



EVALUATION OF THE

DEMOCRATIC GOVERNANCE Thematic Trust Fund

**COUNTRY
STUDY:
SIERRA LEONE**

United Nations Development Programme

EVALUATION OF THE DEMOCRATIC GOVERNANCE Thematic Trust Fund

United Nations Development Programme

COUNTRY STUDY: SIERRA LEONE

By Bob Boase and Patrick Robin

Country case studies were a key part of the evaluation of UNDP's Democratic Governance Thematic Trust Fund (DGTTF). The evaluation team reviewed and analysed DGTTF projects in eight countries: Bhutan, Bolivia, Kyrgyzstan, Mauritania, Mozambique, the Philippines, Sierra Leone and Yemen. This country case study is meant to complement the main text of the evaluation report.

The DGTTF has made a difference in Sierra Leone's transition to democratic governance with its four completed projects and one new project underway. The three completed projects **Practice Team on Analysis on Governance, Post-conflict Gender Legislation** and **Support to Decentralization** have been judged successful by the evaluators. These projects have made, and are making, a difference in Sierra Leone. **The Senior Executive Service** failed as no decision was made about creating this new category in public service. While it is too soon to draw

conclusions about the fifth project, **National Human Rights Commission Strengthening**, which has only just started, it holds great promise.

The CO had problems in gaining approval for two of its projects. The first was the **Senior Executive Service** application, which missed the 2004 submission deadline by two days, due to IT problems in the UNDP CO, and therefore had to be re-submitted for 2005. Project documents for the **Strengthening the Human Rights Commission** project were almost refused when the CO was told only 24 hours before the deadline that it had not submitted its 2006 final DGTTF report on the Post-conflict Gender Legislation. UNDP NY states that it is more flexible than what the Sierra Leone office describes. There needs to be better communication between UNDP NY and the posts about the application process.

TABLE OF CONTENTS

ABBREVIATIONS	3
1. BACKGROUND	4
2. SUMMARY OF FINDINGS	6
3. PROJECTS OVERVIEW.....	8
3.1 Practice Team on Analysis of Governance	8
3.2 Support to Decentralization	9
3.3 Post-conflict Gender Legislation.....	11
3.4 Creation of Senior Executive Service.....	12
3.5 Strengthening the Human Rights Commission.....	13
4. PEOPLE INTERVIEWED FOR THE SIERRA LEONE COUNTRY STUDY.....	15

ABBREVIATIONS

APR	Annual Project Report	OECD/DAC	Organization for Economic Cooperation and Development's Development Assistance Committee
BCPR	Bureau for Crisis Prevention and Recovery	OGC	Oslo Governance Centre
BDP	Bureau for Development Policy	ProDoc	Project Document
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women	RB(x)	Regional Bureau(x)
CO	Country Office	SES	Senior Executive Service
CPAP	Country Programme Action Plan	SIDA	Swedish International Development Agency
CSO	civil society organization	SL	Service Line
Danida	Danish Development Assistance	SURF	Sub-Regional Resource Facility
DFID	UK Department for International Development	SWAp	sector-wide approach
DGG	Democratic Governance Group	TOR	terms of reference
DGP	Democratic Governance Practice	TRAC	target for resource assignment from the core
DGTTF	Democratic Governance Thematic Trust Fund	UN	United Nations
ECIS	Eastern Europe and the Commonwealth of Independent States	UNAIDS	Joint United Nations Programme on HIV/AIDS
EOI	expression of interest	UNDAF	United Nations Development Assistance Framework
GTZ	German Agency for Technical Cooperation	UNDP	United Nations Development Programme
HQ	headquarters	UNDP NY	United Nations Development Programme New York
HURLITALK	Human Rights Policy Network	UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
ICT	information and communications technology	UNICEF	United Nations Children's Fund
JICA	Japan International Cooperation Agency	UNIFEM	United Nations Development Fund for Women
LPAC	Local Project Appraisal Committee	UNFPA	United Nations Population Fund
MDG	Millennium Development Goal		
MYFF	multi-year funding framework		
NDI	National Democratic Institute		
NGO	non-governmental organization		

1. BACKGROUND

Sierra Leone's 10-year conflict devastated much of the country and brought great suffering to its people. It resulted in the displacement of more than half the population, disrupted economic activity and destroyed much of the infrastructure. The conflict is largely responsible for Sierra Leone's standing as 176th out of 177 countries in the 2006 Human Development Report.

