix	Initial document review, development of methodology and develop a work plan. Participate in an Inception Meeting with UNDP Liberia country office, inception report.		Seven (7) Days
Presentation, data collection	Desk review, surveys, interviews, the presentation including briefing & debriefing. Draft inception report.		
Phase (2)		May 29, 2022	
Draft evaluation report Stakeholder workshop presentation	Interview stakeholders Conduct field visits Data collection, FGD/KII meetings and other forms of evaluation information gathering within communities.		Twelve (12) Days
Synthesis	Data entry, analysis, interpretation leads to the development of the provisional report. Present draft Evaluation Report and lessons at Validation Workshop.		
Phase 3		June 6, 2022	
Final Evaluation Report	Draft/provisional report is validated with project stakeholders commenting. Finalize and submit evaluation and lessons learned report incorporating additions and comments provided by stakeholders. Final reporting & dissemination.		Three (3) Days
		Total # of Days	22 Days

Note: 5 Working days/per week

ANNEX – (6)

LIST OF KEY STAKEHOLDERS INTERVIEWED (KII)

Rodrique	UNDP Country Office	Stephen
George Weah Howe, Jr.	Governance Commission	0776511921
Actebeouson Nyema	Governance Commission	0777289212
Cecelia N. Flomo	Governance Commission	0775878256
Lenka Homolkova	Liberia Election Support Project	0779002642
Timothy Woods	Liberia Election Support Project	0777868844
Michael A. Clarke	National Election Commission	0776081241
Edward Mulbah	Peace Building Office	0770164593
Christopher K. Fayia	Peace Building Office	0777041919
Roseline Nagbe Kowo	Public Procurement & Concession Commission	0770355892
Landford Himmeh	Public Procurement & Concession Commission	0770198326
Moses V. Kowo	Liberia Anti-Corruption Commission	0776404240
Joseph Blamiyon	Independent National Human Rights Commission	0777349662
L. Samuel W. Chamcham	INHRC-Grand Bassa County	0777153500
Nikolina Stalhand	Swedish Embassy-Democracy & Human Rights Sec.	
Godo Kolubo	Irish Embassy-Governance Section	0776756025
Daniel Clarke	Judiciary/Court 'E'	0886551335
Rowland Cole	UNDP-Rule of Law	0779002639
Marzu Stubblefield Quaye	UNDP-Rule of Law	0777210313
Emmanuel M. Kollie	UNDP-Rule of Law	0770003847
Wondimu Ayele	Global Fund	0770004110
Josephine Gross	MOJ-SGBV Unit	0886558056
Massa Jallabah	MOJ/Programme Management Unit	0770607254
Ernree Neplo	Spotlight-UNDP	0779002644
Munah B. Meah	Spotlight-WACPS LNP/MOJ-Nimba County	0775675923
George Z. Cooper	Spotlight-WACPS LNP/MOJ-Nimba County	0880602067
Varney Sirleaf	Ministry of Internal Affairs (MIA)	0777513621
Faliku M. Kromah	MIA-LDSP/CSC-Sanniquellie, Nimba County	0886440772
Emmanuel S. Nagbe	MIA-LDSP/CSC-Sanniquellie, Nimba County	0777897046
Jonathan V. Dahn	MIA-LDSP/CSC-Sanniquellie, Nimba County	0776404562
George T. Kanneh, Sr.	MIA-LDSP/CSC-Sanniquellie, Nimba County	0886215269

