



MID TERM REVIEW

**Kenema District Economic Recovery
Programme
SIERRA LEONE**

July 2010



Development
Researchers'
Network

Italy



A consortium of DRN and ES Global
c/o DRN, leading company:

Headquarters

Via Ippolito Nievo 62
00153 Rome, Italy
Tel +39-06-581-6074
Fax +39-06-581-6390
mail@drnnetwork.com

Belgium office

Square Plasky 92-94
1030 Brussels, Belgium
Tel: +32-2-732-4607
Tel/Fax +32-2-736-1663
bruxelles@drn-network.com

Special Projects Implementation Review Exercise of UNCDF projects in the Local Development and Inclusive Finance Practice

MTR/SPIRE Kenema District Economic Recovery Programme, Sierra Leone

2nd DRAFT REPORT

July 2010

EVALUATION TEAM

Team Leader	Philip Bottern (phi@kl.dk)
International expert	Andrea Agostinucci (a.agostinucci@drn-network.com)
National expert	Timbo Mohamed Bailor Allieu (bailortimbo@yahoo.com)

Mid Term Review: Kenema District Economic Recovery Programme, Sierra Leone

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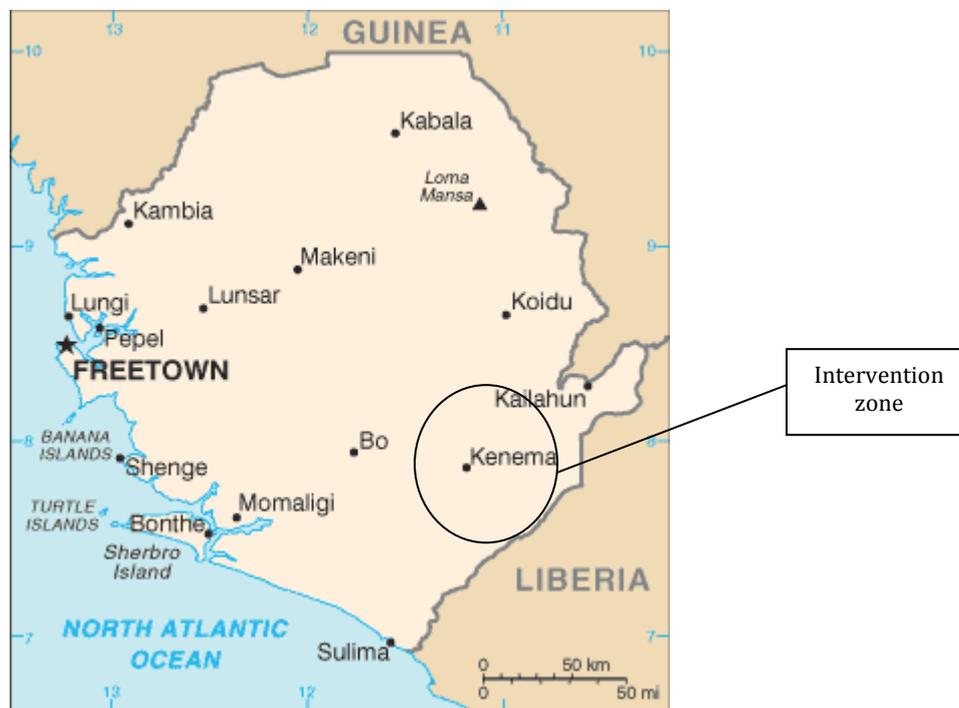
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BASIC GEOGRAPHIC AND DEMOGRAPHIC DATA

Country Area:	71,740 km ²
Country Population (2009)	5,132,138
Capital City:	Freetown
People:	Temne (30%), Mende (30%), other tribes (30%), Creole (Krio) 10%;
Language:	English, Krio, Mende, Temne
Religion:	Muslim 60%, Christian 10%, indigenous beliefs 30%
Project Location:	Freetown and Kenema district and city

Source: The World Factbook www.cia.gov



PROGRAMME DATA SHEET

Country:	Sierra Leone
Programme Title (long):	Kenema District Economic Recovery Programme
Programme Title (short):	KDERP
Programme No.:	
Programme ATLAS Code (by donor): UNCDF UNDP	UNCDF UNDP 00053898

Financial Breakdown (by donor)				
	Committments		Delivery to date (end 2009)	
UNCDF	3,480,000.00	50%	1,548,703.00	45%
UNDP	790,000.00	11%	345,939.00	44%
GOSL*	2,320,000.00	33%	597,675.00	26%
Others	340,000.00	5%	-	0%
TOTAL	6,930,000.00	-	2,492,317.00	36%

* 320,000 USD in kind

Total delivery to date:	2,492,317 (36%)
Total project Budget	USD 6,920,000

Executing Agency:	UNCDF
Implementing Agency:	UNCDF, Ministry of Internal Affair, Local Government and Rural Development (MIALGRD), Kenema District and Kenema City Councils
Approval Date of project:	2007
Project Duration :	July 2007 to 2012
Project Amendment:	None
Evaluation Date:	March – April 2010

Other current UNCDF projects in-country:	Microfinance Investment and Technical Assistance Facility (jointly with Kreditanstalt für Wiederaufbau (KfW), Gender Equitable Local Development, GELD (regional programme) with UNDP and UNIFEM
Previous UNCDF Projects:	NA
Previous evaluations :	None in the LD practice area. Two evaluations in the FIPA practice area (one in 2005 and one in 2009)

ACRONYMS AND ABBREVIATIONS

AWP	Annual Work Plan
CA	Chief Administrator
CD	Capacity Development
CLoGPAS	Comprehensive Local Government Performance Assessment System
CMP	Corporate Management Plan
CP	Country Programme
CPAP	Country Programme Action Plan
CSO	Civil Society Organisation
DecSec	Decentralisation Secretariat
DEX	Direct Execution
DSDP	District Service Delivery Programme
DFID	Department for International Development (UK)
EC	European Commission
EM	Evaluation manager
EQ	Evaluation Questions
GDG	Government Development Grant
GoSL	Government of Sierra Leone
GELD	Gender Equitable Local Development
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (German Development Agency)
HQ	Headquarters
HRD	Human Resource Development
HRM	Human Resource Management
ICT	Information and Communication Technology
IF	Inclusive Finance
IL	Intervention Logic
INFUSE	Inclusive Finance for the Under-Served Economy
ISD	Infrastructure Service Delivery
IRCBP	Institutional Reform and Capacity Building Programme
JICA	Japan International Cooperation Agency
IVS	Inland Valley Swamp
KCC	Kenema City Council
KDC	Kenema District Council
KDERP	Kenema District Economic Recovery Programme
KfW	Kreditanstalt für Wiederaufbau
LC	Local Council
LD	Local Development
LDF	Local Development Fund
LDP	Local Development Programme
LED	Local Economic Development
LG	Local Government

LGA	Local Government Act
LGFC	Local Government Finance Committee
LGFD	Local Government Finance Department
LGSP	Local Government Support Programme
MDA	Ministries, Departments and Agencies
MDG	Millennium Development Goal
MIALGRD	Ministry of Internal Affairs, Local Government and Rural Development
MIS	Management Information System
MITAF	Microfinance Investment and Technical Assistance Facility
M&E	Monitoring and Evaluation
MoFED	Ministry of Finance and Economic Development
MFI	Micro Finance Institutions
MTE	Mid-Term Evaluation
MTR	Mid-Term Review
NEX	National Execution
NRM	Natural Resource Management
O&M	Operations and Maintenance
PEM	Public Expenditure Management
PO	Programme Officer
PSU	Project Support Unit
PFMR	Public Financial Management Reform
PRSP	Poverty Reduction Support Programme
RG	Reference Group
RRF	Results and Resources Framework
RTA	Regional Technical Adviser
SL	Sierra Leone
SLL	Sierra Leone Leone
TA	Technical Assistance
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
USD	United States Dollars
WB	World Bank
WDC	Ward Development Committees

EXECUTIVE SUMMARY

Programme Profile

i. The Kenema District Economic Recovery Programme was launched in July 2007 in the Kenema district and city. The programme intends to pilot a new approach of local development in Sierra Leone. Its stated objective is to “increase local economic development activity and infrastructure and service provision through dynamically performing Kenema district and town councils” while the overall goal of the programme is to “contribute to poverty reduction in the Kenema district and town”. The Kenema district has an area of 6,012 km² and a population of 369,546. Kenema city (located within the district) is the third largest city in Sierra Leone with a population of 128,402.

ii. The development hypothesis for the programme as understood by the evaluation team is that:

Matching pilot support to investments in infrastructure and services for LED and assistance to targeted local councils in participatory planning, budgeting and management would trigger a virtuous dynamic and contribute to revitalise the local economy. This would in turn increase the revenue basis of councils and their capacity to respond to local needs through inclusive and effective service delivery. Lessons from the pilot would constitute an input for improving the national decentralisation framework and policies, thus reproducing and further enabling such virtuous dynamic in Kenema and in other districts.

iii. KDERP has four components: 1) development and implementation of innovative approaches to Local Economic Development (LED) 2) development and implementation of equitable, economical, efficient and effective Local Government (LG) development planning and public expenditure management; 3) support the improvement of the policy, legal and regulatory framework for decentralisation through lessons learnt and 4) programme management. The structure is similar to other UNCDF local development programmes (LDP) in other countries with an additional, distinctive output in LED.

iv. KDERP is a five year programme (July 2007–June 2011) with a budget of USD 6.9 million financed by UNCDF, UNDP and the GoSL, of which USD 1.9 million have been spent as of end 2009.

Country context and decentralisation framework

v. The main objective of the Government of Sierra Leone (GoSL) is to fight poverty and ensure that the people’s standard of living improves. To this end the GoSL has developed the second Poverty Reduction Support Programme (PRSP) “Agenda for Change” for 2008-2012 with four major priority areas: 1) Energy, 2) Agriculture and fisheries, 3) Infrastructure, and 4) Human development and service delivery.

vi. Decentralisation is at the centre of the strategy in both the first and second PRSPs. In 2004, the Local Government Act (LGA) was enacted, elections were held and 19 councils were established. A second round of elections took place in 2008, and the need for a better framework for decentralisation has recently been acknowledged. To this end, the Ministry of Internal Affairs, Local Government and Rural Development (MIALGRD) is currently finalising a National Decentralisation Policy, which will serve to guide the GoSL, development partners and other stakeholders in the further implementation of a decentralised system. As a result of the revised policy framework, the Local government Act, its regulations and the sector legislation will be revised.

The Mid-Term-Review (MTR)

vii. The MTR of KDERP is part of a broader UNCDF initiative, the *Special Projects Implementation Review Exercise* (SPIRE). SPIRE aims at combining two levels of analysis: (i) reviewing specific programmes on the basis of their specific design and (ii) connecting them to the UNCDF corporate strategy as a basis for cross-country comparison.

viii. The **approach** to the MTR – consistent with the SPIRE methodology - is to test the development theory underlying a programme against evidence on its implementation performance.

ix. Overall, the review has focused on 9 core evaluation questions - based on the general SPIRE evaluation matrix including relevant sub-questions and indicators, and adjusted in order to reflect the specificity of the programme and incorporate the issues included in the original ToR for the review (the full matrix is included in annex).

x. Documentation studied and analysed includes: Programme design documents; missions, monitoring and annual reports; draft National Decentralisation Policies; government strategies and policies; UNCDF/UNDP documents; other donors programmes documents and financial data related to the KDERP implementation; investment proposals; revenue statistics; councils' and wards' development plans and budgets; contracts.

xi. During the mission, the team met with programme staff, UNDP management, government officials, community members, other donors and stakeholders through individual or group interviews. A total of four workshops were held between the national (Freetown) and the local level: two launching workshops aimed at introducing the objectives and the methodology of the review, and two “debriefing” workshops aimed at presenting and discussing the preliminary findings.

Overall assessment

xii. The programme is relatively well designed in some of its outputs, but lacks a clear foundation (rationale and sequence of integrated activities) for one of its pillars (LED/output 1), or at least for addressing it in the transition from an initial incremental stage associated to urgent rehabilitation concerns to a subsequent full-fledged approach. Design also lacks a clear indication as to how lessons from experience should be used to feed into the policy framework. Overall, the different outputs are not adequately integrated as assumed in the programme intervention logic.

xiii. Halfway through the programme's 5 years, implementation is prevailingly but not fully on track. Overall, 36% of the USD 6.9 million budget have been executed. Implementation has been considerably faster for output 2 on capacity building, development of planning and budgeting systems, revenue collection and investments in local infrastructure; 44% of the planned budget for this output has been executed and most targets are on track. Output 1 (LED) is lagging behind with only 11% of the budget executed, various targets not addressed and the object of the component itself only partly substantiated. Output 3 (support to national level) is only partly implemented with 17% of the budget executed and some of the targets still unmet. Output 4 on programme management is well on track, although expenditure on management amounts to almost 44% of total programme expenditure (quite a disproportioned share) and almost 70% of the total budget for the output have been executed already. This is of concern as other activities might be affected in the remaining years.

xiv. The programme has achieved good results so far in supporting the councils' planning process based on the strong involvement of local communities; over 20 investments – relevant to community needs and priorities – have been selected and implemented, although provisions for sustainability were not always adequate. The programme has also channelled some initial but significant improvements in relation to councils' capacities and processes in revenue generation and collection, budgeting, human resources development and management, administration and organizational set-up.

xv. At the national level, the programme has been supportive to the development of the national decentralisation policy and has facilitated some improved donors' coordination. A good partnership with the GoSL has been established, as well as good coordination with other programmes, so that duplications and overlapping are avoided.

xvi. The above achievements constitute a good – but only initial – foundation towards unfolding the programme intervention logic and ultimately meeting its objectives. The programme seems to have reached a critical phase, where prospects for sustainability and replication will depend on its capacity to move from the support to Kenema' recovery effort and the local implementation of national legislation to the provision of original inputs to local governance and economic development. The following aspects in particular are critical in this respect: (i) the introduction of a strategic and integrated approach to LED, following an initial incremental but rather dispersed effort; (ii) the testing and introduction of innovative practices of local governance such as to address gaps in the decentralization policy framework (iii) the establishment of strategic partnerships on specific areas of intervention with key players (WB, EU) involved in support to decentralization.

Main Findings

xvii. **Programme Design.** The programme is highly relevant for the development objectives of Sierra Leone. The Programme's relevance is reflected in the priorities of the Agenda of Change and the draft National Decentralisation Policy. KDERP addresses the core needs of the Kenema City Council (KCC) and Kenema District Council (KDC), and complements other donors (WB, DFIF, and EU) and GoSL initiatives conducted in support to the decentralisation process. The programme is well integrated with the UNDAF and the UNDP Country Programme, and addresses specific outcomes outlined in these documents.

xviii. Programme design is consistent with the intervention logic of UNCDF's Local Development Programmes. A major weakness in design concerns the lack of an adequate conceptual framework for LED (output 1), and the lack of in-built criteria for orienting investment from an LED strategic perspective (quite significantly, LDF investment come under output 2 and not under output 1). Output 3 on policy improvements seems somehow to be included as a 'standard approach' for UNCDF's LD programme, as the relation between drawing lessons from experience and feeding them into the policy dimension is not sufficiently detailed in relation to the specificity of the context. Gender mainstreaming was a part of the original programme design, but due to budget constraints most activities were postponed and transferred to the regional UNCDF/UNIFEM Gender Equitable Local Development (GELD) programme scheduled to start in Kenema in April 2010. Overall, while some outputs are more accurately formulated than others, the quality of design does not adequately integrate the different outputs within the assumed intervention logic of the programme.

xix. The programme is well aligned with and integrated into the national set-up for decentralisation, and adequate to the absorption capacity of partner institutions. It is implemented in the direct execution modality (DEX)¹, which entails, however, the establishment of funding mechanisms parallel to those of GoSL managed and monitored by the Ministry of Finance and Economic Development (MoFED).

xx. **Capacities at local level have been strengthened.** The programme has contributed – along with other relevant initiatives – to build the capacity of supported local councils, through extensive capacity building and on-the-job training². Improvements have been registered in both human resources management/development and in terms of overall institutional capacity, leading to a clearer definition of tasks between councillors and the technical staff. Planning has considerably improved with a strong built-in participatory dimension.

xxi. As regards the fiscal capacity, early evidence shows an increased ability to generate and budget resources– in particular in Kenema City Council (KCC), while improvements are not that fast in the district. An observed weakness is that the councils are not able to plan effectively to sustain investments, as allocation for maintenance is low and financial projections for income generating investments have not been prepared. Advances in the district council are slower because of conflicts with the traditional leaders in chiefdoms, particularly on revenues’ sharing and respective mandates and roles on development planning. MIALGRD is planning to prepare a new chiefdom legislation, which opens ground for support in straightening out “grey areas” (such as revenue management) based for instance on initial positive experiences on revenue sharing in Kenema.

xxii. As confirmed by multiple stakeholders, the KDERP has played a key role in strengthening capacities although the role of other actors (World Bank, Ministry of Finance) must be acknowledged as prominent as far as, for instance, the more technical aspects of PEM are concerned.

xxiii. At the national level, effects in building capacities have been more limited to the participation of some Ministries, Departments and Agencies (MDAs) officers in the training sessions undertaken.

xxiv. **Support provided allowed to strengthen the planning, funding and management of infrastructure investments.** As the main source of direct, comprehensive and continued support to councils and wards in the undertaking of a full-fledged participatory planning exercise, the programme has extensively contributed to improve the planning, funding and management of infrastructure and service delivery by local councils, although the three functions are not sufficiently integrated yet. Local development plans are formulated through extensive participatory consultation processes from community level through wards and up to the councils. Planning is well aligned with national procedures, de-

¹ UNCDF/UNDP executes local development programmes in direct execution modality (DEX) and national execution modality (NEX) (see also UNCDF’s Local Development Practise Area, January 2010). According to KDERP staff and UNDP programme director in SL, KDERP is executed in DEX for easier monitoring of funds and to assure quick and smooth transfers to councils. Other donors i.e. the European Commission (EC), the Department for International Development (DfID) and the World Bank (WB) apply the national system through MoFED and, according to the Local Government Finance Department in MoFED, KDERP could have selected this modality as well.

² Capacity development and trainings have been provided by KDERP to a total of 1,030 persons (council staff, councillors, private sector, ward councillors and a few from ministerial agencies and departments), 25 % of which females.

velopment plans are comprehensive and cross-cutting concerns and gender in particular have started to be addressed. Despite these improvements, the plans are neither fully manageable nor implementable and provisions for operation and maintenance are not catered for in development plans and budget.

xxv. Funds are generally transferred efficiently from the programme to the councils, although some delays in communications and/or transfer of funds have negatively affected the planning and budgeting function of LCs. Procurement procedures are transparent and in line with the National Public Procurement Act. The monitoring system during implementation of investments appears to be effective.

xxvi. **Availability of infrastructure and services.** The programme has contributed to an increased availability of infrastructure and services by financing more than 20 investments (markets, road, culverts, bridges etc.) for USD 640,000. The contribution of the programme to the enhancement of opportunities for economic initiative is at an early stage and mainly related to contracted works. Effects of a more structural nature are still limited, and a strategic focus on the growth potential in key sectors like agriculture has not been developed yet.

xxvii. The programme is contributing to an enabling environment for private sector development, but a clear LED vision and strategic approach have not been introduced. LED requires a clear conceptual framework as basis for piloting innovative practices; the comprehensive KDERP studies aiming at introducing LED, however, have been of little use so far.

xxviii. Investments are very relevant to communities but are more associated to a traditional “needs-based” – rather than a strategic approach to LED. Some initiatives in the pipeline for 2010 show some potential to start developing a more comprehensive LED focus. These should be accompanied by TA from HQ/regional office to assure advances in this crucial area for programme success.

xxix. **Strengthening of local democratic governance.** The programme is bringing a substantial contribution to improved local democratic governance systems and processes based on community participation and empowerment. It is contributing to democratic governance by enhancing the institutional setting at the local level – e.g. enforcement and compliance with national provisions and relations/interactions between various governance bodies, including local branches of Ministries, Departments and Agencies (MDAs), councils, wards, chiefdoms³.

xxx. The programme is widely recognised as contributing to the strengthening of community participation and to empowerment, as a combined effect of capacity building and direct support to the implementation of a participatory planning process. Only partial efforts have been made so far, however, to enhance citizens’ sensitisation and civic awareness on the importance of effective and accountable local government bodies.