The causes of the conflict were many and complex, with origins well before the actual conflict itself. They lie in a mix of bad governance, denial of fundamental human rights, economic mismanagement and social exclusion, including the marginalization of youth. The diversion and misuse of diamonds, rutile and other resources exacerbated these problems. All these factors, together with instability in neighbouring states, contributed to the collapse of national institutions and services, the breakdown of state security and the misappropriation of government resources—thereby causing the impoverishment of rural populations and urban dwellers alike.

Since the end of the conflict in 2002, there has been significant progress towards consolidation of peace and recovery in the country. Civil authority has been restored throughout the country, two successive presidential and parliamentary elections have been peacefully held and over 543,000 displaced persons have returned to their home areas and begun the process of rebuilding their lives.

DGTTF is alive and well in the UNDP Sierra Leone Country Office (CO). All five DGTTF proposals were approved; four of the projects are completed and one was underway as this evaluation was being conducted. The five projects are in sync with the UN Development Assistance Framework (UNDAF), the Country Programme Assistance Plan (CPAP) and the seven UNDP Democratic Governance Service Lines. UNDP Sierra Leone's Governance Programme for 2008–2010 will focus on, among other things, promotion of human rights. The 2007 DGTTF project, Strengthening the Human Rights Commission, is on target, as were earlier DGTTF projects at the time.

Three DGTTF projects—Practice Team on Analysis on Governance, Post-conflict Gender Legislation and Support to Decentralization—are judged successful in this evaluation; but one, Creation of Senior Executive Service, is judged to have failed. It is too soon to draw conclusions about the fifth project, Strengthening the National Human Rights Commission (which has only just started), but is expected to make a valuable contribution to the larger DGTTF effort of helping Sierra Leone transition to democratic governance. Table 1 summarizes the five DGTTF projects in Sierra Leone from 2002 to 2007.

While DGTTF is not widely known in Sierra Leone outside the institutions where it has operated directly, the programme has an important place in the country's transition toward democratic governance. This is particularly the case for the three completed projects judged to be successful as well as the one under way in 2007.

TABLE 1. PROJECT SUMMARIES

PROJECT	OUTCOME	ACTIVITIES	REQUESTED	RECEIVED	SPENT	OTHER RESOURCES	COMMENTS
Practice Team on Analysis on Governance (2002)	Governance plan for Sierra Leone and establishment of governance unit at UNDP CO	Regular meetings with stakeholders to discuss governance plan	\$348,200	\$348,200	\$255,547	No TRAC	Success despite a politically tense and potentially dangerous national political situation
Support to Decentralization (2003)	Law on government decentralization	National consultations	\$90,000	\$90,000	\$89,387	No TRAC	Judged the best local government law in the sub-region
Creation of Senior Executive Service (2005)	Project failed; no executive service created	Training of senior officials	\$225,000	\$225,000	\$224,605	No TRAC	Project failed due to differences among participating donors: World Bank, DFID and EU
Post-conflict Gender Legislation (2006)	Four laws pursuant to CEDAW on women's rights	Build capacity of judiciary and strengthening of Parliamentary Committee on Human Rights	\$200,000	\$200,000	\$112,889	No TRAC	UNIFEM and UNICEF participated in project
Strengthening the Human Rights Commission (2007)	Strengthening of this new institution	Training and equipment				No TRAC	This new institution is critical to addressing violations of human rights dating from the civil war