Larlaseh Gleeclay	MOL/CSC-Sanniquellie, Nimba County	0777920776
Tony B. Fahn	LISGIS/CSC-Sanniquellie, Nimba County	0886569311
Julius M. Gontar	CNDRA/CSC-Sanniquellie, Nimba County	0888132375
Avery L. Nawah	MOE/CSC-Sanniquellie, Nimba County	0886558440
Eddie K. Beanger	LLA/CSC-Sanniquellie, Nimba County	0777912115
Yaah Belleh Suah	MOGCSP/CSC- Sanniquellie, Nimba County	0776244740
Richard B. Kanneh	MFDP/CSC- Sanniquellie, Nimba County	0886539551
Benjamin Vorh	MFDP/CSC- Sanniquellie, Nimba County	0776656505
Melvin D. Donsuah	LLA/CSC- Sanniquellie, Nimba County	0886165741
Ignatius Abedu-Bentsi	UNDP/Programme Support Unit	0770194356
Augusta Pshorr	UNDP-Communication	0770003819
Vanneh Boakai	Women & Children Child Protection Sec. LNP/MOJ	0770800131
Daniel Boe	Efficiency Research Dev. Institute/CSO Nimba	0776917146
Jamesetta Sonkalay	Efficiency Research Dev. Institute/CSO Nimba	0770234746
Robert B. David	Center for Justice & Peace Studies/CSO	0880444273
Joseph Howard	Center for Justice & Peace Studies/CSO	0770103528
Joseph Cheayan	Institute of Democratic Action/CSO	0770205998
Meimah O. Johnson	Institute of Democratic Action/CSO	0775151334
K. Boboh Kollie	Citizen Institute for Dialogue/CSO	0886407901
Pilate Johnson	Citizen Institute for Dialogue/CSO	0776344085
Kabah M. Trawslh	Prison Fellowship of Liberia/CSO	0886627641
Henrietta F. Mantor	Alliance For Women Advancement/CSO	0777581433
W. LawrenceYealue	Accountability LAB-Liberia/CSO	0770647354
Cllr. Margaret Nigh	Her Voice/CSO	0770115545
Lorma Boysorh	Rural Human Rights Activist Program/CSO	0770457621
James Monibah	UNDP-Inclusive Governance Pillar	0776531165
Boye Johnson	UNDP-Inclusive Governance Pillar	0770003801
Augustus M. Zayzay	UNDP-LDSP	0777001002

Annex (7): Document/reviewed

1. UNDP Liberia Inclusive Governance Portfolio Document (2020-2024)
2. Country Programme Document for Liberia (2020-2024)
3. United Nations Sustainable Development Cooperation Framework, UNSDCF Liberia (2020-2024)
4. Pro-Poor Agenda for Prosperity and Development (PAPD)
5. Liberia Rising 2030
6. Consolidated Annual Progress Reports (IGP) 2021
7. Annual Work Plans (AWP) Inclusive Governance Portfolio (IGP) 2021
8. Inclusive Governance Portfolio Product
9. Anti-Corruption Innovation Initiative Project Document
10. Promoting Inclusive Political Participation & Elimination of Violence Against Women in Politics
11. LESP Election Project Document (2020-2024)
12. Inclusive Political Participation Project Document
13. Peace Building & Reconciliation Project document
14. Liberia Decentralization Support Project Document (LDSP II)
15. Global Fund Amended PIP
16. Peace Dividend Project Document
17. Rule of Law Project Document
18. Capacity Development II Project Document (2022)
19. Cross Border Phase II Project Document
20. Liberia Strengthening Land Governance Project Document
21. Rule of Law Programme Document
22. Liberia Women Empowerment Product
23. Liberia Spotlight Initiative

Annex: (8) Reference Documents

- ☐ UNEG Evaluation Guidelines
- ☐ OECD DAC Definition of Evaluation Criteria
- ☐ IGP Strategic Document
- ☐ IGP OE-Term of Reference (TOR)
- ☐ UNSDCF Liberia (2020-2024)
- ☐ UNDP Country Programme Document-Liberia
- ☐ World Bank, Country Partnership Framework, 2018
- ☐ Liberia Common Country Assessment, 2018
- ☐ IMF 2019, Article V Mission to Liberia
- ☐ Liberia common Country Assessment, 2018
- ☐ Liberia Common Country Assessment, 2018
- ☐ Africa economic Outlook, 2017
- ☐ UNDP Liberia Governance Portfolio Document, 2020-2024
- ☐ Transparency International Corruption Perception Index of 2019
- ☐ UNDP Human development Report, 2018
- ☐ “The Story of UNMIL: Supporting Decentralization in Liberia”, April 20, 2018

Annex (9) Terms of reference of the evaluation



Empowered lives.
Resilient nations.

Terms of Reference for National Consultant, Inclusive Governance Outcome Evaluation

I. Position Information	
Assignment:	National Consultant, Inclusive Governance Outcome Evaluation
Portfolio:	Inclusive Governance
Contract Type:	Consultancy
Duty Station:	Monrovia, Liberia
Duration of Assignment:	22 working days over a period of six weeks

Background

The Country Programme Document (CPD) for Liberia (2020-2024) was formally adopted by the Executive Board in September 2019, signaling the formal start of a new programme cycle. The CPD was anchored on two portfolios, namely: i) Inclusive Governance, and ii) Inclusive Sustainable Growth.