³ As will be detailed in the section on context, local councils are the main elected authorities at the local government (district) level; each council is made up of wards, which constitute community level units and are led by Ward Development Committees, directly involved in the planning and implementation of development interventions. Chiefdoms reflect a parallel, traditional source of authority still active in rural areas.

xxxi. **Sustainability.** The institutionalisation of the participatory planning process and the built-in selection process for investments, based on the full involvement of ward development committees (WDCs)⁴, have contributed to the sustainability of the planning process and ownership of investments. The enhanced capacity for councils' development planning, including links between planning and budgeting and some initiatives in revenue collection, also contributes to increase the sustainability of programme results, as well as communities' participation and ownership.

xxxii. The Programme is well set to achieve lasting results, but further effort in LED, support to revenue generating activities and procedures for maintenance is key to the results' sustainability. The reduction in the Local Development Fund (LDF) in 2010 to USD 100,000 (and the unpredictability of contributions from the Government Development Grant, GDG) might also jeopardize the communities' interest in the planning process, because few of the needs identified can be fulfilled. In the longer term, however, sustainability will depend on: i) an improved capacity of councils (and in particular district councils) to generate sufficient revenues; and ii) an increase of the – currently low – councils' allocation for maintenance within the budgets.

xxxiii. **Programme Management.** The Programme has been well managed and annual work plans essentially followed. The M&E system has closely monitored the implementation of investments, and training and capacity development activities, whereas a full-fledged M&E system including output indicators is not in place and has still to be developed. UNCDF's ATLAS system is used for financial information, while the Management Information System (MIS) is not used, so no programme monitoring system for overall development of the programme is yet in place. Monitoring reports are mainly narrative and there is little evidence of results-based planning/programming. The Steering Committee is not functioning as MIALGRD has not arranged meetings and KDERP management has not intervened in order to make up for this vacuum. TA has in general been well managed by programme staff, but not so much in providing strategic direction to LED, monitoring and effective support to income generating investments.

xxxiv. The programme is well integrated into the government structure, as staff at national and local level is directly located within MIALGRD and the district council.

xxxv. **Partnerships.** The partnership with the GoSL and UNDP works smoothly. Nevertheless, the adoption of the DEX modality partially reduces the scope for coordination with the MoFED, in particular with regard to the allocation of funds to councils and their execution.

xxxvi. There is still limited evidence of specific synergies established and additional resources leveraged, but a good potential and 'momentum' for engaging into structured partnership with donors does exist in particular with the European Commission (EC), the Department for International Development (DfID) and the World Bank (WB), which are currently considering and starting up new support programmes to decentralisation. The programme is effectively promoting donors' coordination and channels good recognition of the UNCDF role and approach. More solid evidence of innovative practices is needed, however, to promote the uptake of the programme approach by other donors.

xxxvii. **Piloting.** The positive contribution of the programme to the policy framework e.g. on the new national decentralisation policy and setting up working groups on decentralisation

⁴ WDCs constitute the entity responsible for planning at the level immediately under the council

is widely recognised, but focuses on ‘accompanying and coaching’ LGs capacities and functions rather than on developing and testing innovative models at the local level as a basis for policy-making.

xxxviii. Two policy areas present a particularly relevant and challenging opportunity for experimenting and mainstreaming new practices and mechanisms into national policies: (i) LED and (ii) the role of the traditional chieftaincy system in relation to councils as many conflicts and overlaps exist between traditional leaders/paramount chiefs and chairmen and councillors representing the local government system e.g. on land management and revenue sharing arrangements.

xxxix. **Key Recommendations:**

- Promote and support the introduction of a more strategic and holistic approach to LED, including the testing of innovative solutions and the adoption of LED-relevant criteria for selection of investments financed from the LDF. TA from UNCDF regional office or HQ is needed for this to refine and conceptualise the LED approach.
- Support councils’ budgeting process and planning more effectively by providing timely information on allocation from the Local Development Fund (LDF), no later than September of the year before the budget year and linking this up with the establishment of a more concise and timely budget process aligned with the national process. This should also include developing a fixed formula for allocation of resources between the city and the district councils.
- Further integrate chiefdoms in planning activities and support the development and mainstreaming of revenue sharing arrangement between chiefdoms and councils and other coordination arrangements as input to the national legislation on chiefdoms and local councils (revision of LGA from 2004 and related sector legislation).
- Introduce more effective methods to sustain investments financed by LDF e.g. budgeting for maintenance, operation and need from revenues and income generating fees to maximise the benefits of income generating investments’ to councils. TA is needed for this.
- Ensure the implementation of a monitoring system – in coordination with DecSec CLoGPAS, with a focus on measuring progress both in relation to KDERP achievements and to the decentralisation process in general. TA to MIALGRD is needed for this.
- Revitalize the KDERP Steering Committee in order to ensure strategic orientation of the programme and maximise coordination and synergy among its core institutional stakeholders.
- Adopt a more proactive approach to strategic partnership building in the currently evolving and promising policy and donors’ assistance framework.

1. THE EVALUATION

1.1. FRAMEWORK OF THE EVALUATION

1. The mid-term review (MTR) of the Kenema District Economic Recovery Programme in Sierra Leone is part of a broader UNCDF initiative, the *Special Projects Implementation Review Exercise* (SPIRE). SPIRE has two key objectives:

- to ensure UNCDF compliance with the mandatory evaluation requirements specified in its evaluation policy for the period 2010-2011 and
- to ensure a quality check of the relevance, effectiveness, efficiency and “evaluability” of a significant sample of UNCDF’s programmes.

2. The challenge presented by SPIRE is, therefore to formulate an evaluation approach at two levels, allowing the assessment of country programmes against their specific design, and connecting them with UNCDF’s corporate strategy as a basis for cross-country comparisons and for the tracking of progress towards global objectives.

3. The purpose of the MTR is therefore twofold:

- To assess the performance of KDERP against its intended objectives and to make recommendations to assist its implementation over the remainder of its term.
- To assess the performance of KDERP against UNCDF’s global corporate strategy objectives and draw lessons to inform UNCDF’s future strategy debates.

4. The in-country stage of the MTR of KDERP took place between March 15th and 29th, 2010.

1.2. SCOPE AND OBJECTIVES OF THE EVALUATION

5. The objectives of the Mid-Term Evaluation (MTE) are:

- To assess the relevance of the programme from a national perspective;
- To assess the general performance of the programme and its contribution to the decentralisation framework in Sierra Leone;
- To assess the impact of the programme on communities;
- To determine the challenges and to draw on lessons learnt for future programme implementation;
- To make recommendations to improve programme performance and provide guidance for restructuring and/or re-alignment (if necessary).

6. The **approach** to the MTR – developed consistently with the broader framework set-up for the SPIRE – is to test the development theory underlying the programme against evidence on its implementation performance. The findings are built incrementally through pre-mission desk work followed by mission field work. The methodology is based on the following main steps, aimed at:

- Establishing the development hypothesis (or “overall evaluation question”) as unifying conceptual framework underlying the programme, from which the specific intervention logic (IL) is derived as reflected in the Programme’s design documents (concept paper and ProDoc). The development hypothesis and the IL serve as common thread guiding the review process;

- Adjusting and fine-tuning the SPIRE evaluation matrix (clustering questions, sub-questions and indicators) in order to suit the specificity of the programme;
- Presenting and discussing the conceptual framework and the evaluation questions with the main stakeholders at the national and local level, in order to reach preliminary consensus and introduce further adjustments if needed;
- Testing and deepening the team's understanding of the programme design and its emerging findings and recommendations through a structured dialogue with the programme stakeholders and the service users.

1.3. METHODS AND LIMITATIONS IN DATA COLLECTION

7. A key methodological issue concerns the adjustment and fine-tuning of the general SPIRE evaluation matrix (with its set of sub-questions and indicators) in order to align it with KDERP's Results and Resources Framework (RRF) and the original ToR of the Mid-Term Review. The fine-tuning of the general evaluation matrix – carried out by the team at the beginning of the exercise – did not raise particular problems as most of the issues resulting from the RRF and the ToR were covered by the original questions in the SPIRE matrix. Some additions and amendments were nevertheless required, mostly at the level of sub-questions and indicators; changes that did not alter, however, the overall orientation and relevance of the matrix as a guiding instrument and a flexible checklist framing interviews and the data collection process throughout the review.

8. The present report section on findings (section 4) follows the nine SPIRE evaluation questions (EQs). To link this up with the RRF, section 3.2.1 presents a status on programme implementation following programme outputs and their targets. In section 4, the analysis will be complemented by punctual reference to the corresponding section of the RRF.

9. For ease of reference, the nine core questions retained for the mid-term review are presented below (the detailed matrix including questions, sub-questions, main findings per indicator and source of evidence is presented in annex 7).

Table 1: Summary of core evaluation questions
1 To what extent does the programme design meet the intervention logic of UNCDF LDPs and the development objectives of the partner country?
2 To what extent has the programme contributed to increased capacity at local government level?
3 To what extent has the programme contributed to improved planning, funding and management of infrastructure investment for service delivery at the local government level?
4 To what extent is the programme contributing to improved availability of/access to services as a basis for enhancing local economic development dynamics?
5 To what extent has the programme contributed to enhance local democratic governance?
6 To what extent are the programme results likely to be sustainable in the longer-term?
7 How effective has the management of the programme been at national and local level?
8 How well have partnerships with the government and donors supported the programme?
9 To what extent were piloted approaches conducive to policy development?

10. Data collection tools included:

- documentary analysis (mainly programme design documents, previous missions reports, annual and monitoring reports, investment project proposals; Local Councils and

- Wards development plans, budgets, contracts; national policies drafts; other donors programmes documents etc.);
- hard data analysis (quantitative figures on programme implementation) ;
 - individual and group discussions with Programme staff at national and local level.
 - stakeholders' interviews;
 - focus group discussions with (i) Local Councils' counsellors and technical staff, (ii) community/users representatives;
 - facilitated kick off and debriefing workshops at both national and local level.

No relevant baseline data for measuring the Programme' impacts were available.

11. A Reference Group (RG) composed of national stakeholders' more closely exposed to/involved in the Programme activities was set up before the start of the mission and launched at the occasion of the kick-off workshop with the aim of ensuring continuous feedback and follow-up to the evaluation team's work. However, the RG did not bring particular added value to the exercise, probably for lack of clarity as how to further exchange with the team, beside launching and debriefing workshops, would be channelled.

12. As a complement to the above described data collection methods – and with the aim of 'testing' the relevance and applicability of an additional tool for possible more extensive use in upcoming SPIRE evaluations – the team distributed a written opinion survey during the national and the local launching workshops. The results of the questionnaires were presented during the debriefing workshops at national and local level (see annex 8 for a more detailed description and summary of the results).

13. The team acknowledges good and punctual cooperation from the Programme staff in facilitating data and documents collection and in supporting the organisation of stakeholders' meetings and site visits.

The following table provides a summary of the **work plan** of the in-country mission:

Table 2: Summary work-plan

Before de- parture	Home based	Preparation and preliminary sharing with Programme Staff of a draft "orientation note" with the proposed intervention logic and evaluation matrix
16-18/04	Freetown	Introductory meetings to programme staff and direct counterparts (MIALGRD and UNDP)
		Launching/kick-off workshop at national level in MIALGRD
		Interviews with main stakeholders (GoSL and donors representatives) at national level
19-24/04	Kenema	Launching workshop at local level
		Visits to project sites: KCC guest house, KDC market in Ngegbweme; Inland Valley Swamp project
		Studies and analysis of project proposals
		Individual and focus groups interviews with key local stakeholders and communities (including initial and follow-up meetings with the two councils); MDAs; wards counsellors; and communities representatives
		Discussions with KDERP staff on programme implementation and results
		Preliminary elaboration of findings and debriefing workshop with local stakeholders
25-29/04	Freetown	Follow-up/additional meetings with GoSL and donors
		De-briefing with UNDP
		De-briefing workshop / presentation of preliminary findings to national stakeholders

2. COUNTRY CONTEXT

2.1. SOCIO-ECONOMIC CONTEXT

14. Significant progress has been made in Sierra Leone since the end of the civil war in 2002:
- Peace and security have been restored throughout the country. Presidential, parliamentary and local council elections were successfully carried out in 2002 and 2007, 2004 and 2008 respectively
 - Macroeconomic stability has increased. Since the end of the war, the country has achieved annual economic growth rates between 6% and 7%⁵.
 - School enrolment has increased, child immunisation rates have dramatically improved.
15. Despite these improvements, the country still has a long way to go to reduce poverty and to achieve the millennium development goals. In 2007, Sierra Leone ranked 180th out of 183 countries⁶ in the UNDP Human Development report. More needs to be done to improve governance and accountability, address high levels of unemployment, the high number of infants, child and maternal deaths⁷, and the infrastructure which has mainly been destroyed by the civil war and is still holding back development across all sectors of the economy.
16. Against this background, the main objective of the Government of Sierra Leone (GoSL) as stated in the *Poverty Reduction Support Programme - PRSP 2008 "Agenda for change"* is to ensure that the exacerbating poverty situation in the country is eradicated and that people enjoy an affordable standard of living with effective and sustainable delivery of services at all levels). To this end, the "Agenda for Change" introduces four major priority areas: 1) Energy, 2) Agriculture and fisheries, 3) Infrastructure and 4) Human development and service delivery.

2.2. POLICY & INSTITUTIONAL ENVIRONMENT

17. Both the first (2005-2007) and second (2008-2012) PRSPs identified decentralisation as a vehicle and core strategy for the attainment of its strategic outcomes. In 2004, the government re-established local councils and started an ambitious decentralisation programme supported by donors, which aimed at reversing the long period of centralisation and rural deprivation, as well as empowering the rural population. The decentralisation process has made gradual progress since its taking off in 2004. The ground structures have been established and are now functional.
18. However, when decentralisation was enacted in 2004 by the Local Government Act and its regulation with the devolution plan 2004 to 2008, no policy framework was formulated and this serious oversight caused some setbacks in the decentralisation process. This issue is now being addressed with the current formulation of a Decentralisation Policy. Extensive consultations with major stakeholders and the lessons gained from the implementation of the system since 2004 are serving as useful tools in the formulation of the policy.

⁵ IMF, World Economic Outlook Database, April 2010

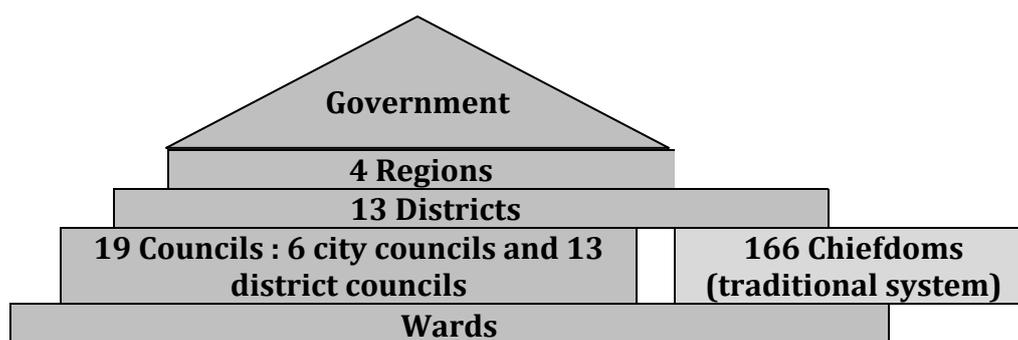
⁶ Sierra Leone – with a Human Development Index of 0,365 – falls within the low human development category. UNDP Human Development report, 2009

⁷ Neonatal, infant and maternal mortality rates remain above those of other countries such as Gambia, Guinea, Mali, Niger, Sierra Leone, <http://data.un.org>

19. Once approved by the parliament, the policy will be followed up by a revision of the Local Government Act of 2004 and its regulations, and serve as benchmark for the government and other stakeholders in consolidating and widening the whole decentralised government system.

20. Sierra Leone is composed of four regions: the three provinces (Northern, Southern and Eastern) and another region called Western Area. The provinces are further divided into 13 districts, to which correspond 19 local councils (6 urban and 13 district councils). Local Councils (LCs) constitute the main elected bodies at the decentralized level, having been re-established through the Local Government Act enacted in 2004, and are required to operate under democratic principles. Local elections are held every four year for councils (since the new 2004 LGA: in 2004 and 2008) and functions and tasks are the same for all councils.

Figure 1: Government Structure Sierra Leone



21. The functions that are being devolved to LCs following the 2004 LGA encompass a broad range of issues from almost all central line Ministries, Departments and Agencies. This includes road maintenance, community development, enterprise development, local level planning, most agricultural development functions. Apart from the central ministries of defence and finance, all others are essentially devolving the administration of infrastructure and services provision to local councils.

22. Parallel to local councils, districts are sub-divided into (a total of 166) chiefdoms – each of them headed by an unelected paramount chief who is also represented in the competent local council–, which constitutes a traditional, highly recognised and often competing source of authority in rural areas. *‘The relation – interaction and engagement between the new LCs system and the Chieftaincy system is one the least understood dimensions of local governance in Sierra Leone as [...] the initial design and implementation of the decentralized local government left unanswered many of the questions as to how these two systems would interact’.*⁸ While chiefdoms still rank higher in communities’ perception of legitimate authority, the councils are gaining increasing recognition as important ‘development’ actors at the local level.

⁸ “Decentralization, democracy and development: recent experience from Sierra Leone”, the World Bank, 2009. The LGA did not fully address the relationship between these two levels of local governance, simply affirming that they would work in parallel. The authority to fix local tax rates and define shares of revenues, for example, theoretically belongs to local councils, actual tax administration remains in the hands of chiefs. Land management and local courts do also pertain to chiefs administration.

23. Councils are further subdivided into wards, which are led by Ward Development Committees. WDCs are a formal (but still partially functioning) variant of the variety of local development committees operating at the chiefdom and sub-chiefdom level through which the government is attempting to bring the development process back to local communities. The chairman of a WDC is also councillor in the city/district council to assure the link between the WDC and the council.

24. The central level of government consists of Parliament, Government, Ministries, Departments and Agencies (MDAs), which have decentralized branches at each district level. The Ministry of Internal Affairs, Local Government and Rural Development (MIALGRD) is responsible for local councils and related legislation.

3. PROGRAMME PROFILE

3.1. PROGRAMME DESCRIPTION

25. The Kenema District Economic Recovery Programme was formulated in 2006 and targets the Kenema district and city. Both the city and the district were selected as pilot areas on the basis of: i) their high levels of poverty (second highest in SL); ii) their potential for economic development, in particular in the agriculture sector; iii) the opportunity to facilitate the creation of synergies between respective councils for an increased impact of the programme. The programme is seen as a pilot project to be tested and later replicated in other councils in Sierra Leone if successful.

26. The Kenema district has an area of 6,012 km², which corresponds to 8% of the total area of SL, and a population of 369,546. Kenema city (located within the district) is the third largest city in Sierra Leone with a population of 128,402. The Kenema district and city councils are subdivided into 29 and 3 wards respectively according to the local government system. Based on the parallel traditional system, the district is divided in 17 chiefdoms – 16 belonging to the district and one covering the city. The population of Kenema (district and city) amounts to 10% of the total population of SL.