2. SUMMARY OF FINDINGS

- Sierra Leone has 'won' all five of its DGTTF proposals, thereby making it both active and successful in its DGTTF applications.
- The modest financial range of DGTTF projects was found to be appropriate in Sierra Leone, where the overall UNDP governance programme is relatively small and where a \$100,000 DGTTF project can make a difference. The CO prefers the current financial range of projects and would not want it to increase if that meant that their chances of project approval would be reduced.
- DGTTF projects are consistent with Sierra Leone UNDAF and with CPAP. This demonstrates that DGTTF has been advancing the overall UN/UNDP agreed plan for Sierra Leone.
- Each DGTTF project falls under one of the seven UNDP Governance Service Lines; four of the five projects fall under the UNDP key result 'strengthening accountable/responsible institutions' in the 2008–2011 Corporate plan.
- The CO had problems in gaining approval for two of its projects. It missed the 2004 deadline for submission of its project document by two days due to IT problems; as a result, it had to postpone the project (Creation of Senior Executive Service) and re-submit it the following year. Also, the Strengthening the Human Rights Commission project document was almost refused when the CO was told only 24 hours before the deadline that it had not submitted its final report for the previous DGTTF project, Post-conflict Gender Legislation.
- The compelling importance of a champion to lead the project should not be underestimated. This person must not only be sufficiently experienced to have the necessary authority to implement the project; he or she must also have the vision and drive to make it all happen. DGTTF had such a person in the case of the Post-Conflict Gender Legislation.
- DGTTF projects should be careful about the nature and scope of donor collaboration. In the case of the 2005 Creation of Senior Executive Service project, the World Bank, DFID and EU were to be major contributors to the salary and early retirement costs of the project, but the project failed when they withdrew.
- DGTTF proposals must be carefully reviewed for their scope to ensure that they are feasible in the one-year time-frame. The creation of a Senior Executive Service (SES) would be an undertaking of several years in the best of circumstances. This was one of the causes of the 2005 project's failure.
- The current system of accepting proposals at one specific time each year should be reviewed. It would be preferable if COs were allowed to make their proposal at any point in the year. In the case of Sierra Leone, the SES project missed the deadline and had to be submitted the following year while another proposal barely made the deadline due to a technical problem. Options for shifting from a once a year to an on-demand process application should be explored.
- The SES project illustrates the high risk of a project scope that clearly goes beyond a single year. DGTTF needs to have criteria in which specific questions are posed about the scope and time-frame of DGTTF proposals.
- Other donors can be unreliable in regards to funding DGTTF projects. In the case of the SES project, DFID and the World Bank were to be major donors but ultimately did not participate. This points to the need for criteria or guidance as to whether and how to engage other donors in DGTTF projects.
- The Role of Sub-regional Resource Facilities (SURFs) should be evaluated. In the case of the Post-Conflict Gender Legislation project, the CO received no reply from the SURF and had to request NY for an exception in approving the project. This speaks to the need to review the entire approval process with a view to its simplification.

- The DGTTF and TRAC relationship should be clarified. Often, there is a close and complex relationship between DGTTF and TRAC projects that can differ from project to project. This issue can benefit from analysis and recommendations to clarify what kinds of relationships are constructive and acceptable under the DGTTF guidelines and which are not, e.g., using DGTTF simply to bump up the TRAC budget by \$50,000.
- DGTTF's relationship with donors should be strengthened. As in other countries, no donors showed up to a meeting to discuss democratic governance and DGTTF. It begs the question of the profile of DGTTF in the donor community. Should donors be made more aware of or be more involved in DGTTF?