Recognizing that good governance and the rule of law continue to be a major development challenge for Liberia which hinders its post war reconstruction and state building process, the Inclusive Governance Portfolio identifies four strategic outcomes which are largely interrelated, interdependent and transformative while targeting a substantially expanded role for women in each area of engagement, in particular their participation in positions of authority and decision-making at the national and local levels. The four strategic outcomes focus on:

A. Enhanced capacity of formal and informal mechanisms to provide access to justice, uphold the rule of law and protect human rights especially for the most vulnerable & marginalized communities.

Despite the progress made in the rule of law sector, the sector continues to face serious human, financial and infrastructural capacity constraints as well as insufficient systems, procedures, structures, and policies. This has resulted in a backlog of cases which has in turn caused delays in realizing justice.

Based on the foregoing, it is urgent and necessary to enhance the capacity of both formal and informal mechanisms to provide access to justice, uphold the rule of law and protect human rights for the most vulnerable and marginalized communities.

B. Effective service delivery, transparent and accountable decentralized governance systems.

For many decades, Liberia has made attempts to build an inclusive state with shared values and cultural appreciation extending beyond the central government and narrow political elite interests to local levels. At the local governance level, steps have been taken to establish instruments to drive decentralization of governance. Despite the numerous challenges, decentralization remains critical to bringing governance and democracy closer to the people of Liberia. It is also an important link in creating stronger relationships between the government of Liberia and her citizens.

C. Enhanced citizen's participation and inclusion in political, electoral, and decision-making, particularly for women, persons living with disabilities and youth.

Although the National Electoral Commission (NEC) has made tremendous steps in ensuring inclusive, credible, and transparent electoral processes, some segments of the population remain concerned about the management of elections by NEC and its level of transparency. While this may be a question of perception, the situation has the potential to undermine the credibility of the Commission, electoral processes, and the legitimacy of resultant outcomes. Perception of the electorate also impacts strongly on the integrity of the electoral process. It is from this perspective that UNDP continues to build and restore public confidence in electoral institutions, processes, and the way they are managed.

Sustained peace, reconciliation & social cohesion at national and local levels. Inadequate post-war reconciliation, impunity, limited governance systems, perceived constrained capacity of the government to safeguard peace, and limited

social cohesion pose a challenge to sustenance of peace and reconciliation in Liberia. The root causes of the civil war remain unaddressed. This is demonstrated by: 'unfinished business of peace and reconciliation and a slow reconciliation process;' and 'unaddressed grievances over the political legitimacy of concessional agreements, given the failure of contractual processes to involve affected communities and local governments in decision making when granting concessions and a lack of government accountability for ensuring good conduct by the concessionaires.

UNDP's Inclusive Governance programme supports the national government priorities as defined under the Pro-poor Agenda for Prosperity and Development (PAPD) 2018–2023 and the Liberia Rising Vision 2030. UNDP partners with the Government of Liberia, other development partners and the civil society to support the implementation of governance and institutional building. The UNDP Inclusive Governance Portfolio provides programme and projects' support to various institutions and line ministries. UNDP acts as the lead agency in the area of governance within the United Nations Sustainable Development and Cooperation Framework (UNSDCF).

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 United Nations Sustainable Development and Cooperation Framework (UNSDCF) 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 are to be conducted in the first quarter of 2022 to assess the impact of UNDP's development assistance across the major thematic and cross cutting areas of good governance, decentralization, justice, peace, and security, gender, and human rights.

The UNDP Office in Liberia is commissioning this evaluation on good governance 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 serve an important accountability function, providing national stakeholders and partners in Liberia with an impartial assessment of the results of UNDP inclusive governance support. The evaluation will also provide perspective on the changing COVID-19 pandemic landscape and priorities and how the Inclusive Governance Portfolio might adjust to meet emerging priorities and changing demands.

Evaluation Scope

The outcome evaluation will be conducted during the months February and March 2022, with a view to enhancing programmes while providing strategic direction and inputs to the adjustment and possible recalibration of the 2020-2024 CPD, which undergoes its midterm review in 2022.

Specifically, the outcome evaluation will assess:

- 1) The relevance and strategic positioning of UNDP support to Liberia on inclusive governance.

The frameworks and strategies that UNDP has devised for its support on inclusive governance, including partnership strategies, and whether they are well conceived for achieving the planned objectives.

- 2) The progress made towards achieving inclusive governance outcomes through specific projects and advisory services and including contributing factors and constraints.
- 3) The progress to date under these outcomes and what can be derived in terms

of lessons learned for future UNDP's inclusive governance support to Liberia.