27. The programme's goal, objective and outputs are presented below:

Table 3: KDERP: Goal, Objective and Outputs	
Goal	Contribute to poverty reduction in Kenema district and town.
Objective	Increase local economic development activity and infrastructure and service provision through dynamically-performing Kenema district and town councils.
Output 1	Develop and implement innovative approaches to local economic development (LED) to increase economic activity in the agricultural sector, with particular regard to gender development and empowerment.
Output 2	Develop and implement an equitable, economical, efficient and effective LG development planning and public expenditure management (PEM) system to increase local development, with particular regard to the most disadvantaged locations and population groups.
Output 3	Achieve policy, legal and regulatory improvements through lessons learnt , to support Outputs 1 and 2, thus giving emphasis to LED in 1, planning and PEM in 2, and gender development through 1 and 2.
Output 4	Ensure programme management , including HQ support, for successful delivery.

Source: KDERP, Programme Document (ProDoc)

28. Each output is divided into a separate programme component, with related budgets, targets and specific activities. The ProDoc does not include specific indicators.

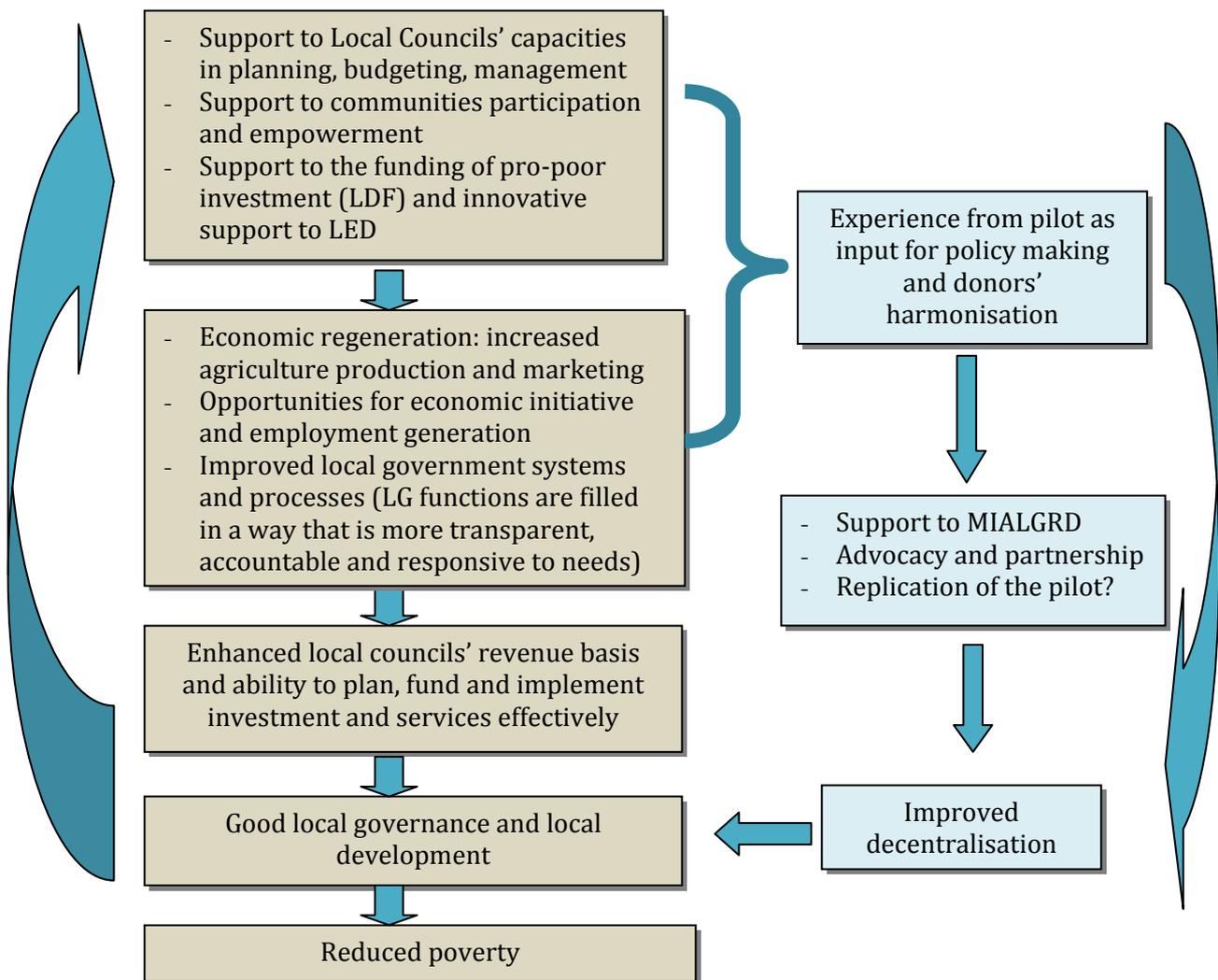
29. In the understanding of the evaluation team, the following core **development hypothesis** underlies the programme design:

Matching support to pilot investments in infrastructure and services for LED and assistance to targeted local councils in participatory planning, budgeting and management would trigger a virtuous dynamic and contribute to revitalise the local economy. This would in turn increase the revenue basis of councils and their capacity to respond to local needs through inclusive and effective service delivery. Lessons from the

pilot would constitute an input for improving the national decentralisation framework and policies, thus reproducing and further enabling such virtuous dynamic in Kenema and in other districts.

30. The programme intervention logic is illustrated below and flows from the development hypothesis.

Figure 2: KDERP Intervention Logic



31. The programme provides: (i) support to Local Councils in performing their planning, budgeting and management functions; (ii) support to the involvement of communities in the identification of investment priorities; and (iii) support to the funding and implementation of selected investments through a block grants mechanism (the Local Development Fund). Funds are transferred directly to councils from a programme bank account in Kenema named KDERP, where funds are deposited on a regular basis by UNCDF. Activities at the central level are financed directly from UNCDF.

32. Funded investments are supposed to complement “software” measures (assessments, trainings, regulations ...) aimed at enabling innovative Local Economic Development approaches and dynamics. In turn, this is expected to contribute to the enhancement of

opportunities for economic initiative and employment, aimed in particular at the regeneration and upgrade of agricultural production from subsistence to a marketing pattern. Such developments, paired with improved local government systems and functions, are expected to foster the revenue basis and the ability of Local Councils to deliver effectively, which constitutes a basis for good governance and local development and, ultimately, a condition for poverty reduction.

33. The process is conceived as a virtuous circle by which the different steps are mutually reinforcing each other, as reduced poverty levels, good governance and local development will ultimately further contribute to improve local councils' performances and the conditions for economic development. Furthermore, experiences from the pilot at the local level are expected to constitute an input for contributing to the national decentralisation process through direct support to the MIALGRD, impulse to donor's coordination and harmonisation, advocacy and partnership building at the national level for promoting replication and donors' uptake. This, in turn, is expected to contribute to an improved decentralisation framework in Sierra Leone, thus creating further basis for good governance and local development in Kenema and in the various other districts of the country.

34. The total KDERP budget for the 5 years was estimated at USD 6.9 million, of which UNCDF, UNDP and the GoSL were expected to contribute with respectively USD 3.5 million, USD 0.8 million and USD 2.32 million (USD 0.32 million of which in kind) for a total of USD 6.6 million.

35. In 2006-2007, during the preparation phase, UNCDF tried to establish partnerships with other donors in order to raise additional funds and extend the pilot to other councils. A possible contribution of USD 0.34 million from the Belgian government and another donor, however, did not materialise. Discussions on the UNCDF model were also held with the Decentralisation Secretariat (DecSec) and the Institutional Reform and Capacity Building Programme (both funded by a trust-fund set-up by the WB, DFID, EU) with a view to integrating district support approaches. UNCDF/UNDP/MIALGRD decided to implement the programme alone as no agreement was reached.

3.2. PROGRAMME STATUS

3.2.1 Implementation

36. The programme implementation started in July 2007, with the establishment of the KDERP office in Kenema, responsible for the programme implementation in Kenema district council and city council, and an office in MIALGRD responsible for implementation of the policy development component. The international Programme Officer (PO), who bears overall responsibility of the programme and its budget, is based in the UNCDF office within UNDP premises in Freetown.

37. The programme implementation has generally reflected the programme document as mirrored in the programme Results and Resources Framework (RRF), although the pace of implementation has been different for each output.

38. A key preliminary remark concerns gender mainstreaming (which is of relevance for both output 1 and 2), as a major change occurred with respect to initial plans: specific

gender-focused activities have been referred to a regional UNCDF programme - Gender Equitable Local Development (GELD)⁹, which was scheduled to start in April 2010¹⁰.

39. The implementation status for each RRF output and related targets follows below:

40. Implementation on **output 1 'Develop and implement innovative approaches to local economic development to increase economic activity in the agricultural sector'** is lagging behind stated targets and appears slower when compared to other outputs (output two in particular). This adds (and is probably due) to some degree of structural weakness in the design of the LED component/output.

41. Two extensive analyses on i) LED and ii) information and Communication Technology (ICT) have been undertaken in order to achieve target 1, but were not further developed nor followed up through other targets. Target 2 on inclusive finance for enterprise development was not addressed yet, but related initiatives are planned to take off in 2010. Target 3 - '*annual programme to agricultural extension financial services*' - has started slowly with a project aimed at revitalising a rice swamp cultivation and at the subsequent establishment of a rice seeds bank at the district level. Target 4 and 5 were not addressed to date: support to the establishment of Agriculture Business Units (ABU) was not provided as these structures have a rather unclear standing vis a vis the objectives of the programme and result already supported by other donors. Targets 6 and 7 were not implemented besides incidental references in the above mentioned assessments.

42. On **Output 2 'Develop and implement an equitable, economical, efficient and effective LG development planning and public expenditure management (PEM)'**, all targets are essentially on track. Implementation for this output results faster and more in line with programme design compared to output 1.

43. It should be noted that in the PEM area, the programme has been implemented in coordination with other ongoing activities executed by the Local Government Finance Department (LGFD) of the Ministry of Finance and economic development (MoFED), and the Public Financial Management Reform (PFMR), a component of the Institutional Reform and Capacity Building Project (IRCBP), a project of the GoSL and the World Bank. The prevailing focus of the programme has rather been on budgeting, establishing correspondence between the councils' development plans and budgets, investments in income generating infrastructure, set-up of property registers and lately collection of revenues. The LGFD and PFMR have supported councils on other PEM essentials like accounting, setting up budget formats and further financial management.

44. The programme has addressed this output, in particular through capacity building and on-the-job training sessions. The following training sessions were carried out by the programme between 2007 and 2009:

⁹ Gender Equitable Local Development, GELD is a regional programme in a partnership between UNDP/UNEP/UNIFEM. It supports local governments in five African countries (Senegal, Sierra Leone, Rwanda, Tanzania and Mozambique) to ensure gender equitable development and improvement of women's access to resources and services at the local level through gender responsive planning.

¹⁰ This decision was also taken as funds for all foreseen activities were not immediately available in 2007. For the same reason, a new gender expert was not recruited in 2009, when the former one resigned, and an engineer was hired instead from September 2009 onwards, as the need for technical assistance to the formulation and execution of councils' investment projects had emerged.

Training workshop	Participants
Review of 2007 local development plans (2007)	175
Capacity assessment of KCC (2008)	26
Awareness raising on development planning and budgeting (2008)	170
TOT Gender based participatory planning and budgeting (2008)	90
Ward Planning Exercise (2008)	189
Training on Development Planning and Budgeting/PB (2008)	193
Capacity assessment of KDC and KCC (2009)	36
Review of Kenema Local Councils Development Plans (2009)	126
Procurement Training for Contractors (2009)	25
Total	1,030

45. In total nine training sessions were implemented by the programme and involved 1,030 participants. Training has mainly dealt with development planning, budgeting and gender mainstreaming. An interesting session has been on procurement to improve the quality of tenders, which was identified as a need although it was not planned for in the ProDoc. The trainings have concerned different groups of participants: Councillors, Ward Development Committees members, sector ministries staff (MDAs) and civil society organisations (CSOs). 25% of all participants were females.

Participants	Male	Female	Total
Councillors (incl. Wards)	333	83 (20%)	416
Council staff	150	48 (24%)	198
MDAs/CSOs	268	138 (33%)	416
Total	777	253 (25%)	1030

46. Capacity building and training activities addressed number of targets under output 2, namely: target 1 (*'develop and implement an equitable approach to planning...'*) target 2 (*'develop and implement an economical efficient and effective approach to each council's strategy and budget...'*); target 5 and 6 (*'building the capacity of local councillors and paramount chiefs'* in councils, and village¹¹ and ward development committees, though annually increased participation in the annual planning, implementation and review cycle); and – to a more limited extent (participation of MDAs representatives into the training sessions) target 7 (*'build capacity in central institutions that demand it, on various aspects of the decentralisation, development planning, PEM, infrastructure and service delivery challenge'*).

47. As a complement to training sessions the programme staff is addressing targets 1 and 2 through continued direct assistance and counselling to local councils' officers and ward development committees in developing and testing approaches and consequently establishing systems for planning and budgeting. For all the above targets the programme's implementation has been substantive.

¹¹ Focus was actually on Ward Development Committees, as Village Development Committees are not operational yet.

48. In addition, the programme achieved target 3 through the timely establishment of a Local Development Fund (LDF), which results well aligned to councils' planning and budgeting procedures and constitutes a valid supplement to their expenditure patterns. A first round of LDF-funded investments took place in 2007 to finance a bridge and 3 culverts in Kenema City (USD 25,000), and a market in Ngegbweme, Kenema District (USD 75,000). In 2008, another 3 investments were implemented (two guesthouses – one in the city and one in the district - and a joint investment in an early childhood and day care centre) for a total of USD 240,000. In 2009, another 12 investments amounting to approx. USD 300,000 were implemented. The following table presents in detail the investments funded by the programme.

Table 6: Investments funded by the programme LDF

Project	Council	Year	Cost (USD)
1 bridge & 3 culverts (Road)	KCC	2007	25.000
1 Market	KDC	2007	75.000
1 Guest House	KCC	2008	50.000
1 Guest House	KDC	2008	150.000
1 Early Childhood & Adult Learning centre (Joint KDC& KCC) (School)	Joint KCC and KDC	2008	40.000
Rehab. of 8km road, 3 box culverts, 3 slab crossing	KCC	2009	18,614.
1 Bridge	KCC	2009	20,278.
1 market	KCC	2009	30,265.
2 culverts	KCC	2009	13,320.
2 Water wells	KDC	2009	15,500.
2 double box culverts (Kamboma)	KDC	2009	36,500.
2 Culverts (Malegohun)	KDC	2009	13,460.
1 community centre	KDC	2009	53,100.
2 bridges (Malegohun)	KDC	2009	32,450,
1 bridge (Potehun)	KDC	2009	18,000.
1 school (Wandor)	KDC	2009	35,002.
1 (IVS) rice cultivation	KDC	2009	19,844.
Grand total			646.303

Source: KDERP staff.

49. Councils have been informed about available allocations from LDF during the first quarter of the year in 2008 and 2009¹². In 2010 the LDF has been reduced from USD 200,000 to USD 100,000 due to lack of funds from UNCDF and UNDP, and by March 2010 the share between the city and the district has not been established yet by the KDERP staff and management.

50. Although the Government Development Grant (GDG) was mentioned in the ProDoc as contribution of the GoSL to the programme, it was not included in the KDERP planning process and, therefore, funding from GoSL does not appear in the table.

51. On target 4, which deals with increased councils' revenue generation, the programme has supported the councils by financing income generating investments (see above list of investments) and a promising activity launched in 2010, i.e. the implementation of the

¹² Source for this information is interviews with councilors and councils staff. The KDERP PO expresses, however, that information on LDF allocation was provided in last quarter the year before for allocations for 2008 and 2009.

national cadastre system, which – provided that adequate political will to back up implementation exists, as it seems to be the case in the KCC – has the potential to substantially contribute to increased councils’ revenues from property rates and licenses.

52. **Output 3 ‘Achieve policy, legal and regulatory improvements through lessons learnt’** refers mainly to annual assessments and reviews of activities undertaken under outputs 1 and 2. Targets are implemented partly, and their relation with the object of the output (policy advances on LED and LG systems) is in any case not straightforward.

53. Target 1 is substantially on track, as the programme is playing an active role in animating and coordinating the debate on decentralization (participation to the task force on decentralization, organization of donor’s coordination meetings, training sessions for government officials...) and has directly supported the formulation of the new decentralization policy draft. In addition, the programme team leaders provide daily advice to relevant officials from his location within the MIALGRD premises.

54. Targets 3.2 to 3.6 are implemented only to a partial extent, although detailed reviews of LED and PEM (3.2 and 3.5), which constitute key elements of progress in the two areas corresponding to outputs 1 and 2, do not result implemented to date. Target 3.7 is implemented with reference to the current mid-term review, whereas target 3.8 (final evaluation) is not applicable to date.

55. Concerning **Output 4 “ensure sound programme management”**, KDERP established the project team and country office team (target 1 and 2) in 2007. The KDERP office in Kenema, located in the district council’s premises, was initially staffed with a monitoring and evaluation officer and a gender expert responsible for the implementation of KDERP in the Kenema district council and city council. The KDERP office at national level is located within the MIALGRD premises and is staffed with the team leader/decentralisation adviser, who is responsible for the implementation of the policy development component. The international programme officer (PO) bears overall responsibility for the programme implementation and related budget execution and is based in the UNCDF’s office shared with UNDP.

56. On target 3 -‘ensure the project office’s production and implementation of annual work plans’ - the programme has established a procedure for the preparation of work plans in cooperation with councils and MIALGRD. The activities planned for in the Result and Resource Framework (RRF) and the subsequent annual work plans have in general been implemented.

57. TA is provided by the programme team on a daily basis, as the M&E officer and engineer support the councils and the team leader/decentralisation adviser supports the MIALGRD. Until early 2009, the UNCDF technical backup to the programme was provided through quarterly inputs from UNCDF HQ. Thereafter, almost all TA has been provided directly by the programme staff or through national consultancies, although a stronger involvement from the regional UNDP/UNCDF office was expected.

58. On target 4 -‘support the production of quarterly report through MIS (Monitoring and Information Systems) and ATLAS’ -, the programme has regularly produced quarterly and annual progress reports, mainly in a narrative and analytical form. Efforts have been done to set up the MIS in the MIALGRD by providing the necessary equipment. KDERP has further requested UNCDF regional office to provide the expertise for training MIALGRD officers in

MIS, but this has not been done yet. Monitoring concerns prevailing investments financed from LDF and capacity building and training activities executed by the programme.

59. On target 5 –‘availability of financial transfers from HQ to the project team’ -, funds have generally been available on time, although delays in transfer of funds to the local level were reported in early 2007, when the programme was set up, and in the first half of 2009, when the programme officer was replaced and no one had the authority to release funds from UNCDF to the KDERP bank account in Kenema.

60. Targets 6 –‘support all HQ and regional technical and management missions’-, and 7 -‘fund all HQ, including regional office, missions, annually’- have also been implemented adequately with implementation of UNCDF HQ and regional monitoring missions. As follows in section 3.2.2 below, spending on management has been high relative to other programme activities.

61. The following table presents a summary of progress as per the main targets associated to each output in the programme’s RRF.