TABLE 2. PROJECT PERFORMANCE SUMMARY

PROJECT	INNOVATIVE	MOBILIZED FUNDS	CATALYTIC	UNDP COMPARATIVE ADVANTAGE	PARTNERSHIPS WITH DONORS	PARTNERSHIPS WITH GOVERNANCE INSTITUTIONS	INCORPORATED GENDER	CIVIL SOCIETY	INCORPORATED HUMAN RIGHTS
Practice Team on Analysis on Governance (2002)	Created governance plan and established UNDP governance unit	Donors contributed to governance reform in subsequent years	Established plan for government and donor action for the years ahead	UNDP seen as neutral convenor of stakeholders	Donors participated in discussions	Involved key government institutions	Yes	Yes	Yes
Support to Decentralization (2003)	First donor assistance for decentralization	Yes	Yes	UNDP was first donor to assist when other donors were not interested	No	Close partnership with Ministry of Local Government and Community Development	No	Yes, focused on civil society	Yes
Creation of Senior Executive Service (2005)	No	No	No	No	No	Partnered with Presidential Commission on Reform of the Civil Service	Yes	No	No
Post-conflict Gender Legislation (2006)	Raised awareness on discrimination against women	Yes	Yes	UNDP seen as body to implement CEDAW	UNIFEM and UNICEF partnered in the project	Partnered with Human Rights Parliamentary Committee	Yes	Yes	Yes
Strengthening the Human Rights Commission (2007)	No	Not yet	Not yet	UNDP previously involved with same client	Not yet	Partnered with the new Human Rights Commission	Yes	Yes	Yes

3. PROJECTS OVERVIEW

3.1 Practice Team on Analysis of Governance

Results: Successful despite a politically tense and potentially dangerous national situation

UNDP Core Democratic Service Line: Decentralization, Local Governance and Urban/Rural Development

Start/end date: April–December 2002

Amount requested: \$348,200

Amount approved: \$348,200

Amount spent: \$255,547

UNDP project context:

The government had concluded in its Interim Governance project 2002—to which UNDP had contributed with its first DGTTF project—that poor governance was the underlying cause of the disenfranchisement of its people, which in turn had sown the seeds of the civil war. At the heart of poor governance was an over-centralized system that deprived the localities of any participation and ownership in the affairs of state. This 2003 DGTTF project was at the direct request of the government, and through it UNDP became the first and only donor to support decentralization.

This project was implemented after the civil war at a time when the government was fragile and to some degree adrift. Also, the development community was still finding its feet and coming to grips with the challenges ahead. UNDP believed governance was critical to Sierra Leone's future so it decided to build its first DGTTF project around a collective analysis of and plan for governance while at the same time establishing its own governance unit for future programming in the Sierra Leone CO.

Project purpose:

The purpose of the project was to contribute to the development of analytic and advocacy tools, programme and policy support and strategic initiatives to keep UNDP at the national forefront on issues related to governance and poverty, justice, human rights and conflict prevention. The main outcome of the project was a UNDP post-war Governance Interim Programme in Sierra Leone (GIPSIL) and the mobilization of resources for implementation of the programme and the sustainability of the governance unit.

Planned project outputs:

- launch and staffing of the new TANGO practice area
- production of a detailed strategic first-year work programme and key expected results in the second and third years
- preparation of post-war GIPSIL (Governance Interim Programme in Sierra Leone) for the next three years by the TANGO practice area (approved internally at UNDP)

Innovative nature of the project:

- The project was prescient in identifying the central importance of governance to Sierra Leone's future and in bringing together the many stakeholders to discuss and work out an interim plan on governance.
- Another innovation was the role it played in launching a governance unit in the UNDP Sierra Leone CO. The governance advisor to the project was also in charge of building the UNDP governance unit. The project was meant to put UNDP in the leadership position with regard to governance in Sierra Leone, and it clearly did.
- A number of thematic papers on different aspects of governance were written by eminent Sierra Leoneans. This ensured the issues were accurately described with practical solutions while building ownership and momentum for Sierra Leone to find its own governance solutions.

Catalytic nature of the project:

The interim governance plan developed in this project became the source for many government and donor initiatives in subsequent years, especially the large and continuing government decentralization effort.

Sustainability of the project:

This project has proven its sustainability by the fact that much of the governance agenda even today, more than five years after the project, can be traced back to this interim governance project—e.g., decentralization and local governance, and public services and public sector reform.

Adequacy of one-year time-frame:

The time-frame of one year for implementation proved to be short, particularly given that the project did not get under way until April—which left only nine months for its completion. Project management did a remarkable job given the time remaining.