The evaluation will consider the pertinent country programme outcomes and outputs focused on good governance, as stated in the UNSDCF and the 2020-2024 CPD for Liberia. The specific outcomes under the UNDP CPD are to be assessed relates to **UNSDCF Outcome 4/ UNDP OUTCOME 1**: By 2024, people in Liberia, especially the vulnerable and disadvantaged, benefit from strengthened institutions that are more effective, accountable, transparent, inclusive, and gender responsive in the delivery of essential services at the national and subnational levels. **UNSDCF Outcome 3/ UNDP OUTCOME 2**: By 2024, Liberia consolidates, sustains peace and enhances social cohesion, has strengthened formal and informal institutions capable of providing access to inclusive, effective, equitable justice and security services, capable of promoting and protecting the human rights of all.

As described in Annex A, the UNDP Liberia Country Office has implemented 4 programmes that reside within this outcome. An analysis of achievements across all 4 programmes is expected.

Evaluation Questions

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

Relevance:

- To what extent is UNDP's engagement in governance 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 governance issues, and has it influenced national policies on legal reforms and human rights protection?
- To what extent have UN reforms influenced the relevance of UNDP support to Liberia in the Governance 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 improve governance at the local level in 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 governance services? How effective has UNDP been in partnering with civil society and the private sector to promote good governance in Liberia?
- Has UNDP utilized innovative techniques and best practices in its governance programming?
- Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Liberia?

- Considering the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing governance 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 governance 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 governance interventions are sustainable?
- What mechanisms have been set in place by UNDP to support the government of Liberia to sustain improvements made through these governance interventions?
- How should the governance 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 governance partnerships in order to promote long term sustainability?
- Partnership strategy
- Has the partnership strategy in the governance 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 good governance initiatives?
- How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote good governance 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:
- Human rights
- To what extent have poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefitted from UNDPs work in support of good governance?
- Gender Equality
- To what extent has gender been addressed in the design, implementation, and monitoring of governance 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 governance support 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's 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.

Methodology

The outcome evaluation will be carried out by an external 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 good governance at national and local levels in Liberia. The evaluators will develop a logic model of how UNDP governance interventions are expected to lead to improved national and local government management and service delivery. In the case of the governance 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 governance 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:

A desk review should be carried out of the key strategies and documents underpinning the governance work of UNDP in Liberia. This includes reviewing the UNSDCF and pertinent country programme documents, the midterm review of the UNSDCF and UNDP CPD as well as a wide array of monitoring and evaluation documents of governance 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 governance support. This includes the government's Pro-poor Agenda for Prosperity and Development (PAPD), the Liberia Rising Vision 2030, and other national reports, to be made available by the UNDP Country Office.

The evaluators will examine all relevant documentation from the programmes and projects implemented under the Inclusive Governance Portfolio, including project TORs, evaluations, and technical assessment reports.

11. 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

Deliverables

The following reports and deliverables are required for the evaluation:

- Inception report
- Draft Inclusive Governance Outcome Evaluation Report
- Presentation at the validation workshop with key stakeholders, (partners and beneficiaries)
- Final Governance 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 governance 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 organize. 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 (International Consultant) and an Associate Evaluator (National Consultant).

Required qualification of the Associate Evaluator (National Consultant)

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.

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.

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 her 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 composed of technical experts to enhance the quality of the evaluation. This Panel will review the inception report and the draft evaluation report to provide detailed 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 detailed rationale to the advisory panel for any comment that remains unaddressed.

The evaluation will use a system of ratings standardizing 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 arrange their travel logistically and financially 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.

Timeframe for the Evaluation Process

The evaluation is expected to take 22 working days for each of the two consultants, over a period of six weeks starting February 2022. The following table provides an indicative breakout for activities and delivery:

Activity	Deliverable	Workday allocation		Time period (days) for task completion
		Evaluation Manager	Associate Evaluator	
Review materials and develop work plan	Inception report and evaluation matrix	4	3	7
Participate in an Inception Meeting with UNDP Liberia country office				
Draft inception report				
Review Documents and stakeholder consultations	Draft evaluation report Stakeholder	13	16	30

Interview stakeholders	workshop presentation			
Conduct field visits				
Analyze data				
Develop draft evaluation and lessons report to Country Office				
Present draft Evaluation Report and lessons at Validation Workshop	Final evaluation report	5	3	7
Finalize and submit evaluation and lessons learned report incorporating additions and comments provided by stakeholders				
	totals	22	22	6 weeks

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 finalize 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	60%
Final Evaluation Report	30%