TABLE 7: PROGRESS ASSESSMENT PER RRF OUTPUTS AND TARGETS

OUTPUTS	TARGETS	PROGRESS ASSESSMENT	Reference in the EQs
Output 1 : Innovative approaches to LED	1.1 Comprehensive LED analysis as basis for intervention	Overall: implementation is lagging behind as no evidence yet of a consistent LED focus such to generate innovative approaches. 1.1 Analysis carried out but of little use 1.2 Not implemented 1.3 Implementation limited to one project on rice cropping 1.4 Not implemented to date 1.5 Not implemented to date 1.6 Not implemented/ only partial ref under 1.1 1.7 Not implemented/only partial ref under 1.1	EQ4
	1.2 TA from UNCDF FIPA services on enterprise development and associated funding		
	1.3 Annual programme of targeted agricultural extension services for yields increase		
	1.4 Smallholders /ABUs access to mechanized cultivation		
	1.5 ABUs capacity in all wards		
	1.6 Scope for ICT initiatives for women’s groups		
	1.7 Analysis on role of women in LED		
	Output 2: LG systems and capacities		
2.2 Approach to LCs strategy and budget (MDG and gender filters)			
2.3 LDF fund to supplement LCs expenditure			
2.4 Increase in LCs local revenues			
2.5 Capacity of councillors and paramount chiefs through increased participation			
2.6 Capacity of village and Wards development committees through increased participation			
2.7 Capacity of central institutions on decentralization (‘on demand’)			

		cadastre system in KCC is promising towards meeting this target. 2.7 Partly implemented through participation of MDAs officers to trainings	
Output 3: Policy dialogue and improvements	<p>3.1 Contribution to national debate on decentralization</p> <p>3.2 Annual assessment of LED experience re. new SMEs and household incomes</p> <p>3.3 Annual update of planning, budgeting, implementation and review manuals</p> <p>3.4 Annual review of project implementation workshop</p> <p>3.5 Annual review of PEM against govt commitment to results based budgeting</p> <p>3.6 Annual review of gender development</p> <p>3.7 Annual policy assessment review, including MTR</p> <p>3.8 External evaluation (final) and recommendations</p>	<p>3.1 Substantive contribution to the debate and policy making process (day to day liaison and assistance to MIALGRD, animation on donor's coordination efforts...)</p> <p>3.2: not implemented to date</p> <p>3.3: implemented partly (yearly review of development plans)</p> <p>3.4: implemented regularly with relevant stakeholders</p> <p>3.5: not implemented to date</p> <p>3.6: not implemented (gender activities to be addressed directly under GELD)</p> <p>3.7: MTR undertaken</p> <p>3.8: not applicable to date</p>	EQ8/EQ9
Output 4: Management	<p>4.1 Project team</p> <p>4.2 Country office team</p> <p>4.3 AWP</p> <p>4.4 Reporting through MIS and ATLAS</p> <p>4.5 Financial transfers availability</p> <p>4.6 Support to mission from higher UNCDF levels</p> <p>4.7 Fund missions from higher UNCDF levels</p>	<p>4.1, 4.2, 4.3: on track; project team and office set-up, AWP produced regularly.</p> <p>4.4 Implemented regularly</p> <p>4.5 Implemented regularly</p> <p>4.6 and 4.7 Implemented regularly</p>	EQ7

3.2.2 Financial data

62. The table below presents the programmes expenditure from 2007 to 2009, the total budget and the execution up to the end of 2009.

Output	Activity	Expenditure		
		Total, USD	Budget, USD	Percentage
Output 1 Innovative approaches to local economic development to increase economic activity in the agricultural sector, incl. gender development and empowerment.	Staff	19,702		
	Travel	26,247		
	Goods and services	21,543		
	Administration	28,180		
	Total Output 1	95,673	875,000	10.9%
Output 2 LG development planning and public expenditure management to increase local development, with particular regard to the most disadvantaged locations and population groups.	Staff	18,534		
	Travel	69,691		
	Administration	77,045		
	Goods and services	123,849		
	LDF, grant	493,423	1,000,000	49.3%
	Total output 2	782,540	1,780,000	44.0%
Output 3 Policy, legal and regulatory improvements through lessons learnt, to support outputs 1 and 2 (emphasis on LED, planning and PEM).	Staff	64,400		
	Travel	71,970		
	Goods and services	11,946		
	Administration	30,777		
	Total output 3	179,093	1,050,000	17.1%
Output 4 Programme management, including HQ support, for successful delivery.	Staff	394,997		
	Travel	91,248		
	Goods and services	113,028		
	Administration	238,064		
	Total output 4	837,337	1,215,000	68.9%
Total excl. GoSL Contribution		1,894,643	4,920,000	38.5%
Government development grant (GDG)		597,675	2,000,000	29.9%
Total incl. GDG		2,492,318	6,920,000	36.0%

Source: Atlas and LGFD (GDG). Not all expenditure for 2009 was captured in the ATLAS financial system by March 2010, when the information was provided by UNCDF. Annex 5 presents UNDP's and UNCDF's individual contribution to KDERP from 2007 and 2009.

63. Actual expenditure for the period 2007-2009, as captured in the ATLAS financial system in March 2010, amounts to USD 1.9 million (UNCDF & UNDP funding). Including GoSL contribution, which is the government development grant, the total is USD 2.5 million. According to the programme document, the GDG should have consisted of USD 400,000 annually¹³. This counterpart funding has not been monitored by KDERP and –as can be seen

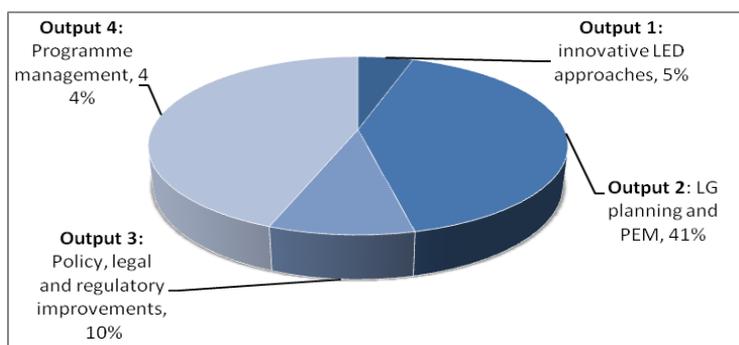
¹³ The actual nature of the GoSL's commitment to contribute to programme activities with USD 400,000 per year is not fully clear. In the KDERP document such contribution is referred to the LDF, and could be interpreted as corresponding to the Government's Development Grant (about 90 % of which is financed from the WB, EU, DFID Trust Fund for support to decentralisation). None of the persons met during the mission has fully clarified the issue. The present report follows the likely assumption that GDG is the counterpart, although this would have been available to the councils anyway.

in the figure - only about half of the amount stipulated in the programme document has been allocated accordingly.

64. Table 7 also indicates that the execution rate of the budgets for output 1 (LED) and output 3 (national decentralisation policy) is low - only 11% and 17%, respectively. For output 2 (planning and LDF) about 50% of the budget had been spent by the end of 2009, which mirrors the quick and effective implementation of this part of the programme (see section 3.1.2). As for programme management, the rate has reached almost 70%, showing that this component should be controlled better during the latter part of the programme.

65. Figure 3 shows programme expenditure excluding GoSL contribution and highlights the considerable amount of funding absorbed by programme management (44%). The figure also highlights the considerable amount of funds allocated to LG capacity building activities and LDF (41%).

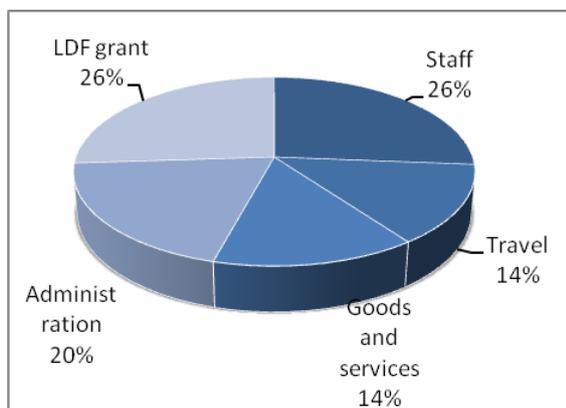
Figure 3: Programme expenditure 2007 - 2009 per output (UNCDF & UNDP funds)



Source: team elaboration based on Atlas data.

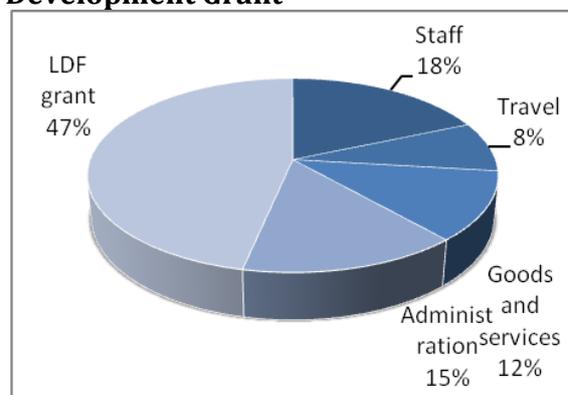
66. Figure 4 shows the programme expenditure per budget line / type of expenditure over the period 2007-2009, based on UNCDF and UNDP funds. The figure shows that 26% of programme funds were allocated to investments in infrastructure (which come under output 2). However, Figure 5, which includes the Government Development Grant, shows that if all sources of funding are included the amount of funds allocated to investments in infrastructure rises to approx. half of the overall expenditure.

Figure 4: Programme expenditure 2007-09 per budget line (UNCDF & UNDP funds)



Source: team elaboration based on Atlas data.

Figure 5: Programme expenditure 2007-09 per budget line, including Government Development Grant



Source: team elaboration based on Atlas and LGFD (GDG) data.

4. EVALUATION FINDINGS

67. This chapter is structured along the 9 evaluation questions retained for this evaluation (see table 1); additional evidence to support the findings outlined in the following sections is presented in Annex 7.

68. The 9 questions do generally reflect and embed the structure of the RRF and related outputs and targets, and complement the analysis of the state of implementation in assessing the overall performance of the project against its rationale reproduced in the development hypothesis and intervention logic. Where applicable, at the beginning of each question, the nature and extent of any correspondence with the RRF structure has been recalled.

4.1. THE PROGRAMME IS HIGHLY RELEVANT FOR THE DEVELOPMENT OBJECTIVES OF SIERRA LEONE AND WELL ALIGNED WITH UNCDF'S LOCAL DEVELOPMENT PROGRAMMES

EQ 1 "To what extent does the programme design meet the intervention logic of UNCDF LDPs and the development objectives of the partner country?"

The programme is highly relevant to the priorities of the GoSL as reflected in the PRSP II – 'the Agenda for Change', the GoSL final draft Decentralisation Policy, the LGA of 2004 and its regulations. It covers the needs of the LCs and complements other initiatives in support to decentralisation. It is well integrated into the United Nations Development Assistance Framework (UNDAF) and the UNDP Country Programme (CP). The design is consistent with the UNCDF LDP model. A major weakness in programme design refers to the lack of a clear conceptual framework for the LED output, and the lack of in-built criteria for orienting LED strategic investment selection.

EQ1 refers to the relevance and quality of the programme design and is therefore 'per se' transversal to its different outputs.

69. **The programme design addresses the needs of Sierra Leone and in particular the need for support to local councils.** Its stated overall goal to "*contribute to poverty reduction in Kenema district and town*" is consistent with the national PRSP II "Agenda for Change", in particular within the priority areas '2) agriculture and fisheries' and '4) human development and service delivery".

70. The programme's outputs, targets and activities are highly relevant, complementing the government and other programmes in support to decentralisation mainly funded by the WB, EU, DFID, GTZ (German Development Agency) and Japan International Cooperation Agency (JICA). The programme has avoided potential risks of overlapping and has established smooth coordination with the Decentralisation Secretariat (DecSec) in MIALGRD and its coaches positioned in each council, with the Public Financial Management Reform (PFMR) and the Local Government Finance Department (LGFD).

71. The relevance of the programme is confirmed by the appreciation from senior officials in MIALGRD, including the deputy minister and minister, who have emphasised the programme's ability to support and strengthen capacities of the Kenema local councils, and

to provide funds for local investments. Similar observations were made during interviews in Kenema. The team's own observations on local councils' need for support in fulfilling their mandate confirm the relevance of the programme.

72. Other donors interviewed, involved in decentralisation (WB, GTZ), find the programme relevant and acknowledge the important support it gives to the councils by complementing other programmes. None does, however, at this stage, however, indicate that KDERP has brought in something new and innovative compared to other programmes supporting local councils.

73. Interviews have also highlighted that an increased focus on employment creation, in particular for the youth (e.g. through the selection and funding of labour-intensive investments and as a result of increased opportunities for economic initiative), could have increased the programme's capacity to further contribute to the consolidation of peace in SL.

74. Gender mainstreaming has been included well in the programme design under output 1 and 2. Because of budget constraints and the emerging regional UNCDF/UNIFEM GELD programme, most activities were, however, postponed to GELD, which will take up gender activities, in particular, by mainstreaming gender issues in the councils' development plans. The team was informed that GELD would establish an office in the KDC next to the office of KDERP in April 2010.

75. **The programme is well integrated into the national set-up for decentralisation**, i.e. the LG act 2004 and its regulations, the draft National Decentralisation Policy (2009), MIALGRD's functions and operations, the multi donor (WB, DFID, EU) Institutional Reform and Capacity Building Programme (IRCBP) and the new District Service Delivery Programme (DSDP) launched in January 2010. Furthermore, the team leader of KDERP is placed in the MIALGRD with good access to senior officials and the minister.

76. The Programme is established in direct execution (DEX) modality, which includes parallel funding bypassing the LGFD/MoFDP system and going directly from UNCDF/UNDP into a bank account in Kenema managed by KDERP. According to the Programme staff and UNDP senior management, this is justified to ensure the smooth transfer of funds to the city/district level, as well as a better monitoring of KDERP expenditure. According to LGFD, however, an account could have been set up within the national system with no detriment to the smooth and regular transfer of funds to Kenema.

77. According to the DEX modality, the programme implementation at the local level follows the signature of a letter of agreement with Kenema city and district councils, while the programme document is the basis for the support to the MIALGRD. This document also specifies the expected contribution from the government in the amount of USD 400,000 per annum.

78. **The Programme is designed following the intervention logic of UNCDF's Local Development Programmes¹⁴, including** components on 1) local development 2) support to local councils coupled by an investment facility 3) feedback from local level to the national decentralisation policy framework and 4) management. This follows from the KDERP concept note and the programme document.

79. The programme document (ProDoc) includes a good problem analysis, which results logically turned into outputs 1 (LED) and 2 (planning, LDF, PEM). Both outputs are

¹⁴As described in "UNCDF's Local Development Practice Area", UNCDF 2010

meaningful for reaching the programme's objective to *"increase local economic development activity and infrastructure and service provision through dynamically performing Kenema district and town councils"*.

80. Output 3 (policy advice to central level) seems somehow to be included as a 'standard approach' for UNCDF's LD programme, as targets mostly refer to assessments and reviews of activities undertaken under other outputs but do not provide a clear logic as to how lessons learned are expected to be fed into the policy debate in consideration of the specific context of Sierra Leone. Output 3 is, however, particularly relevant, and bears a strong potential given current policy developments in decentralization in the country. In Sierra Leone, the local government system is already in place based on the 2004 LGA and following regulations. Compared to other LDPs, the programme has therefore a more limited focus on supporting the establishment of local institutions. Focus is instead placed on feeding the national decentralisation policy based on pilot experience from the local level.

81. Another element in the design, which seems to partly differ from the model, is that direct focus on PEM is reduced, whereas emphasis is more on budgeting, introduction of performance oriented budgeting and revenue enhancement. This is fully justified as other programmes/GoSL deal with supporting councils on PEM, i.e. LGFD and PFMR.

82. As discussed more extensively under EQ4, however, **a major weakness in programme design concerns the Local Economic Development (LED) component: Output 1** refers to the implementation of 'innovative' approaches to LED, but activities in the RRF do not reflect a coherent conceptual framework or a structured sequence, so as to channel innovative approaches. Significantly, LDF investments – which arguably constitute a key driver of strategic and innovative LED dynamics – come under output 2. Moreover, there is no indication (nor criteria) as to how a link between selected investments and LED strategies should be ensured: the selection of investments supported by the Local Development Fund (LDF) is essentially based on the identification of priorities at the grass-roots level, as part of the participatory planning process. This leads to identifying highly needed investments, but constitutes no guarantee that the most relevant ones, from a strategic and innovative LED perspective, are selected. Finally, design suffers from the lack of indicators that could have guided the programme's monitoring process.

83. The Programme design is consistent with respect to the absorption capacity of the LCs and MIALGRD, as confirmed by the councils' ability to handle the support provided and the high appreciation of the programme in MIALGRD.

84. Overall, while some outputs are more accurately formulated than others, the quality of design does not fully reflect the assumed intervention logic of the programme, so as to ensure a consistent and homogeneous sequence of integrated steps towards the achievement of a common objective.

85. **The programme is well integrated into the UNDP Country Programme (CP) and the United Nation's Development Assistance Framework (UNDAF)**, as strategy areas and outcomes in UNDAF and CP are highly consistent with the goals and objectives of KDERP. In some KDERP documents (e.g. annual work plan 2008, 2009 and 2010) the relevant CP/UNDAF outcomes are directly introduced as outcomes for KDERP¹⁵, in particular:

¹⁵ Some inconsistency exists in the programme's use of UNDAF/CP outcomes. In particular the AWP's state the 3 outcomes as UNDAF outcomes, while these are stated as CP outcomes in the 2008-2010 UNDAF

Outcomes, CP (ref. UNDAF 2008-2010)

- “Transparent and Accountable Democratic Governance”
- “Poverty Reduction and Shared Economic Growth”
- “Increased production, availability and utilisation of food”

4.2. THE PROGRAMME HAS - ALONG WITH OTHER INITIATIVES - CONTRIBUTED TO INCREASED CAPACITY OF THE COUNCILS

EQ 2 “To what extent has the programme contributed to increased capacity at local government level?”

The capacity of councils has started to improve during the programme due to extensive capacity building and on-the-job training. Both individual and institutional capacities have improved, thus leading to a clearer definition of tasks between councillors and the technical staff. Planning has improved and in particular the participatory element. As regards finances, the ability to budget and to generate resources has also improved. Overall, improvements are more noticeable in the city than in the district.

86. **The analysis associated to EQ2 (and the following EQ3) refers to the programme’s output 2 on ‘developing and implementing an equitable, economical efficient and effective LG development planning and public expenditure management (PEM) system to increase local development, with particular regard to the most disadvantaged locations and population groups’.** The programme’s strategy in this area was to build the councils’ capacity for development planning including reviews, budgeting and revenue enhancement through a combination of formal training sessions, on the job training and technical advice provided by the programme staff.

87. Of specific relevance to this question are targets 5, 6 and 7, which refer to capacity building for councillors, paramount chiefs and ward development committees for the whole planning cycle and for central ministries (MDAs) on decentralisation, planning, PEM, infrastructure and service delivery.

88. Training, capacity development and punctual, direct advice provided by the programme’s staff on the development of councils’ organisation have covered a number of relevant issues, including procurement, development planning, budgeting and gender mainstreaming (detail of training sessions and participants is provided in chapter 3.2.1 of this report). Part of the training has taken the form of an on-the-job training, focusing on reviews and assessments of development plans and the recent installation of the cadastral system in the KCC. More importantly, support provided by KDERP has been tailored to meet both the needs of the individuals and those of the institutions as a whole. On the job-training has focused on the planning and budgeting, and the programme has also worked with HRM/D by preparing job-descriptions and assessments of the need for staff in the councils.

89. Training and capacity development activities implemented have all been found to be relevant both in relation to the achievement of envisaged programme outputs and with regard to their complementarities with other ongoing efforts. KDERP staff has also informed

Result Matrix. The idea is, however, to relate the UNDAF/CP outcomes to the specific programme as confirmed to the team by the UNDP Programme Director.

the team that a training need assessment will be carried out in 2010 to further increase responsiveness of future training and CD activities to the needs of the councils.

90. The two councils have signed a memorandum of understanding with the Eastern Polytechnics on further training in the local councils' areas, which could be an important step for an institutionalisation of training to local councils in the area.