Value of the project

No one can say for sure what might have happened without this project at this particularly tense political time in Sierra Leonean history. But it is certain that this project proved it possible to engage in an open dialogue among political parties without resorting to violence and that this experience has helped Sierra Leone to move on to a focus on its future through open dialogue under the new government.

Success drivers of the project:

The former UNDP senior governance advisor, Sylvia Fletcher, played a pivotal role in this project. Its success can be largely attributed to her astuteness and commitment to democratic governance.

3.2 Support to Decentralization

Results: Exceeded its objectives

UNDP Core Democratic Service Line: Decentralization, Local Governance and Urban/Rural Development

Start/end date: January–December 2003

Amount requested: \$90,000

Amount approved: \$90,000

Amount spent: \$89,387

UNDP project context:

This project was at the direct request of the government of Sierra Leone. The request came after the government had concluded its Interim Governance Plan project 2002, to which UNDP had contributed with its first DGTTF project. UNDP was the first and only donor to support decentralization at this time.

Project purpose:

The purpose of the project to support the government in implementing activities in the Interim Governance Plan project, specifically those related to decentralization and local governance. The project saw the drafting of Sierra Leone's local government law, which was enacted in

January 2004 just after this project ended. A working group was formed and it met every week and discussed decentralization issues one by one. UNDP provided technical input to the discussions.

Planned project outputs:

- Weekly Task Force meeting on Decentralization and Local Governance throughout 2003, with support from UNDP and DFID. So far it has hosted broad debate and in-depth process of policy development. There are 40 permanent members and more than 200 participants in the committees that constitute the task force.
- Nationwide consultations on representation and political modalities for local governance were conducted in March 2003 at district and sub-district levels, with a total of 61 meetings led by 3 mobile teams, and over 12,000 participants.
- About 30 percent of participants in consultations were women; the consensus of consultations was to reserve 30 percent seats on local government for women and 10 percent for youth.
- The Anti-Corruption Commission submitted recommendations on how to legislate to achieve a high level of transparency and accountability in local governance.
- The Local Government Act includes a special chapter on Transparency, Accountability and Participation, with comprehensive measures that go significantly beyond current anti-corruption laws and practices (such as declaration of assets by elected officials and senior staff) and requiring public posting of all planning, revenue, expenditure and service data in every ward. The Local Governance Act also includes text on citizen participation.
- A massive civic education campaign developed by a team of Sierra Leonean social scientists and convened by UNDP was implemented in 2004 by three leading local NGOs. It had some 280,000 participants by mid-2004 (10 percent of registered voters); a set of three modules (information, motivation, empowerment for local governance) was produced and field tested in December 2003; and 50 percent of trainers and facilitators were women (and 50 percent were youth).

- The minister, permanent secretary and director of local government, together with UNDP local staff, undertook a study tour to Uganda.

Innovative nature of the project:

- UNDP came forward with just the right assistance at the right moment in this project, first with the recruitment of an international local government advisor and two national advisors.
- UNDP funded a nationwide consultation process on local government, followed by a three-day retreat for officials to examine feedback from the consultation process and make amendments to the draft law.
- UNDP provided funds to print and distribute the new law after it was promulgated.
- The Ministry for Local Government and Community Development developed leadership and technical expertise during the course of the project.
- The project brought in the anti-corruption agency to the discussions, which resulted in a transparency and accountability section in the new law.
- It introduced for the first time the notion of affirmative action, with a view to encouraging more women to take their place in local government affairs.
- For the first time in Sierra Leone, a proposed law was taken to the community for discussion and feedback; some 280,000 Sierra Leoneans participated.

Catalytic nature of the project:

The project, in a sense, was *too* catalytic. When other donors realized the importance of local government and the successful local government law, they climbed on board in a big way, specifically the World Bank (with a \$25 million grant) and DFID. This large-scale assistance had the effect of taking away some of the ownership by the government.