91. **The analysis in this section raises the issue of the extent to which improvements detected in the capacities of councils can be attributed to the intervention of the programme.** As a general observation: the programme is the main source of support to councils in the Kenema district, and provides a mix of assistance that includes close day to day advice and follow-up to councillors and staff in the undertaking of their functions. It is therefore the evaluators' view, confirmed by opinions expressed by most consulted stakeholders including councillors and councils' staff, that KDERP has given the main contribution to improvements in councils capacities as described in the paragraph that follows. It is important to acknowledge, however, that other actors – namely the WB/DecSec, the LGFD and the PFMR¹⁶ have provided some crucial support, which has been more narrowly focused on technical aspects of PEM. The following analysis covers the development in the fiscal and the institutional capacity in the two councils¹⁷.

92. **KDERP is contributing to an enhanced fiscal capacity of councils as the revenue collection and generation capacity has improved, as well as budgeting and its connection with planning.**

93. A relevant and simple indicator of progress in the fiscal capacity is the revenue collected by the two councils¹⁸ from 2007 to 2009 and the budget for 2010. These are shown in Table 9 below:

	KCC	KDC (excl. mining licenses)	KDC mining licenses*
2007	478,907,486	29,397,900	199,448,268
2008	633,323,956	53,935,460	NA
2009	700,093,956	29,177,800	NA
2010	1,100,000,000	1,081,000,000	

Source: Finance officers/accountants KCC and KDC

*All local districts in SL with mining activities receive a share of mining licenses that companies pay to the government. Mining companies pay the license directly to the central government, which in turn transfer the councils' share directly from MoFED each year, although serious delays have been reported.

¹⁶ Relevant support on accounting and budgeting is provided by the PFMR and the LGFD. Of particular importance is the budget formats developed by LGFD and the new financial management programme funded by WB, EU, DfIF and GoSL (called PETRA), which was implemented in 2009 in the district, and will be implemented in the city in 2010. PETRA is key to improvement in PEM, since it allows better control of data management and the generation of automatic information instead of the existing system in excel spreadsheets. DecSec also provides a "coach" to each council to support the implementation of the decentralised system.

¹⁷ The development of fiscal capacity entails not only technical skills on PEM but also a good internal organization with coherent procedures etc. , and constitutes therefore – in conjunction with the institutional capacity - a valid indicator of the overall capacity in a local administration as results from different kind of support measures.

¹⁸ Revenues collection is also used as a measure for progress in some KDERP progress reports but without a systematic effort e.g. "For instance in the month of August through November 2009, an increase of about 65 % in revenues collection within the council was recorded". KDERP, Fourth Report (October to December 2009).

94. As shown in the table, KCC local revenue collection¹⁹ has increased from SLL 479 million to SLL 700 million (or 21% annually) from 2007 to 2009, while KDC's revenue collection has declined from SLL 54 million to SLL 29 million (excl. mining licenses) between 2008 and 2009.

95. For locally collected revenues the KCC 2010 budget amounts to SLL 1.1 billion, which seems ambitious but could be reached with the new cadastral system that the KCC implements in 2010, while SLL 1.1 billion for KDC is unrealistic.

96. For the KDC the situation is more difficult as local revenue is low and apparently decreasing. Progress is affected by conflicts with chiefdoms about sharing arrangements for collected revenues. Interviews with councillors revealed limited intentions to enforce improved revenues collection mechanisms.

97. With a capacity to generate SLL 700 million in 2009 the KCC is now also able to finance some larger investments from its own revenues, as well as to invest in its institutional development, e.g. by funding additional training and hiring of staff. The LGA 2004 stipulates that 60% of their own revenues should be allocated for development, i.e. SLL 420 million in 2009.

98. In order to broaden opportunities for own revenue generation through income generating investments, councils have used the LDF to fund two guesthouses and two markets. The team inspected 3 of these investments, i.e. the 2 guesthouses (one in the district and one in the city) and the Ngegbweme market in the district: the extent to which these will generate substantial revenues is unclear as **financial projections for the investments do not exist**²⁰.

99. Increased focus could be placed on the commercial aspects of the investments financed through the LDF, in order to ensure that these are managed - to a possible extent - on the basis of economic criteria, with the aim of covering all costs and possibly generating - in due time - a surplus for the council.

100. The councils' budgeting is improving as it covers more areas and is getting more realistic, but the revenue side still presents substantial room for improvement. Budgets cover all functions, which have been devolved from sector ministries since 2004; the councils' administrative functions and a three year rolling budget for infrastructure investments. Budgeting follows national procedures from LGFD. The budgeting and the planning processes are now aligned as all investments from the development plan are included in the budget. KDERP has been a key contributor to this development by providing training on planning and direct support to the elaboration of councils development plans.

101. The team inspected budgets in both councils and found a relatively well developed KCC budget from 2010 to 2012 following LGFD standards. KDC had not yet finalised the

¹⁹All taxes, dues, fees and licenses paid to the councils.

²⁰ Both councils plan to contract-out the guesthouses' management, but no baseline exists to define the minimum amount they should receive from a contractor. Similarly, an interview with the members of the Ward Development Committee (WDC) in Ngegbweme revealed that market dues were mainly set on the basis of vendors' ability (and willingness) to pay, whereas considerations on the demand for market stalls, likely turnovers and the actual cost of running the market (including cleaning, maintenance and waste collection) were not applied.

2010-2012 budget, but the budget 2009-2011 covered most areas. Budgeting of own revenues and funding for development, including from LDF and Government Development Grant (GDG), was however not realistic; e.g. KDC's actual revenue in 2009 corresponds to 3% of the budget for 2010.

102. A reason why the GDG and the LDF are not always budgeted correctly is that allocations from LGFD and KDERP are presented too late considering the deadline for councils' budget preparation in September (i.e. in Sep. 2009 for 2010). It would be an important support to councils' budgeting if the allocation from the LDF (and GDG) could be given before September 2010 for the 2011 budget²¹.

103. The team also inspected the councils' development plans and found that these are comprehensive and cover all devolved functions. Like with the budget, KDC has not finalised the development plan 2010 to 2012. A major problem with the development plan is that funding is not secured for many investments.

104. **The improved planning process makes councils more accountable** as the participatory planning process entails a mechanism whereby councils work in a more transparent manner and information is available down to the ward level. Overall, the improved process has also led to a situation where wards are more inclined to investigate which investments have actually been carried out by the councils on the basis of the planning process in order to verify if their expressed needs have been fulfilled.

105. The development in the capacity for finance/PEM along with programme's capacity building and training in MRM/D, development of staff profiles etc. have contributed to **some progress in the institutional capacity of the councils**.

106. This enhanced institutional capacity is confirmed by the following evidence:

- Councils manage to a fair degree the steps associated to the planning and budgeting process, which involves both councillors and different staff members
- Good understanding among councillors and staff on their roles and functions and the division of political/administrative tasks
- Capacity development and training respond to institutional rather than individual needs
- Councils meetings are held regularly
- Good cooperation between the MDAs and the councils
- The district council has taken the initiative to set up monthly coordination meetings with all actors in the district, although unfortunately this has recently been discontinued (due to costs)
- Early evidence of joint initiative and cooperation between the two councils refers to the implementation of a common investment project, the early childhood education and day-care centre.
- Information on planning, budgeting, revenues and procurement was provided fairly rapidly to the team during its stay in Kenema

²¹ "Whereas the KDERP budget allocation to the two local councils for the period 2007-2009 was timely (beginning of the 4th quarter of 2008), the 2010 LDF allocation was delayed because of a request from the KCC for a review of the initial allocation formula (KCC 25% and KDC 75%) and the negotiation took some time, particularly when the allocation was reduced to 100,000 dollars. The allocation of funds for 2007-2008 was based on the initial formula of 25% to KCC and 75% to KDC." Source Programme Officer of the KDERP.

107. The programme has also supported the institutional capacity by carrying out an analysis of needs for staff and the development of staff profiles. Councils have now defined their needs for core technical staff (about 10 positions) and positions are being gradually filled (most posts are now covered, whereas a significant number of them were vacant before the start of the programme). In particular, HRD officers and chief administrators (CA) are in place (although the CA in KCC is acting). In addition, consulted core staff express that they are accountable to the councils although their salaries are still paid by MDAs. Some setbacks, on the other hand, are still observed as a consequence of staff turnover - in particular in the KDC.

108. Gender balance seems to be an issue, since women only made up a small percentage of the councillors and staff met by the team (approx. 10%). However, the share of women among the WDCs and Project Management Committees met was higher (20-30%). The lack of gender specific indicators in the Councils' Development Plans confirms that gender balance is not embedded yet into Councils practice.

109. The extensive training is also likely to have contributed to the institutional capacity insofar as more clarity on councillors and staff roles and responsibilities enhance effective decision making (in particular in the city council).

110. **All this said, the councils' capacity is still low in comparison to the functions and tasks stipulated in the LGA** and continuous support and more targeted activities are needed following the training needs assessment, which, according to the KDERP staff, will be prepared during 2010²².

4.3. THE PROGRAMME HAS CONTRIBUTED TO IMPROVED PLANNING, FUNDING AND MANAGEMENT OF INFRASTRUCTURE AND SERVICE DELIVERY BY LOCAL COUNCILS, ALTHOUGH THE THREE FUNCTIONS ARE NOT SUFFICIENTLY INTEGRATED YET.

EQ 3 "To what extent has the programme contributed to improved planning, funding and management of infrastructure investment for service delivery at the local government level?"

Local development plans are formulated through extensive participatory consultation processes, and reflect some improved capacity of councils to manage planning processes and include community needs. Plans are comprehensive but are not yet fully manageable and implementable. In particular the strategic direction, projections of funds and monitoring instruments are not adequate. Planning is well aligned with national procedures, and cross-cutting concerns and gender in particular are starting to be addressed. Funds are transferred in a fairly timely manner to programme activities, although some delays have occurred. The procurement procedure appears transparent and strictly follows the National Public Procurement Act.

111. **Findings discussed in EQ3 are also associated to the programme's output 2** (LG development planning and PEM systems). In particular, reference is made to targets 2.1

²² For instance further support to the sustainability of investments; revenue generation and collection including citizens sensitisation, further support on linking planning and budgeting in relation to specific functions covered.

(‘develop and implement equitable approaches to development planning...’) and 2.2 (‘develop and implement an economical, efficient and effective approach to each council’s strategy and budget...’). Target 2.3 (‘establish and LDF to supplement both councils’ expenditure...’) is also relevant to this EQ although the relevance and effects of investments are addressed under EQ4. As already introduced, the programme’s strategy to achieve output 2 was to combine the implementation of capacity building and training activities with direct support (on the job training and working sessions) to ward development committees and councils in developing planning documents and budgets.

112. The main findings associated to these output and its targets are condensed here below, presented through the analytical framework offered by EQ3 and through related adopted indicators.

113. The support provided by the programme staff and technical advisors to councils’ and wards’ officers consisted of a combination of the following: (i) specific training and capacity building sessions (listed and discussed in 3.2.1 ‘implementation status’ and the previous EQ) (ii) daily support and counselling in the conduct of the planning and budgeting exercise.

114. In the Kenema district, the programme is the main source of direct, comprehensive and continued support to councils and wards in the undertaking of a full-fledged participatory planning exercise. Results associated to the set-up of a planning and budgeting framework can therefore be attributed to a large extent to the operation of the programmes. To reinforce this consideration, it is noted that the establishment of a relatively comprehensive and consistent planning and budgeting framework – in compliance with the 2004 LGA and following provisions – has coincided with the starting of - and gradually developed along with - the operations of the programme in the area. Comprehensive Local Development Plans, for example, were only formulated and adopted in the course of the last couple of years with the punctual assistance of the Programme.

115. ***Local development plans extensively reflect and incorporate local community needs, but do not reflect a consistent strategic vision nor are fully implementable.*** As a combined effect of highly appreciated capacity building and direct, extensive support to a full-fledged and inclusive planning process, extensive bottom-up participatory approaches are in use from the level of communities through to that of the councils²³. Capacity building on participatory planning includes a specific gender dimension. Consulted councillors and community representatives unanimously recognize that the capacity of local councils to identify and express the needs prioritized by communities in the plans has substantially improved as a result of the capacity building and direct assistance provided by the programme.

²³ With the assistance of the programme, each ward formulates a plan on the basis of a systematic participatory process based on PRA/PPA techniques coupled by wider and open-ended consultations of communities including representatives of specific groups -women, farmers, elderly, disabled persons- from various sections within a ward. Ward plans are reviewed and updated annually as part of an open-ended, ‘living’ process through periodical participation and consultation. The planning process aims at allowing a broad participation of different constituencies and their representatives. To this purpose, paramount chiefs are represented in the Wards Development Committees (WDCs) and the chairmen of the WDCs in the local councils along with three paramount chiefs. Ward plans drafted by the WDCs are submitted to councils, screened and harmonised into consolidated councils’ plans through a reprioritisation process that involves wide open session debates, voting, final technical review by LCs development/planning officers and committees.

116. Council Development Plans result into comprehensive documents, covering various sectors and investment areas according to the PRSP clustering, and including - in addition to development investments - some complementary provisions for recurrent costs. The re-elaboration of prioritized needs²⁴, as part of integrated (sector/cross-sector) strategies aimed at maximising return of limited resources, is nevertheless very partial, and plans still appear as rather indistinct lists of local needs²⁵. On the other hand, the articulation of the plans into many sections and tools (strategic action plans, sector log-frames...) entails substantial risks of confusion and overlapping, thereby reducing the extent to which plans can be realistically implemented and monitored.

117. Plans aim at integrating different funding sources (tied sector transfers, development grants, LDF, own revenues), although these are not clearly reflected yet throughout various sections of the plan and respective allocation projections. Improvements in this sense are also related to the low predictability of incoming funds i.e. information on LDF and GDG are provided too late for the budgeting preparation or final allocations are lower than those announced. Plans do not provide a clear and realistic framework for monitoring overall progress and outcomes as a basis for strategic decision making.

118. ***Local planning is well aligned and integrated with upstream and downstream planning levels.*** The planning process supported at the local level is well integrated with the national planning process and complies with specific functional and procedural requirements in the framework of the devolution process. Consulted council officers have shown a fair degree of knowledge of the broader policy and regulatory framework within which they operate, confirming that the support provided by the programme is substantially contributing to further enhance their exposure to - and awareness of - relevant norms and provisions.

119. There is no evidence of duplication and overlapping of activities associated to the planning function. Major prospects for further integration and complementarity between different planning levels are, however, associated to the ongoing devolution process i.e. responsibility for staff, qualification and turnover; funds transfer mechanisms, with particular respect to timely information and disbursement of development grants and the expected gradual un-tying of sector transfers as introduced with the new District Service Delivery Programme (DSDP).

120. On the other hand, the downstream integration of the planning process led by councils is unanimously recognised as a key factor in enhancing the effective use of resources. In particular, the existence and good level of ownership of the development plans is fostering donors' responsiveness to local priorities, thus promoting synergy and limiting duplication and overlapping²⁶.

²⁴ The prioritisation/selection of investments is mostly based on static ranking criteria (previous similar investment, size/population, vulnerability, direct expected benefit, revenue generation potential...). Such criteria, although highly relevant and appropriate, do not look into causal relations and chains of effects between different investments, resulting therefore of limited use in channelling a more strategic approach.

²⁵ A key critical issue - of particular relevance as far as the rationale of UNCDF programmes as well as the opportunity to introduce new 'products' such as LED are concerned - refers to the importance of striking the right balance between participation (needs-based prioritisation) and strategic guidance in gearing the decision-making capacity of local governments to inform change.

²⁶ In the case of NGOs, feedback is more mixed and highlights a continuing reluctance of international NGOs to disclose their agenda and fit interventions in the plans.

121. ***The programme is bringing some initial contribution to the mainstreaming of cross-cutting issues – gender and environment - in the planning process.*** Gender issues are being increasingly recognised and promoted. Women groups are extensively consulted and gender concerns addressed throughout the participatory planning process, even though plans do not embed gender indicators nor explicitly reflect a strategic gender focus in their structure and formulation. Women are equitably represented in WDC (i.e. 5 men and 5 women), and chair some of the WDCs. In addition, some of the funded investments, such as the day care centre and improvements in markets facilities, are particularly relevant from a gender perspective.

122. A more comprehensive gender focus is expected to be developed through the GELD programme that was launched in 2009 and should carry out activities in strict coordination with KDERP²⁷.

123. On the other hand, there is not much evidence yet of the mainstreaming of environmental concerns. It appears, however, that the programme, in conjunction with MDAs, is contributing to disseminate the provisions of the Environment Act, e.g. on risk mitigation measures and reforestation. In addition, there is evidence of initial measures complementing funded investments with environmental management support (as illustrated in the following paragraph 4.4).

124. **Funds are transferred effectively from the programme to councils for infrastructure investments.** Nevertheless, according to the councils, information on allocation of funds from the LDF has not always been presented on time for the budgeting to be effective, as budgets should be ready by September. Once the magnitude of funding is known, however, investments can be quickly selected among those in the development plan, and disbursements for project implementation can be carried out smoothly with funding release from the KDERP bank account upon signature from KDERP, councils' chairmen, chief administrator (CA) and finance officers. **The procurement procedure appears transparent** and strictly follows the National Public Procurement Act. A review of the procurement documents in both councils and interviews with the procurement officers has confirmed the above.

125. **The monitoring system during implementation of investments** at the ward committee level appears effective in ensuring that implementing partners are well supervised and monitored. The KDERP staff is also involved, and this has been strengthened thanks to the hiring of a KDERP engineer. **However, provisions for operation and maintenance are not catered for in development plans and budget.** Financial provision for the maintenance of infrastructure is very insignificant in the case of the KCC and non-existent in the case of the KDC. It is important that the programme deals more extensively with this aspect by working on financial planning, i.e. not only investment costs but also the accompanied expenditures for M&O once the investment has been finalised.

²⁷ A gender specialist position, initially foreseen as part of the KDERP permanent staff, has been subsequently discontinued on grounds that leadership on gender issues would be ensured by the new GELD programme.

4.4. THE PROGRAMME HAS STARTED CONTRIBUTING TO IMPROVED AVAILABILITY OF/AND ACCESS TO INFRASTRUCTURE AND SERVICES, NEVERTHELESS A CONSISTENT AND INNOVATIVE LED FOCUS IS YET TO BE INTRODUCED

EQ 4 “To what extent is the programme contributing to improved availability of/access to services as a basis for enhancing local economic development dynamics?”

The programme brings an initial contribution to increased availability of infrastructure and services although evidence is still partial. The contribution to enhanced opportunities for economic initiative is mainly related to contracted works. More structural effects are limited, and clear focus on growth potential in strategic sectors like agriculture has not been developed yet. The programme is contributing to an enabling environment for private sector development, but a clear LED vision and strategic approach has not been introduced to date. Investments are very relevant to communities but are associated to a traditional ‘needs-based’ – rather than a strategic approach to LED. Criteria and mechanisms to gear the strategic relevance of LDF-funded investments in maximising limited resources are missing. Some initiatives in the pipeline for 2010 show a potential to start developing a more comprehensive LED approach.

EQ4 refers prevalingly to output 1 in the programme RRF, ‘*develop and implement innovative approaches to LED to increase economic activity in the agricultural sector....*’.

126. As described in chapter 3.2.1, the implementation of output 1 lags behind targets compared to other programme’s outputs. Some of the targets foreseen – which in the evaluators’ view do not consistently reflect and channel the achievement of the stated output – have not been addressed to date. Relevant support activities have essentially included: the undertaking of sectoral studies and assessments; the funding of investments projects. Other activities (training on procurement, establishment of a cadastre system..) are of relevance for output 1 (and therefore for EQ 4) but were not planned within output 1. Extensive reference is made under EQ 4 to the relevance and anticipated effects of funded investments as a key relation is assumed between investments in infrastructure and services and the introduction of an LED perspective – although no explicit connection is established in this sense in the RRF (LDF is, strangely enough, referred to only under output 2).