Sustainability of the project:

A good law guarantees sustainability; as such, it appears that the 2004 Local Government Law is a good law because it has been touted as the best local government law in the sub-region. It has stood the test of its first three years and the Ministry is going to review its experience with the law and make adjustments prior to the next (2008) local government elections.

Adequacy of one-year time-frame:

The one-year time-frame for project implementation was too short, especially with regard to capacitating the local government in the conduct of the activities.

Value of the project:

If there was no DGTTF project on decentralization and local governance, it would have been very difficult to have the current local government structure in place. DGTTF funding was the right step at the right time in the right direction.

Success drivers of the project:

This project built on decentralization and local governance principles as enshrined in the DGTTF 2002 project. Another success driver of this project was Sylvia Fletcher, the former senior governance advisor to UNDP Sierra Leone. Her contributions were of immense help for the success of this project, as they were with the 2002 DGTTF project.

3.3 Post-conflict Gender Legislation

Results: Exceeded DGTTF expectations

UNDP Core Democratic Service Line:

Human Rights and Justice

Start/end date: January–December 2006

Amount requested: \$200,000

Amount approved: \$200,000

Amount spent: \$112,889

UNDP project context:

The generation of Sierra Leone's first PRSP in 2005 made known the need for immediate reform of gender-sensitive laws in post-conflict Sierra Leone, that would include ratification of CEDAW, considered a critical step for poverty reduction and attainment of localized MDGs. Sierra Leone had ratified a number of human rights international conventions as far back as the 1980s, but had not implemented them. The country has a history of human rights violations against women, and more recently during the years of its civil war. An enterprising and charismatic member of parliament struck a Committee on Human Rights with planning sessions to examine the human rights field to determine which international conventions were priorities for Sierra Leone. It was at this point that the DGTTF project came in. The project supported field visits of the parliamentary committee and an NGO, Campaign for Good Governance (CGG), to raise awareness and to get feedback on the human rights legislation being contemplated. Two human rights conventions were selected for their pertinence to Sierra Leone: the Convention on the Rights of the Child and CEDAW (and specifically, with regard to the latter, matrimonial clauses, domestic violence and the registration of traditional marriages).

UNIFEM, with its own funding of \$25,000 as part of the DGTTF project, helped raise awareness about domestic violence. UNICEF helped in analyzing and bringing international experience to bear in drafting the children's rights legislation. DGTTF supported the development of the CEDAW-related legislation. The legislation was passed in July 2007, just two days before parliament was dissolved in preparation for the election and several months after completion of the DGTTF project at the end of 2006. The member of parliament who formed its Committee on

Human Rights stated, "This legislation would not have been approved without the strong contribution of DGTTF."

In sum, this project helped build the necessary momentum for new gender legislation. Now the challenge is to make this new legislation come alive. CGG has developed a plan to promote application of these new laws and to monitor their usage, but it needs funding to carry it out.

Project purpose:

The purpose of this project was to mainstream gender equality into the governance agenda and develop the capacity of parliamentarians, court officials and local councillors to take the lead in implementing a women's rights agenda embodied in four laws regarding customary marriages, intestate succession, matrimonial clauses and domestic violence. A further strategy was to build the capacity of judiciary officers in formal and traditional courts through training in these laws, with a focus on establishing a transparent and accountable legal framework to address gender-based violence, increase women's participation in decision making, and reduce the exposure of women and the girls to sexual exploitation and abuse.

Planned project outputs:

- increased societal awareness and acceptance of the four new CEDAW laws
- improved capacity of at least 200 formal and traditional court officers and other ministerial staff developed to apply the four new gender laws
- increased awareness of women as to their lawful rights, and empowering them to assert those rights
- monitored implementation and enforcement of the four new CEDAW laws

Innovative nature of the project:

The project operated at the grassroots level to raise awareness of the issues of discrimination against women. It tabled draft legislation to solicit feedback from men and women, and, in fact, certain clauses in the draft legislation were changed as a result.

Catalytic nature of the project:

In order to enhance overall impact, the project brought together three UN organizations, UNDP, UNIFEM and UNICEF. It strengthened the Parliamentary Committee on

Human Rights with its on-the-job training of members in working their way through the development of this legislation. It also raised the profile and credibility of this parliamentary committee in the process.

Sustainability of the project:

The new legislation was passed in parliament; therefore, sustainability was ensured. The Campaign for Good Governance (CGG) has developed a plan for promoting usage of the new legislation by women and for monitoring usage or application of the new laws, but it needs funding to carry out the plan. This would be a good follow-on initiative for DGTTF or for some other donor.

Adequacy of one-year time-frame:

The one-year time-frame for project implementation was short, especially when it involved enactment of a bill. In fact, parliament had to pass the bill at its last sitting before it was dissolved in preparation for the next general election.

What if no DGTTF project:

This legislation would not have been promulgated without the DGTTF project.

Success drivers of the project:

One parliamentarian, Dralusine Fofanh, was the champion of this project and is largely responsible for its success. He launched the parliamentary committee on human rights prior to this project and it was his committee that championed discrimination against women under the CEDAW convention as the priority for legislation in Sierra Leone. Without Fofanh, this project would not have come into being and would certainly not have been the success it was. The other driver for success was CGG. With long experience and contacts at the grassroots level, CGG was able to mount a quick awareness-raising campaign at the local level for this new legislation.

3.4 Creation of Senior Executive Service

Results: Did not meet DGTTF expectations

UNDP Core Democratic Service Line:

Public Administration Reform and Anti-corruption

Start/end date: January–December 2005

Amount requested: \$225,000

Amount approved: \$225,000

Amount spent: \$224,605

UNDP project context:

Sierra Leone's civil service suffered the same destruction and decline as the rest of the society during 11 years of civil war. The current civil service is largely unmotivated and poorly compensated. Eighty two percent of employees in the senior grades are over the age of 50 and 42 percent are over 55. Only 7 percent of senior civil servants are women.

In September 2003, Sierra Leone's president, Dr Alhaji Ahmed Tejan Kabbah, commissioned the study and preparation of a major reform for the senior levels of the civil service, under a Presidential Commission on Reform of the Senior Civil Service. UNDP was requested to support this commission. As part of the government's overall civil service reform programme, the project was intended to support the creation of the new SES, with analysis, design of new training programmes, a system for monitoring individual performance and a public information campaign on the role of citizens in public service reform, with emphasis on women. Brian Gleeson, now director of human resources for UNDP, provided technical assistance to the commission which, in its final report, recommended the creation of a senior executive service within the civil service. The president announced the intention of government to implement the recommendations of the commission, and created a task force for this purpose, chaired by the vice-president with technical support from the Office of the President.

This project was intended for 2004 but missed the deadline by two days due to serious IT problems; therefore, it was resubmitted for 2005.

The SES project failed because it involved the cooperation of other donors (the World Bank and DFID); it stalled when these donors could not agree with the government's plan. As of late 2007 there was still no SES. The lesson here is that DGTTF projects, given that they are only one year, should try to avoid the involvement of other donors where possible so as to reduce risk of failure.

Project purpose:

The purpose of the project was to support the Government of Sierra Leone in creating an SES; the SES was to be created from a process of re-profiling and offering packages for early retirement. Senior level civil servants would apply and qualify for their posts through a competitive process; the selected new cadre would receive intensive leadership and management training, with emphasis on how to innovate and energize staff for reform.

Planned project outputs:

There were two outputs, but they were not achieved:

- SES to be established as part of the civil service
- key public sector managers and staff to be trained in policy, management and leadership, with particular attention to women

Innovative nature of the project:

The project teamed up with the three major donors in Sierra Leone (the World Bank, DFID and the EU) to fund the increased payroll and cost of early retirement. Unfortunately, this teaming up was largely responsible for failure of the project since the major donors could not agree among themselves or with the government on how to proceed. With assistance from an international consultant, the project developed a template for costing out different approaches to civil service human resource reform. This is an interactive model in which the different proposed salaries or numbers of affected civil servant can be plugged in and the model will then calculate the cost.