127. **The programme is bringing some initial contribution to improved availability and access to quality infrastructure and services for socio-economic development.** Table 6 (page 12) presents the investments funded through the LDF between 2007 and 2009. The following table groups them together per type and sectors and reflects the share of the total value.

Table 10: investments per type/sector		
Type and No. of investments	Sector	% of total value
Roads, bridges & culverts	Transport infrastructure	27,4%
Guest houses	Tourism/accommodation services	30,9%
Rice cultivation (1)	Agriculture	3%
Markets	Economic infrastructure	16,2%
Childcare/learning centres	Education	11,6%
Schools		
Water wells (2)	Sanitation	2,3%
Community centres (1)	Social	8,2%

128. The findings relate to direct observation of a sample of funded investments, as well as on extensive feedback by LC officials and community members. The lack of relevant baseline data for comparison and the still limited number and (spatial/functional) concentration of the investments limit the scope of the analysis to the relevance, quality and observed/perceived effects of individual investment projects. Early evidence of effective support includes:

- Improved **connectivity** (feeder roads, bridges, culverts), which entails enhanced trading opportunities and reduced time to cover distances (particularly significant for women);
- Improved **marketing** facilities for a broader range of users (regulated access by a wider public from various wards sections; possibility to store non perishable products; possibility to market during rainy days);
- (projected) Improvement in access to **agricultural input** (rice seedlings) through a Seed Bank to be established at the district level with in-kind contribution from an Inland Valley Swamp rehabilitation for rice cropping project;
- (projected) Improvement in free early childhood **education** services and **day care** facilities for children from vulnerable families in urban areas, which entails among other more free time available to women for pursuing income generating activities;
- Improved availability and quality of affordable **accommodation** services, entailing additional revenue generation opportunities for the two councils.

129. The high degree of satisfaction expressed by consulted local councils' and wards' as well as communities' representatives confirms that funded investments are very relevant to perceived core community needs and contribute substantially to enhancing the access to and the quality of core infrastructure and services for socio-economic development in the district.

130. Such improvements, however, are questioned by inadequate provisions for sustainability in particular as financial projections for expenditure and revenues to sustain the costs were not made during project preparation (see section 4.5 for more details).

131. The programme is planning some relevant initiatives aimed at complementing funded investments and at preparing the ground for future support, particularly on environmental issues like flood prevention in bridges/culverts' sites, waste management, drainage systems. This includes building local awareness and management capacities, testing solutions for compliance with environmental standards, setting frameworks for use and maintenance, preparing by laws and user fees options, conducting feasibility studies.

132. The programme is contributing indirectly and to a partial extent to the enhancement of opportunities for economic initiative and employment, but an approach to complement others donors' activities in strategic sectors like agriculture has not been developed yet.

133. Funded investments are economically relevant, and do contribute to the improved marketing capacity of local communities. However, there is little evidence so far of a direct focus on value adding activities, diversification of economic opportunities and economic linkages. Positive effects on employment were induced through investment (contracted works) rather than as a result of increased opportunities for economic initiative.

134. The programme has started facilitating dialogue with the private sector, involving producers and traders in the larger consultation process for planning and through specific

activities like training on procurement for private contractors. Initiatives like the establishment of a cadastre in the KCC help formalising economic activities, creating a basis for stable transactions, and thus favouring interactions between the private sector and other key stakeholders such as banks. In addition, preliminary incentive measures for business development (land concession, tax grace period...) were reported by KCC representatives, although they are not directly attributable to the programme's intervention. Beyond some initiatives in the pipeling for 2010 (see §144), there is no evidence yet of a structured effort in channelling direct business support and promotion activities.

135. Although some initiatives are in the pipeling for 2010 (see §144), there is no evidence yet of a structured effort in channelling direct business support and promotion activities.

136. The Kenema district shows a strong potential for agricultural development. The shared priority is on promoting the resumption of commercial farming through diversification, introduction of cash-crops, processing (farming business is a core paradigm of the Agenda for Change (PRSP II) priority area 2. So far, the programme has piloted one intervention in agriculture - the "Inland Valley Swamp" (IVS) project - aimed at starting the rehabilitation of a swamp site for rice production, as a basis for establishing a district level seeds bank with initial input from the share of production attributed to the KDC. The initiative complements efforts by the District Department of Agriculture in addressing crop-rehabilitation alongside on-site provision of storage facilities. Moreover, the IVS is relevant to the council's mandate to take over - in the context of devolution - the administration of agricultural input provision. Other major investments supported by the programme (roads, bridges and culverts, markets) contribute to the enhanced marketing of agricultural production and therefore meet the priorities for agricultural development.

137. ***However, the programme has not yet developed a clear-cut focus on promoting value generating activities*** in the agricultural sector, nor on accompanying institutional building measures. Agricultural Business Units (ABUs) and Farmers' Field Schools (FFS) - pre-existing farmers organisations respectively focused on enhancing productivity and commercialisation - are considered as promising partners for agricultural development²⁸. Support to such entities was previously provided by UNDP and is now being resumed by other donors (EU/FAO). The role of the programme in promoting them as potential partners of local councils and vectors for agricultural development is still unclear. At the same time, there is a lot of potential for further defining the role and specific added value of the programme in complementing other donors' efforts²⁹ in agricultural development (this could be profitably related to the introduction of an overall LED strategy, based on the driving role of local councils).

138. ***The programme is contributing to the enabling environment for private sector development but has not yet developed a strategic and integrated approach to LED so as to bring innovative value to local council's functions/attributions and resources.*** The key assumption in the design of the programme is that Local Economic Development and effective Local Government systems can play a fundamental role as mutually-reinforcing elements for enabling local development. The introduction of innovative approaches to LED

²⁸ The programme concept paper refers to 'institutional interventions for LED through ABUs and a new enterprising approach to the agricultural extension services...').

²⁹ Various donors' initiatives are focusing on strategic issues for agricultural development in the District and elsewhere: a WB Rural Private Sector Development Project (dealing with machinery and infrastructural investment in agriculture in partnership with farmers' based organisations; an EU Small-scale holders' commercialisation scheme; GTZ initiative (in other districts, based on a partnership with NACSA) on economic planning for value chain development at local level coupled with investment in infrastructure).

in the agricultural sector is the first of two outputs that are expected to substantiate the approach.³⁰

139. Two documents have been produced in the framework of the programme. These were expected to provide foundation for orienting activity in the LED component but seem to have essentially missed the target:

- A "Report on the ICT potential and interventions to achieve it in the Kenema District". Report that was, however, hardly mentioned during the mission and does not result of particular use so far.
- A "Study on the economic potential of the Kenema District" (2008) that sets out an ambitious, comprehensive and costly medium/long-term plan for local economic development in the district. The study, however, lacks a clear funding and implementation strategy (none of the individuals consulted mentioned the idea of an Agricultural Secretariat within KDERP). After being dismissed by previous programme management for conflicting views on its relevance to community participation and needs, the study is barely known, and certainly not 'owned' by local stakeholders as a shared strategic framework. It is therefore of very limited use even if some of its recommendations have been taken up and are reflected in investment decisions supported by the programme.

140. The focus on economic recovery and development as both potential key driver and consequence of effective governance within a two-way causal sequence is recognised by main stakeholders and the programme staff as the key challenge, and essential novelty, of the programme. At the same time, GoSL (MIALGRD) officials and donors (UNDP, WB, and GTZ) expressed a request for evidence from initial experience as to how a LED focus has materialised within the programme.³¹

141. During the first phase of implementation, the programme has contributed to an enabling environment for private sector development, addressing a core set of urgent needs. This has included, in particular: (i) support to basic economic infrastructure; (ii) initial support to the establishment of LCs' own revenue generation capacity, (iii) support in starting property and licences registration towards formalisation/regularisation of economic activities, (iv) support to build awareness and capacities on the context of business operations, and promotion of dialogue among various stakeholders (training for contractors, procurement processes etc...). In addition, some funded investments introduce potentially innovative elements in piloting an active role of LCs for boosting economic activities (direct support to production capacity for enhanced input availability on a revolving basis - IVS, seed bank ; gap-filling provision of accommodation services enhancing LCs revenue generation capacity....).

³⁰ Following the assumption, it is derived that a substantial element within these approaches would address the specific role of Local Governments in giving impulse to LED and leading its implementation. The programme concept paper states that *'the role of local government as an enterprising development agency should be given scope for practical exploration....'*

³¹ It is particularly difficult to ascertain effects on local economic development and income generation within an assumed 'two-way' relation with local governments activities; a clear and 'applicable' conceptual and monitoring framework (process, output and outcome indicators) is therefore essential to observe how 'triggers' to the local economy have worked and how, in turn, these have induced significant improvements of the LCs' revenue basis (which is different from the increased capacity by local governments to 'capture' existing revenues...) and, more generally, of their capacity to deliver effectively.

142. At current implementation stage, however, there is limited evidence³² of LED as a 'unifying principle' guiding the programme intervention: investments are relevant to communities' needs but rather traditional and 'disconnected' and not part of an integrated sequence based on strategic principles of specific relevance to LED approaches (clustering, economic multipliers/ linkages, triggers of value addition processes...); a strategic vision focused on LED by LCs officers/councillors is still limited, as well as a perception of the possible role of LCs as 'catalysts' of LED dynamics; some key 'thrusters' /features of LED (integrated business services, public-private partnership, networking, value-chain promotion, territorial marketing...) are not addressed, nor is a vision as to whether and how some of them could be introduced and combined as part of a locally tailored set-up.

143. LED is a new thematic area in the country, and should be understood as a gradual process, where a focus is built and incrementally fine-tuned from experience. Most of the work carried out on LED could be interpreted as part of a 'preparatory' phase aimed at satisfying – within a post-conflict rehabilitation context – some essential 'pre-conditions' for embarking into a more structured and holistic LED effort during subsequent implementation stages³³. However, the programme document does not reflect a consistent and structured conceptual framework as umbrella for LED operations³⁴ so as to justify such interpretation and provide indication as to how a move from a preparatory to a full-fledged LED phase should be ensured and approached.

144. As a consequence, an incremental/'needs-based' – as opposed to a pro-active/'strategic' approach to LED - seems to be prevailing so far. This risks making it difficult to reconcile different and - from an LED perspective - potentially contradicting aims associated to the programme and, in particular: the pro-poor investment; participatory planning at the grassroots level; sustained revenue generation and development of public infrastructure. There is no clear in-built principles (beyond basic admissibility/exclusion criteria) to gear and ensure strategic relevance of LDF-supported investments. This limits the possibility to use the LDF as a learning-by-doing mechanism to channel the best possible strategic investment decisions. Too many 'unfiltered' investment selection risks, being little responsive to key aims/principles of the programme (sustainability, innovative LED focus, relevance to cross-cutting concerns gender etc...) and not conducive in maximising the impact of limited resources³⁵.

145. Initiatives in the pipeline for 2010 (some referred to in the Annual Work Plan - AWP 2010, others reported by the programme staff) show a more specific LED relevance and might be opening grounds for a broader, more integrated approach. This refers, in particular, to provisions for:

³² Evidence is based on the analysis of activities undertaken, documentary review and discussions with key stakeholders (relevant donors, government officials, programme staff, LCs officials...)

³³ This is in particular the interpretation given by the Programme staff, who acknowledge however an overall lack of clarity and guidance on the LED component as a whole.

³⁴ In particular, if the challenge is one of 'moving from a focus on service delivery to a focus on economic development' (quote from UNDP Deputy CD), limited attention is still given to available options for developing a role of LCs as active, dynamic agents capable of giving impulse and leading the implementation of LED processes. The programme concept paper states that 'the role of local government as an enterprising development agency should be given scope for practical exploration....'. This would also entail, beyond promising beginnings, a more structured effort in devising and testing systems to turn increased incomes into enlarged revenue basis available to councils.

³⁵ In the presence of limited resources, the strategic relevance and 'concentration' (geographical, functional) of supported activities is key to generate demonstrative effects and economic linkages, which are in turn essential conditions for expecting an impact on LED dynamics. In this respect, more specific criteria could be embedded as requirements into LDF investment proposals.

- organisation/facilitation of a business consultation forum;
- the launching of a partnership with the banking systems for channelling loans to strategic businesses (the role of the LCs as facilitators/back-up guarantees should be specified in this respect);
- the carrying-out of an assessment on SMEs and market stimulation (external TA position is already advertised....);
- review/expansion of the study on the economic potential of the Kenema District with a view to assess the agricultural/value chain/export potential.

4.5. THE PROGRAMME IS BRINGING INITIAL BUT SUBSTANTIAL CONTRIBUTION TO IMPROVED LOCAL DEMOCRATIC GOVERNANCE SYSTEMS AND PROCESSES BASED ON COMMUNITY PARTICIPATION AND EMPOWERMENT

EQ 5 "To what extent has the programme contributed to enhance local democratic governance?"

The programme is substantially contributing to democratic governance enhancing the institutional setting at the local level – e.g. enforcement and compliance with national provisions and relations/interaction between various governance bodies (MDAs, councils, wards, chiefdoms). The programme is bringing strong and widely recognised contribution to community participation and empowerment, as a combined effect of capacity building and direct support to the implementation of a participatory planning process. A matching effort on enhancing citizens' sensitisation and civic awareness, however, has only been partially deployed so far.

EQ5 deals with local democratic governance, which does not reflect a specific output but results transversal to the programme design and intervention logic.

146. ***The programme is bringing substantial contribution in enhancing the system (i.e. functions and relations) of local actors according to national requirements.*** The governance system in the Kenema district results among the best performing in the country according to high government officials³⁶, who praise the contribution of the programme to the way local institutions are operating. There is a good level of enforcement/ compliance with legal and procedural requirements on decentralised planning and management - also due to simultaneous support by other programmes (DecSec, PFMR, etc...).

147. Significant improvements at the local level have been noticed with respect to the overall institutional setting, e.g. interaction, communication, participation and coordination between various bodies and levels. The following aspects are worth mentioning:

- The bottom-up participatory planning process run by LCs with direct extensive support by the Programme favours interaction between various governance levels (communities, wards) and is pursued and recognised by most consulted stakeholders as an

³⁶ Findings from the Comprehensive Local Government Performance Assessment System (CLOGPAS) developed by the M&E Unit of the Decentralisation Secretariat are much more mixed and show a quite surprising decrease (-2,46 % and -0,23 %) between 2006 and 2008 in the aggregate scoring of KCC and KCD related to seven adopted performance indicators (i) management, organisation and institutional structures; (ii) transparency, participation and accountability (iii) Planning, implementation and M&E; (iv) HRM (v) Financial management and budgeting (vi) Fiscal capacity and revenue generation (vii) Procurement and contract management). Looking at 2008 data, KCC and KDC rank respectively 12th and 10th out of 20 councils assessed.

opportunity to set and enforce a common platform for the coordination of efforts among local stakeholders, MDAs and external actors.

- The programme's technical support and training sessions are highly appreciated by consulted officers and considered particularly useful in clarifying mutual functions and attributions as a basis for improved cooperation between various entities (councils, wards, chiefdoms). In particular, the programme has channelled smoother relations and clearer understanding of mutual roles and responsibilities between councils and chiefdoms; chiefs are regularly consulted and are gradually being involved in the planning process conducted by LCs; there is initial evidence of agreements on the implementation of set revenue sharing provisions (District market dues). A stronger emphasis on enhancing functional relations and mutual accountability between councils and chiefdoms is perceived as a matter of priority by high GoSL officials as *'strong and effective chiefdoms should be built as the real foundation of effective local governance...'*³⁷.
- Synergies with Ministries Departments and Agencies (MDAs) are also being enhanced. Regular consultations take place under LCs lead as a basis for joint planning and implementation within and in accordance with respective mandates. MDAs regularly report to LCs.
- Consultation and coordination involving the main stakeholders (LCs, MDAs, NGOs, private sector/farmers' groups...) on general and sector issues are being promoted with the active support of the programme. It is unfortunate, however, that the activity of a District Coordination Forum has recently been discontinued, reportedly because of a lack of resources to handle the meetings.

148. Overall, there is a good level of ownership and appreciation by consulted stakeholders at national and local level of the 'institutional building' process supported by the programme. In particular there is wide recognition of the key role played by the programme in accompanying the gradual deployment of the attributions of LCs³⁸ and other bodies, enhancing awareness on their functions and responsibilities until the very grassroots level thus contributing to integrate and reconcile different levels of governance within the district.

149. ***The programme is contributing considerably to increase community involvement/participation at local government level.*** The extensive support provided to bottom-up participatory planning processes constitutes a strong element of improvement in communities' empowerment and sense of ownership of local councils' activities.

150. Broad participation is reported to councils' meetings and committees. Wards – through the WDCs - are fully involved in the activity of the councils. The programme is demonstrating the intention to promote the extension of the consultative process down to the village level, although Village Development Committees are not part of the local government system yet. On the other hand, the 'liaison' function of WDCs towards local communities beyond consultative planning functions could be further strengthened (for example on operation and maintenance and on integrating villages in the planning process). A further element contributing to empowerment of communities is the introduction, piloted by the programme, of 'project management committees' as a form of community based

³⁷ Director of Local Government Dept. in MIALGRD. A specific training for chiefdoms cabinets is foreseen on their roles and functions within the evolving legal framework.

³⁸ A specific perceived added value of the programme concerns its capacity to cut across and embrace the entire scope of local councils functions (as opposed to addressing from a narrower perspective one or more technical aspects)

supervision of prioritized investment³⁹. Project Management Committees (PMC) are highly valued as they have taken up responsibilities for the preparation and monitoring of construction works and enhanced ownership by community members, even though PCMs sometimes seem over-sized compared to the actual dimension of the project.

151. In the perception of high GoSL officials, *'building awareness and implementing practices aimed at a real and deep involvement of communities in the making of decisions concerning their development is perceived as a key added value of the programme'*⁴⁰. Significant improvements in community empowerment are recognised by councillors and LC staff and WDC members and other community representatives. The sensitisation and training of ward members in gender-sensitive participatory planning techniques, in particular, has been conducive in changing attitudes and perception towards a new practice of planning and the importance of community participation for self-reliance. Improved processes and capacities, in turn, are found to contribute to an enhanced responsiveness to citizens/community's needs as well as to increased transparency and accountability.

152. There is still limited evidence of an effort aimed at coupling improved planning and management processes with information and sensitisation of the population on the role of local councils. A need for targeted initiatives in this sense is acknowledged by programme staff and relevant local stakeholders (for instance the Resident Minister). Increased information on LCs activities and use of resources, community mobilisation campaigns, radio campaigns etc, running in parallel with sensitive activities such as properties registration and tax collection would help enhancing perceptions of the relation between LCs and citizens, particularly on revenue generation as basis for service delivery.

4.6. GOOD OWNERSHIP OF THE PLANNING AND INVESTMENTS' SELECTION PROCESSES IS A PROMISING RESULT, BUT UNCLEAR PROCEDURES FOR MAINTENANCE AND LOW FINANCIAL CAPACITY OF LCs CONSTITUTE A SERIOUS RISK FOR THE SUSTAINABILITY OF INVESTMENTS

EQ 6 "To what extent are the programme results likely to be sustainable in the longer-term?"

The institutionalisation of the participatory planning process and the selection process for investments, based on the full involvement of ward development committees, have contributed to the sustainability of the planning process and ownership of investments. The enhanced capacity for councils' development planning and PEM is also conducive for programme results to be sustained. The major concern for sustainability is the ability of councils (and in particular the districts) to generate sufficient revenues, and the councils' low allocation for maintenance in the budgets. The reduction in the LDF in 2010 (and the unstable Government Development Grant) might also jeopardize the communities' interest in the planning process. The Programme is well set to achieve lasting results, but further effort in LED and support to revenue generation and maintenance is key for their sustainability.