Catalytic nature of the project:

The project was not catalytic because the major donors, DFID and the World Bank, could not agree with UNDP on the methodology and they refused to fund the initiative. However, DFID has recently discussed funding and technical support for an initial 100 positions in the SES at \$2.5 million for the first year and funding for a second year dependent on the outcome of the first year. However, the

DFID assistance was contingent on British technical assistance for the SES.

Sustainability of the project:

This initiative was not sustainable because the SES lacked funding to be officially launched. However, the government has proceeded on its own to post 10 persons to the SES at increased rates of pay. The leadership modules developed by the project were unfortunately not used. They have, however, been used in Liberia and Somalia. A new government has since been elected and it is not known at this point if it will want to pursue this initiative. If not, then a good opportunity has been lost.

Adequacy of one-year time-frame:

The project scope was too ambitious for a one-year DGTTF project.

Value of the project:

It is not clear that the DGTTF project made any difference. This project envisaged a major administrative reform in the creation of an SES. Such reforms normally take a number of years in other countries. The fact that the project involved the contribution and agreement of two major donors was a flaw in design that became apparent when these donors did not get on board. In retrospect, it is not surprising that this project failed.

3.5 Strengthening the Human Rights Commission

The Human Rights Commission of Sierra Leone (HRCSL) was established recently to reinforce Sierra Leone's human rights promotion and protection.

This project is just getting under way and therefore cannot be evaluated at this time. The project will consist of some training, start-up equipment and logistics, establishment of a human rights documentation centre, study tours to other human rights organizations, development of a strategic plan for the commission, a national sensitization tour by the commission to raise awareness among citizens about human rights, and a public competition for the new commission's logo.

The Lomé Peace Agreement, which provided the roadmap for the end of the civil conflict in Sierra Leone, called for the establishment of two major institutions: a Truth and Reconciliation Commission (TRC), to establish a historical record of the conflict, address impunity, foster reconciliation and address the human rights needs of the victims of the conflict; and an independent human rights commission to serve as a national institution for the promotion and protection of human rights.

The Human Rights Commission of Sierra Leone (HRCSL) was formally established by an Act of Parliament in 2004 and the commissioners were sworn in on 11 December 2006, thereby bringing the commission into operation. The HRCSL is empowered to receive and act on complaints on human rights violations; monitor, investigate, document and report on human rights situations; and promote awareness of human rights through information and education. It also has authority to oversee government compliance with treaty obligations and to promote conformity of national laws and practices with international standards.

The commission is in its start-up phase. It has to put in place basic operational modalities and a plan of action, and it must arrange start-up equipment and logistics. The commissioners require training to enable them to serve confidently; the commissioners' first steps are crucial for the commission's future and credibility. As such, this project will be catalytic to the commission in this kick-start phase. The project aims at strengthening the HRCSL. Ultimately, the people of Sierra Leone, especially the victims of past and present human rights violations, women, children and vulnerable groups, will benefit from this project.

4. PEOPLE INTERVIEWED FOR THE SIERRA LEONE COUNTRY STUDY

Government

Pius Bockari, Former Director, Community Development,
Ministry of Local Government and Community
Development

Alusine Fofanah, Chairman, Parliamentary Committee on
Human Rights

Aiah J.P Lebbie, Director, Local Government, Ministry of
Local Government and Community Development

Marcella Macauley, Acting Head of Programs, Campaign
for Good Governance

Obai Taylor-Kamara, Deputy Head, Senior Executive
Service Implementation Unit

UN System

United Nations Development Fund for Women (UNIFEM)

Jebbeh Forster, Programme Manager

United Nations Development Programme (UNDP)

Sylvia Fletcher, Former Governance Advisor

Samuel Harbor, Country Director ad interim

Edward Kamara, Programme Manager



United Nations Development Programme
Democratic Governance Group
Bureau for Development Policy
304 East 45th Street, Tenth Floor, New York, NY 10017 USA

www.undp.org