³⁹ The KCC is planning to extend the PMCs to all development investments in addition to those funded by the programme. This would constitute a further element of compliance with mandatory legal requirements for district councils.

⁴⁰ Deputy Minister of MIALGRD

EQ6 deals with the programme's sustainability and is also transversal to its different outputs. Two main issues arise: (i) the institutionalisation of the programme intervention in the councils and government structure, so that activities can continue once implementation will come to an end and (ii) the sustainability of investments in infrastructure and human development (capacities)

153. The main findings for this section are as follows:

- Councils' capacity for planning and budgeting has increased slightly but still remains low (see also section 4.2);
- Councils' own revenue collection is low whilst demand for expenditures is high;
- Allocation for maintenance of investments in councils' budgets is low;
- Planning process is institutionalized and owned locally;
- Communities have selected investments and feel some ownership;
- Project management committees have good ownership of the investments but expect councils to take care of maintenance;
- Maintenance procedures have not been established properly;
- Councils and MIALGRD have taken some ownership of the programme's activities and the results;
- Programme does not have an explicit exit strategy to sustain results.

154. The Councils have shown some technical, financial and managerial progress during the course of the programme. However, they are still highly dependent on the assistance from KDERP/UNCDF. Moreover, the preparation of investments has not dealt sufficiently with their sustainability. This, in particular, was noted during inspections of investments. The team studied the project proposals, visited investment sites and had discussions with the project management committees and KDERP staff. It is unlikely that the investments will be sustainable without additional support from the programme/UNCDF. Conclusions from 4 investments inspected more closely by the team are listed below:

- KDC⁴¹ and KCC Guesthouses. Sufficient management skills and basic knowledge on how to manage a contracting out process in an effective manner do not exist. TA is needed to calculate financial projections for expenditures and revenues in order to set rates according to costs and to analyse the emerging accommodation market situation in Kenema;
- Inland Valley Swamp - Seeds Bank. A sustainable sharing arrangement between the project management committee, the land owner and the council, such that rice seedlings are secured for next season, is missing. The current arrangement, which foresees a share of 20% to the community, 10% to the land owner and 70% to the council, does not guarantee that seeds are left for next season's production;⁴²
- Ngegbweme market. A strategy for ensuring the market's financial viability – projecting revenues and expenditures and different financial scenarios at current and prospective dues rates – has not been formulated.

⁴¹ The team did not visit the KDC guesthouse as its construction has been delayed. Observations are therefore based on studies of its proposal and discussions on its viability with the stakeholders.

⁴² During the team's interview with the project management committee (PMC) it became clear that the PMC expected the council to provide seeds for next season, while the council and the KDERP staff expected that the PMC would provide them.

155. The bottom-up process for the selection of investments as part of the planning process based on the full involvement of beneficiary communities and ward committees has favoured some ownership of the projects, which may give wards some incentive to sustain investments by paying user fees and providing contributions in kind for maintenance. In turn, the involvement of the Councils in the preparation and implementation of the investment projects has fostered their ownership and willingness to follow up on their implementation, as long as resources and capacities are available after the conclusion of the programme.

156. The full roll-out of the participative planning process down to the Wards' level is being institutionalized under the leadership of the councils. This is a major achievement of the programme and a crucial element of sustainability of its results. However, the Councils need some further support from the programme in order for the planning process to be fully sustainable and consistent with funding sources and flows, as well as for a better integration of environmental and gender issues.

157. **Most critical is the LCs' capacity to maintain and operate investments (markets, guesthouses, culverts, bridges, feeder roads etc.)** as revenue generation is still low and allocation in budgets for O&M is limited. Furthermore, maintenance is not only needed for investments financed by the LDF but also for other existing and future infrastructure financed by the Government Development Grant (GDG) and other sources.

158. A positive sign, however, is the increase in KCC's revenues, and the promising implementation of the cadastral system. It is important to note that in the future, revenues for investments will increasingly have to come from local sources, as flows from donors and NGOs cannot be expected to rise. In addition, the Local Government Finance Department (LGFD) has expressed the intention to equalise external funding to councils by reducing the GDG accordingly.

159. The **programme does not have a specific exit strategy** as KDERP is a pilot programme and the intention is to replicate it in other councils in SL. Apart from this, the programme intervention logic implies sustainability of results to the extent that councils are able to plan effectively and invest strategically in LED and public services so as to generate sufficient revenues to sustain their activities. As of early 2010, **KDERP is well placed to produce lasting achievements, but it is of great importance for their sustainability that LED is implemented more strategically and efforts to generate revenues and to sustain investments be accompanied more effectively.**

4.7. MANAGEMENT OF THE PROGRAMME HAS BEEN FAIRLY EFFECTIVE, BUT STRATEGIC GUIDANCE HAS BEEN AFFECTED BY LACK OF A FUNCTIONING STEERING COMMITTEE AND M&E SYSTEM

EQ 7 “How effective has the management of the programme been at national and local level?”

The Programme has been well managed and annual work plans essentially followed. M&E has mainly covered the implementation of investments, training and capacity development activities, but a full-fledged M&E system based on output indicators is not working yet. Little results-based orientation has taken place; monitoring reports are mainly narrative. The Steering Committee is not functioning, and the management has not intervened in order to make up for this vacuum. TA has been in general well managed, although additional efforts are needed to provide strategic direction to LED and effective support to income generating investments.

EQ 7 on management reflects the programme output 4 ‘Ensure sound programme management’. The Programme strategy associated to this output was to establish an effective programme management structure including an appropriate staffing set-up (targets 1 and 2), ability to support the implementation of Annual Work Plans (AWPs) (target 3), handle monitoring and reporting (target 4), ensure availability of finance to programme (target 5) and to support UNCDF mission in SL (targets 6 and 7).

160. **Management has delivered well on the annual work plans** although budgets have been lower than expected. Some delays in the transfer of funds to the local level have affected implementation in early 2007 and 2009. In the first half of 2009, programme implementation was also affected by a change in the position of the programme specialist in the UNCDF office, as no UNCDF person had the authority to release funds from UNCDF to the KDERP bank account in Kenema.

161. For most areas and in particular the main activities in local development planning and inputs to national decentralisation policy, the **TA provided by the KDERP staff has been adequate, whereas limitations are observed on LED, on the preparation of viable and sustainable investments and on the implementation of MIS** (monitoring) as mentioned in sections 4.1 and 4.5. In these areas a more direct and qualified input from UNCDF (regional and HQ) might have had a substantial impact.

162. In 2010 national consultancies will be initiated to develop the LED strategically. It is important that the consultancies are closely monitored to ensure the development of a more strategic approach including the selection of strategic investments. It would also be important to ensure a more direct exposure of the programme staff to LED approaches being developed at UNCDF HQ, and consider how these can be embedded into national consultancies in the area.

163. The budget spent has been lower than expected. For instance, from 2007 to 2009, the programme spent USD 1.9 million, when the budget actually amounted to USD 2.7 million (excl. the expected USD 1.2 million from the government, which turned out to be approx. USD 0.6 million from the GDG).

164. The main reason for the lower actual spending compared to the budget is that the programme started in July 2007 instead of January, and that only UNDP and UNCDF have

provided funds. Furthermore, the provision of funds from UNDP and UNCDF is unstable, e.g. in 2010 the budget has been reduced from USD 1,256,392 to USD 950,000, which, inter alia, has led to the reduction of the LDF from USD 200,000 to USD 100,000.

165. The Programme is well integrated into the government structure with the programme staff placed in MIALGRD (decentralisation adviser/team leader) and the district office. In general the programme follows national and local procedures except for the funding. Programme activities are to a large extent integrated into counterparts' work plans, and KDERP Annual Work Plan (AWP) is presented and discussed with counterparts at the beginning of the year.

166. An effective monitoring system has not been set up and a broader understanding of monitoring still has to be fully developed. At the time of the mission, only investments, training and capacity development activities are monitored systematically. Quarterly monitoring and annual reports are narrative and give good presentations and discussions on progress compared to outcomes or outputs and implementation of activities. Progress is, however, not measured against output indicators. The MIALGRD has been supported by the KDERP with a computer system to implement the UNDP management information system (MIS) for national monitoring and evaluation. The process has, however, been delayed as no capacity building has taken place yet in spite of KDERP/UNDCF being requested to provide an internal expert.

167. The lack of a monitoring system and a baseline study has limited the management's possibility to work strategically and to establish a real result-oriented system. All this said, systematic collection of statistical data is not being carried out in SL and it is therefore resource demanding to establish a well functioning system with a baseline. An example of a performance system is the Comprehensive Local Government Performance Assessment System (CLOGPAS), which is a 'routine performance assessment tool for the local councils', The CLOGPAS was designed in 2006 and is managed by the M&E unit in the DecSec. It could have been a good tool for monitoring progress, but assessments are not being carried out systematically and the latest assessments go back to 2006 and 2008. The DecSec is planning to revitalize the CLOGPAS: complementarities should be sought and duplications avoided when the new M&E system is fully established.

168. A Steering Committee was originally established to monitor the programme's development and progress, take strategic decisions, approve AWP's and secure involvement of relevant stakeholders from the government side. Despite this, the Steering Committee has not met in recent years, which, as a consequence, had negative effects on the strategic orientation of the Programme and the related opportunity to promote synergies starting from the systematic consultation of main relevant stakeholders⁴³.

⁴³ A good example of the detrimental effects associated to the lack of a Programme Steering Committee is the rather conflicting perceptions of different stakeholders, namely UNDP and the LGFD, on the pros and cons of DEX as Programme implementation modality. Another is the apparent confusion on the amount of the government contribution to KDERP (see footnote1).

4.8. THE PARTNERSHIPS WITH THE GO SL AND OTHER DONORS SUPPORT PROGRAMME IMPLEMENTATION QUITE WELL, BUT POTENTIAL SYNERGIES FOR UPSCALING ARE NOT FULLY DEVELOPED

EQ 8 “How well have partnerships with the government and donors supported the programme?”

The partnership with the GoSL and UNDP works smoothly, also thanks to the location of the programme unit within the MIALGRD. Some constraints to effective implementation originate in delayed communication /transfer of funds affecting the planning and budgeting function of LCs. Direct execution also reduces scope for coordination with the MoFDP. There is still limited evidence of specific synergies established and additional resources leveraged, but a good potential and ‘momentum’ for engaging into structured partnership with donors is there, as long as firm evidence of innovative and value adding practices is brought. The programme is effectively promoting donors’ coordination and channels good recognition of the UNCDF role and approach.

169. **The analysis under this and the following questions (EQ8 and EQ9) refers broadly to output 3 in the programme’s RRF, on policy dialogue and improvements. EQ8 on partnership introduces, however, a specific transversal element of analysis that is not reflected in the target associated to output 3, which mostly consist of reviews of activities carried out under other outputs (including the current and a final evaluations). The correspondence between progress in the implementation of this output and the analysis carried out under EQs 8 and 9 on partnership and policy development is therefore only partial and mostly indirect.**

170. **The partnership with the GoSL and UNDP is facilitating smooth implementation of the programme and promoting coordination, but further potential for synergies and integration with donors is not fully and pro-actively addressed.** The relation with the GoSL is smooth and is facilitated by the strong government commitment to the successful completion of the ongoing decentralisation process. Consulted officials have expressed strong appreciation of the contribution of the programme to the government effort. In particular, the location of the programme unit directly within the MIALGRD is highly valued as it allows real interaction and ownership through a day-to-day cooperation that limits formalities and results particularly conducive to continued dialogue and exchange on the reform process. The relation with UNDP is also smooth; the programme is adequately perceived and owned by senior UNDP staff and there is a good division of responsibilities between UNDP and UNCDF in handling the policy and the operational dimensions of implementation.

171. One constraint to effective implementation of the programme is related to some inconsistencies/delays in the transfer of development grants by the GoSL, and late communication by the programme itself on available resources from the LDF. This limits predictability of available funds and reduces the scope and integration of planning and budgeting functions. This relates somehow to the DEX modality of the programme, which limits the possibility of active involvement of - and coordination with - the MoFDP/LGFD on funding issues (including for possible replication and upscaling of the programme, as the

DEX modality does not enable LGFD to monitor available and disbursed funds to KDC and KCC). These concerns were also raised by LGFD officials.

172. The programme is gaining legitimacy and recognition after reported (initial) misunderstandings on possible overlapping with the DecSec. On the other hand, it seems that the evolving positioning of UNDP and the relation with possible new partners in the decentralisation process have partly delayed the partnership-building process. Therefore a need exists for the identification and promotion of opportunities for upscaling and replication before effective partnerships can be established. There is still limited evidence of specific complementarity/cross-feeding of experiences and establishment of value adding synergies. At the same time, there is currently strong potential and ‘momentum’⁴⁴ for adopting a pro-active standing is seeking enhanced partnership with donors (WB/EC/DFID, JICA and GTZ).

173. The programme, on the other hand, is playing an active role in promoting the establishment of a framework for the harmonisation of donors’ support to decentralisation in partnership with the GoSL. This is materializing, in particular, through:

- the participation to the task force on decentralisation;
- the organisation and animation of two donor coordination meetings on the reform process;
- the organisation of trainings sessions for government officials;
- an (initial/planned) effort towards the harmonisation of different donors’ manuals on decentralized planning according to national guidelines on the planning process.

174. **There is no evidence to date of additional resources being leveraged for expanding or replicating the implementation of the programme.** The strong commitment and emphasis on the ongoing decentralisation process by the government and other donors, and the strong explicit interest expressed by consulted GoSL officials in the replication of the programme in other district, constitute a good potential for upscaling. It seems more appropriate and realistic at this stage to think replication in terms of other districts benefiting of the resources and support provided in Kenema, rather than as national roll-out of a particularly innovative model. On the other hand – as perceived by the programme staff - some gaps in KDERP design (for example, as discussed, on LED) are such that this does not provide a readily applicable framework for “automatic” “extension” to other districts.

175. **The programme is channelling a fair recognition of UNCDF role and approach, although more solid evidence of innovative practices is needed to promote the uptake of the programme approach by other donors.** There is a good level of awareness and appreciation of KDERP/UNCDF by most relevant stakeholders, both nationally and locally. The government values the direct involvement of the programme in the policy dialogue on the decentralisation reform process, confirming its recognition of the relevance of UNCDF’s intervention. At the local level, however, efforts aimed at promoting the visibility of the

⁴⁴ Considering in particular that the Institutional Reform and Capacity Building Process (IRCBP) supported by the WB, EC and DFID is in its final stages and will be followed-up by a Decentralized Service Delivery Programme (DSDP), aimed at channeling funds through the MOF to LCs for discretionary allocations in the areas of health, education, water, and waste management. The DSDP is supported by the WB through an intended basket fund mechanism and in particular, foresees an initial phase of two years during which a common pattern for the involvement of other donors could be built. In this evolving framework, the ‘re-consolidation’ of donors’ support is indicated by the deputy minister of MIALGRD as a matter of absolute priority.

programme and UNCDF risk overshadowing the councils' ownership of supported activities, therefore limiting their potential as triggers of enhanced legitimacy and recognition⁴⁵.

176. Some evidence of donors adopting practices and replicating specific activities piloted by the programme exists (for example, JICA decided to re-locate within MIALGRD; the WB/DecSec and JICA have organised national training on ward's level planning). However, more specific evidence on the innovative nature of the proposed practices is required as 'pre-condition' for fostering uptake by other donors (resources pooling and/or adoption of piloted practices). The initial interest for LED expressed for example by World Bank representatives and coupled by explicit requests for more insights as to the "what and how" of the approach constitutes a good example in support to this argument.

4.9. THE PROGRAMME IS CONTRIBUTING TO GOVERNMENT EFFORTS TO ENHANCE THE DECENTRALISATION POLICY FRAMEWORK, BUT HAS NOT DIRECTLY INDUCED SPECIFIC IMPROVEMENTS ON THE BASIS OF PRACTICES TESTED AT LOCAL LEVEL

EQ 9 "To what extent were piloted approaches conducive to policy development?"

The positive contribution of the programme to the policy framework on decentralisation is widely recognised, but is more focused on 'accompanying and coaching' LCs capacities and functions than in developing and testing innovative models at the local level as a basis for policy-making. Two policy areas present a strong and challenging potential for experimenting and mainstreaming new practices and mechanisms into national policies: (i) LED and (ii) the role of chiefdoms in relation to councils. Advances in the setting-up of a comprehensive monitoring system at national level are key for enhancing impacts of local experiences on policy formulation and reform processes.

177. As anticipated, EQ9 corresponds to output 3 in the programme's RRF, and particularly to the target 1 on contribution to the policy debate on decentralization. The other targets under output 3 refer to the undertaking of assessments and reviews on activities referred to other outputs (LED, Planning, PEM, and project activities in general). It is the opinion of the evaluators, however, that progress in meeting such targets cannot be automatically associated with a positive contribution to the policy framework based on experience at the local level.

178. **Most national stakeholders recognise the positive contribution of the programme to policy debate and advances, particularly in areas related to revenue generation, fiscal management, participatory planning and management.** The decentralisation dynamic in the country is evolving and part of a rather fluid, open-ended process. It is therefore difficult to identify causal relations and attribute specific advancements to the intervention of the programme, particularly as KDERP support to the government is prevalently informal and based on a day-to-day contact.

179. The programme effectively complements the GoSL policy supporting councils and wards capacities, and 'coaches' the implementation of a full-fledged bottom-up participatory planning process at the local level following national procedures. Moreover, it has directly

⁴⁵ A large share of councilors, WDC and PMC members met by the team wore t-shirts or caps with UNCDF logo and print, thus promoting UNCDF instead of the KDERP and councils.

contributed (fielding one international and one national expert) to the formulation of the recently drafted decentralisation policy. However, there is still limited evidence of policy improvements associated to specific practices piloted by the programme. To date, the contribution and added value of the programme has been more in ‘accompanying’ locally the implementation of policy and legal provisions elaborated nationally, rather than in devising original solutions as inputs for policy making.

180. Two areas – **LED and chiefdoms reform** - are particularly relevant and challenging in current policy-making on decentralisation. They offer **opportunities for enhancing the experimentation of innovative practices and solutions locally as inputs for filling gaps and mainstreaming tools and mechanisms in the national policy framework:**

- LED is introduced in the draft National Decentralisation Policy on the basis of general statements that require substantial elements of specification, particularly with regard to the possible role of LCs in promoting LED strategies and coordinating their implementation.
- The relation between LCs and chiefdoms is another crucial area requiring specification, particularly on possible mechanisms for maximizing revenue generation potential, sharing arrangements for revenues, enhancing cooperation between the two entities based on the enhanced definition and recognition of mutual roles and functions⁴⁶

181. A key element for pursuing impact on policy making through local experience and “modelling” is the existence of an effective and consistent monitoring and information sharing system between the national and the local level. The Government places strong emphasis on the establishment of a consistent and reliable monitoring system;⁴⁷ the KDEPR is supporting the MIALGRD on this with equipment, but training has not been provided so far.

182. If the Comprehensive Local Government Performance Assessment System (CLOGPAS) is re-vitalized in 2010 as planned by the DecSec, it will cover some parts of a full-fledged monitoring system. The monitoring system supported by KDERP should to some extent re-start from there, in coordination with the DecSec.

183. The following (non exhaustive) list of **remaining challenges for the decentralisation process** in Sierra Leone confirms the strong relevance of the Programme and the possibility of contributing in a significant manner on the successful completion of the reform in the up-coming years: (i) still limited capacities at the local level; (ii) the establishment of a stable and predictable flow of resources available to Local Councils; (iii) tax collection and enforcement capacity; (iv) stabilisation of local staff and incentive mechanisms to further enhance their loyalty to local governments; (v) specification of the role of chiefdoms in relation to Councils; (vi) refinement of the LGA and related regulations; (vii) definition of LCs functions in relation to LED promotion and implementation.

⁴⁶ A paramount chieftaincy act is currently in progress and a task force on chieftaincy is being established.

⁴⁷ A National/inter-ministerial Monitoring Committee chaired by MIALGRD is being established; more specifically on decentralisation issues, a joint monitoring team is being set up between the MIALGRD and the Ministry of Finance. High MIALGRD officials carry out regular monitoring visits to councils. An M&E officer is operating in every LC.

5. CONCLUSIONS AND RECOMMENDATIONS

Section 5 starts in 5.1 with the overall conclusion and thereafter conclusions are presented in more detail followed by recommendations.

5.1. OVERALL PERFORMANCE ASSESSMENT

Programme implementation has been fairly effective and constitutes a good but only initial foundation for further development towards reaching KDERP's objectives

184. The key assumption at the basis of the development hypothesis and ensuing intervention logic of KDERP as understood by the evaluation team is that – once the foundations for (i) LED dynamics and (ii) Local governments operations are established - economic growth and effective service delivery can act as mutually reinforcing elements for enabling local development. In turn, this constitutes a basis for improving the national framework (laws and policies) so that virtuous dynamics at the local level are further enabled and sustained.

185. The programme is relatively well designed in some of its outputs, but lacks a clear foundation (rationale and sequence of integrated activities) for one of its pillars (LED/output 1), or at least for addressing it in the transition from an initial incremental stage associated to urgent rehabilitation concerns to a subsequent full-fledged approach. Design also lacks a clear indication as to how lessons from experience should be used to feed the policy framework. Overall, design does not fully reflect the assumed intervention logic of the programme in a way that ensures the smooth integration of the sequence of outputs and related activities.

186. Halfway through the programme's 5 years, implementation is prevailingly but not fully on track: 36% of the USD 6.9 million budget have been executed. Implementation has been considerably faster for output 2 on planning and budgeting processes, revenue collection and investments in local infrastructure (44% of the planned budget has been executed and most targets met); output 1 (LED) lags behind with only 11% of the budget executed and various targets non addressed; output 3 (support to national level) is partly implemented with 17% of the budget executed and parts of the targets achieved. Output 4 is well on track but expenditure on management amounts to almost 44% of total programme expenditures and almost 70% of the total budget have been executed already, which causes concerns for future implementation.

187. The programme has achieved good results so far in supporting the councils' planning process based on the strong involvement of local communities; over 20 investments – relevant to community needs and priorities – have been selected and implemented, although provisions for sustainability were not always adequate. The programme has also channelled some initial but significant improvements in relation to councils' capacities and processes in revenue generation and collection, budgeting, human resources development and management, administration and organizational set-up.

188. At the national level, the programme has been supportive to the development of the national decentralisation policy and has facilitated some improved donors' coordination. A good partnership with the GoSL has been established, as well as good coordination with other programmes, so that duplications and overlapping are avoided.

189. The above achievements constitute a good – but only initial – foundation towards unfolding the programme intervention logic and ultimately meeting its objectives. The programme seems to have reached a critical phase, where prospects for sustainability and replication will depend on its capacity to move from the support to Kenema’ recovery effort and the local implementation of national legislation to the provision of original inputs to local governance and economic development. The following aspects in particular are critical in this respect: (i) the introduction of a strategic and integrated approach to LED, following an initial incremental but rather dispersed effort; (ii) the testing and introduction of innovative practices of local governance such to address gaps in the decentralization policy framework (iii) the establishment of strategic partnerships on specific areas of intervention with key players (WB, EU) involved in support to decentralization.

5.2. THE PROGRAMME PROVIDES EFFECTIVE AND RELEVANT SUPPORT AND COMPLEMENTS CURRENT GOVERNMENT AND DONOR EFFORTS

190. In the framework of the decentralisation process in Sierra Leone, councils need support and the choice of the Kenema district and city is judicious. The support provided by the programme is highly needed, in particular for participatory planning processes at wards level, investments in infrastructure, revenue enhancement, budgeting and institutional building of councils. KDERP is carrying out these activities in a complementary manner and with no major overlaps with other initiatives.

191. The programme is providing valuable support to MIALGRD through a highly valued day-to-day interaction facilitated by the presence of the advisor within the premises of the ministry. This ensures contribution to the ongoing process aimed at the formulation and gradual implementation of a decentralisation framework.

192. The management has delivered well on the AWP’s in spite of some instability in programme budget allocation from UNCDF and UNDP, and TA has been provided effectively in various areas of the intervention.

193. The programme is bringing a substantial and widely recognised contribution in improving democratic governance processes, enhancing, in particular:

- Gradual fulfilment of councils’ mandate and functions in compliance with national requirements
- Communities’ participation and empowerment
- Councils’ capacity to identify and embed community needs
- Coordination and interaction between local actors (MDAs, councils, wards, chiefdoms, communities)

Recommendation:

Support in these areas should be continued, with an increasing and gradual shift of responsibilities to the councils and MIALGRD.

5.3. THE PROGRAMME IS STARTING TO ACHIEVE SOME POSITIVE RESULTS IN BUILDING THE CAPACITIES OF THE TWO LOCAL COUNCILS

194. The programme has contributed to increased councils’ capacity in the areas of HRM/D, finances and institutional capacity, mainly in the city and to a lesser extent in the district.

195. The participatory planning process is being implemented effectively down to the grassroots level. Budgeting and planning follow the national system and are improving in both councils, although KDC has not finalised the 2010-2012 budget yet. On the revenue side, there still is a need for improvements in budget preparation, in particular in the KDC. The councils cannot include LDF and GDG in their budget, as relevant information is provided too late (in the first quarter of the budget year, while budgets should be ready by September the year before).

Recommendations:

- i. The programme should spearhead presentation of timely information on allocations from LDF (at the latest in September) for better planning and budgeting, and prioritise a substantial allocation – indeed, USD 100,000 for both councils in 2010 is too little to have an impact.
- ii. The Programme should further integrate chiefdoms in the planning process, and mainstream revenue sharing arrangements between Councils and chiefdoms (on the model of the one for the district market in Ngegbweme).

5.4. THE PROGRAMME IS FUNDING RELEVANT INVESTMENTS AND CONTRIBUTING TO AN ENABLING ENVIRONMENT FOR PRIVATE SECTOR DEVELOPMENT, BUT IS YET TO DEVELOP A STRATEGIC FOCUS AND SIGNIFICANT INNOVATIVE APPROACHES TO LED

196. Funded investments match priority needs expressed by communities and bring about some improvement in availability and access to infrastructure and services. However, investments are rather traditional and do not form part of an integrated sequence with a clear focus on value addition and LED triggers. Moreover, participatory/needs-based planning does not necessarily ensure strategic relevance and concentration of investments and complementary support measures so as to maximise impact of limited resources.

197. The programme has focused so far on ‘preparatory action’ for LED - mainly from a post-conflict/rehabilitation perspective – e.g. urgent investments and enabling measures (both hardware and software) as a basis for relaunching economic activity (transport and basic infrastructure, availability of agricultural inputs, property registration, contracting and procurement procedures..). Activities in the pipeline (partnerships with banks, markets stimulation, adjustment/tailoring of LED paper) provide some evidence of a possible ‘second phase’ with a more comprehensive and strategic LED focus. However, the process is rather inductive and incremental and suffers from the lack of a clear conceptual framework that would direct the intervention. These risks are reducing the scope for innovation and structural change, thus limiting impacts on sustained economic recovery and prospects for mainstreaming and replication.

Recommendations:

- i. Provide targeted TA to programme staff and councils on LED approaches and tools (possibly including exposure to valuable international experiences, study tours etc..).
- ii. Promote the uptake of a more strategic and integrated LED focus, exploring relevance to the local context and opportunity to address/introduce some key options for LED promotion (business development services; value chain development; public-private partnership; territorial marketing..).

- iii. Concentrate efforts on testing innovative solutions as the basis for mainstreaming and replication (for example, on the possible role of LCs in giving impulse to/ and coordinate local actors in the implementation of shared LED strategies).
- iv. Introduce LED-relevant criteria (economic linkages, value addition, strategic sectors...) in the selection of investments supported by the programme.
- v. Monitor progress in LED to ensure the emergence and visibility of innovative approaches.

5.5. THE REVENUE GENERATING INITIATIVES OF THE PROGRAMME PRESENT SOME DEFICIENCIES

198. The programme has financed two markets and two guesthouses and these are expected to generate revenues for the councils. Sustainable effects on income generation, however, are seriously questioned by the lack of financial projections on expenditures and revenues.

199. The rates established for market dues (SLL 500) and the newly finalised KCC guesthouse are intended to constitute affordable 'entry' rates for users, but are likely to fall short of guaranteeing any profitable margin. Programme's TA has not been fully adequate in supporting the preparation of the investments in these respects.

200. The current implementation of the cadastral system in the KCC is proving promising for advances in revenue collection, as councillors and the administration have shown intention to use it effectively for collections of property rates and licenses. The implementation of a cadastral system is also important for the district council, but its impact on revenue collection will depend on adequate political endorsement and the establishment of revenue sharing arrangements with the chiefdoms.

Recommendations:

- i. Provide technical assistance for enhancing the sustainability of investments.
 - Guesthouses and market: assistance should focus, in particular, on preparing projections of expenditures and revenues, and on marketing and contracting out options and processes.
 - Swamp rehabilitation for rice cropping project: assistance should focus on how to sustain the production and prepare a viable sharing arrangement between the PMC, council and land owner.
- ii. Councils' efforts for revenue generation and collection should be closely supported and monitored by the programme.
- iii. Support should be provided to councils in sensitizing citizens in order to enhance their willingness to contribute to effective services provision with taxes, fees, licenses and market dues. This can be channelled through the promotion of councils' activities, particularly projects financed from KCC's own revenues (following the rule on the 60%-40% share between development and operative costs).

5.6. STRATEGIC MANAGEMENT DECISIONS ARE HAMPERED BY THE LACK OF A FULLY FUNCTIONAL M&E SYSTEM AND A FUNCTIONING PROGRAMME STEERING COMMITTEE

201. The programme has yet to establish an effective M&E system, as activities covered focus on the monitoring of investment projects and capacity building and training events.

Progress reports are mainly narrative and do not systematically use indicators to measure progress – a simple one could be the yearly development in revenue collection (as e.g. table 8 in section 4.2). Support to the establishment of an M&E system was initiated in MIALGRD, but implementation and technical assistance are still pending.

202. Apart from a few meetings in the programme's early days, the programme Steering Committee (SC) has not functioned. This is critical since the (SC) should be the forum for facilitating the involvement of all stakeholders in discussing progress, challenges, monitoring, strategic decisions concerning the programme, and for promoting synergy and interaction on programme activities and beyond. Furthermore, a well functioning PSC could have anticipated and addressed some of the conclusions and recommendations of the present review.

Recommendations:

- i. TA for the monitoring system at local and national level should be implemented quickly, and progress in programme achievements could be thereafter focused on a few key strategic indicators such as revenue collection, LED, timely preparation of budget and development plans, and a few others.
- ii. Revitalize the Programme Steering Committee (involving indicatively the following institutions: MIALGRD, UNCDF, UNDP, KDC, KCC, Ministry of Agriculture, Forestry and Food Security). The programme shall provide guidance and close follow-up on its regular operations.

5.7. THE PROGRAMME IS CONTRIBUTING TO THE DEFINITION OF THE DECENTRALISATION POLICY FRAMEWORK BUT PROVIDES STILL LIMITED INPUTS FOR MAINSTREAMING INNOVATION AND FOSTERING PARTNERSHIP AND DONORS' UP-TAKE OF PILOTED PRACTICES

203. The programme brings a highly valued contribution to the policy debate on decentralisation through close and direct interaction with MILAGR, coupled with active impulse to donors' coordination and harmonisation. The Direct Execution modality, although justified somehow as an exceptional procedure, risks limiting the potential for coordination with key actors such as the MoFDP.

204. Efforts to date have focused more on building capacities and accompanying implementation at the local level, rather than on innovating locally as input for policy-making. This bears positive and appreciated results but reduces prospects for replication and upscaling, as impacts on additional resources leveraging, policy mainstreaming and donors' uptake of piloted practices all require firm evidence of the added value of the innovative tested solutions.

Recommendations:

- i. Concentrate efforts on developing and testing innovative and gap-filling solutions in key policy areas relevant to the current decentralisation process, particularly LED and the role of chiefdoms in the local government system.
- ii. Adopt a more proactive approach to strategic partnership building in the current, evolving framework (decentralisation policy under scrutiny; new WB trust fund etc..)

- iii. Consider the pros and cons of moving to NEX modality (i.e. support transfer funds to MIALGRD councils through national system) in light of the current status of the decentralisation framework.

5.8. THE MODEL HAS YET TO SHOW ITS COMPARATIVE ADVANTAGE AS A BASIS FOR REPLICATION

205. KDERP is a good programme for channelling support to councils' capacities and local development processes. The model has not, however, fully demonstrated its comparative advantage and its uniqueness in relation to other models yet, as for example support provided by the DecSec, GTZ or JICA⁴⁸.

206. The positive results shown and their appreciation by relevant stakeholders constitute, however, a good potential for profitable replication as long as some of the observed setbacks are first addressed and in particular the development and implementation of innovative LED approaches. Moreover, support to local governance processes has been relevant and punctual but more emphasis of innovative gap-filling practices would add to the comparative value of the intervention.

Recommendation:

- i. The model's value added, compared to other support programmes, should be further developed and promoted, combining obvious strengths and solid achievements such as the planning process with new insights in lagging areas. In parallel, ongoing lobbying and advocacy actions at the central level should be continued with further emphasis on strategic partnership building with potential counterparts.

⁴⁸ Arguments in support to this statement are developed throughout the report and particularly in the overall assessment and specific conclusions in the present section.

ANNEXES

- Annex 1: Terms of Reference
- Annex 2: Bibliography
- Annex 3: List of People met
- Annex 4: Final KDERP MTR mission plan
- Annex 5: Total Programme Expenditure
- Annex 6: Management Response Matrix
- Annex 7: Evaluation Questions Analysis Matrix adjusted to KDERP MTR
- Annex 8: Summary results of the opinion surveys for national and local stakeholders

ANNEX 1: TERMS OF REFERENCE

Special Project Implementation Review/Midterm Review Kenema District Economic Recovery Programme

United Nations Capital Development Fund
United Nations Development Programme

Programme Data Sheet

Country: Sierra Leone

Programme Title: Kenema District Economic Recovery Programme

Programme no.: xxx

Programme ATLAS Code (by donor): UNCDF
UNDP 00053898

Financial Breakdown (by donor) (as of March 2009)

UNCDF UNDP	USD 1,458,000 USD 835,000
Delivery to date (per donor): UNCDF UNDP	USD 981,305.33 USD 290,017.51
Total project Budget	USD 6,920,000

Executing Agency: UNCDF/UNDP

Implementing Agency: Kenema District Economic Recovery Programme (KDERP)

Approval Date of project: 2007

Project Duration: Five Years (5 Yrs.)

Project Amendment: None

Evaluation Date: 15 to 29 March 2010

Composition of Evaluation Team:

Team leader: Philip Bøttern
International expert: Andrea Agostinucci
National expert: Timbo Mohamed Bailor Allieu

Other current UNCDF projects in-country: Development of Sustainable Pro-Poor Financial Sector in Sierra Leone, 2004-2009 (including extension to June 2010)

Previous UNCDF Projects:

Previous evaluations: None

1-The Special Implementation Review (SPIRE) Exercise

The mid-term evaluation of the Kenema District Economic Recovery Programme (KDERP) falls within the UNCDF Special Projects Review Exercise (SPIRE). The SPIRE initiative has two purposes:

- 1) to ensure the UNCDF compliance with the mandatory requirements specified in its evaluation policy for the period 2009 to 2010 and,
- 2) to develop/experiment with cost-effective and rapid methods of undertaking mid-term and final evaluations which will yield credible, effective, independent evaluations in an efficient manner.

The mid-term evaluation therefore has two distinct objectives, the first to assess the KDERP as designed in its Programme Document and as implemented according to the expected outputs and outcomes, and the second to assess the KDERP's progress against the UNCDF's global corporate strategy of localising the Millennium Development Goals⁴⁹.

Accordingly two sets of evaluation questions exist in these TOR, the first deriving from the KDERP programme document and the second deriving from the SPIRE Evaluation Framework as set out in the SPIRE Evaluation Matrix. The SPIRE Evaluation Framework and Matrix provide a template for all the country evaluations to be undertaken within this initiative. This template sets out the conceptual and methodological framework in terms of which the KDERP will be evaluated. It creates a bridge enabling the UNCDF to compare the programme results cross different countries that will be evaluated within the SPIRE initiative, assess country progress against its global corporate strategy objectives and draw lessons for future strategy formulation.

2-Purpose, Uses and Timing of the Evaluation

a) Purpose

1. To assess the performance of the KDERP against its intended objectives and to make recommendations to assist its implementation over the remainder of its term.
2. To assess the performance of the KDERP against the UNCDF's global corporate strategy objectives and draw lessons from the KDERP to inform UNCDF's future strategy debates.

b) Objectives

The objectives of the Mid-Term Evaluation (MTE) are:

- To assess the general performance of the programme contribution to decentralisation and development in terms of its output and outcomes
- To assess the impact of the programme on the communities
- To assess the relevance of the programme from a national overview.
- To determine the challenges and draw on lessons learnt for future programme implementation

⁴⁹ UNCDF's focus is on MDG 1 End Poverty and Hunger, 3 Gender Equality and 7 Environmental Sustainability. See UNCDF (2009) Corporate Management Plan 2010-2013, p. 7

- To made recommendations to improve programme performance and provide guidance for programme restructuring and/or re-alignment (if necessary)

Deriving from these objectives, the questions that guide the evaluation are set out in some detail in the evaluation matrix in annex 1.

C) Evaluation timing

The KDERP started in 2007 as a five-year programme and a mid-term evaluation was originally scheduled for in September 2009, but has been deferred to March 2010.

D) Evaluation collaboration

It has been agreed with UNDP to undertake a joint evaluation.

3-Programme profile

3.1 Programme summary

The Kenema District Economic Recovery Programme (KDERP) is a five year pilot community development initiative jointed funded by the United Nations Development Programme-Sierra Leone (UNDP-SL) and the United Nations Capital Development Fund (UNCDF).The project was formulated as a result of tripartite agreement between UNDP/UNCDF and the Government of Sierra Leone to respond to the desire of the post-war government to bridge the gap between rural and urban areas, government and the governed and limited the possible concentration of power at the centre and its ultimate results. The project document was officially launched in July 2007, with a broad goal of reducing poverty and consolidation of peace and security in Kenema District which has been depicted as one of the poorest Districts in the Country (PRSP Report, 2002-2003).

The programme is built on the initial UNDP support to the decentralisation process including the enactment of the Local Government Act 2004 and the efforts of introducing a sustainable mechanism of empowering local governments to provide basic services and to enhance revenue mobilisation at the local level.

The KDERP targets two pilot local councils namely the city/urban and the district/rural councils of Kenema District. The main features of the programme include:

A district focus approach selecting local governments and traditional authorities as main actors and entry points for sustainable local development.

Matching budgeting support for infrastructure and services planned and delivered as close as possible to local people, with relevant technical assistance and capacity building on local development planning, budgeting, implementation and review process and to enhance the capacity of local councils in revenue mobilisation particularly property tax and business licenses.

3.2 Programme Expected Result

The overall goal of the programme is to contribute to poverty reduction in Kenema district and town. The programme achieves this goal through the following objective: Increase local economic development activity and infrastructure and service provision through dynamically-performing Kenema district and town councils. The four outputs to be achieved by KDERP are the following:

Output 1

Develop and implement innovative approaches to local economic development (LED) to increase economic activity in the agricultural sector, with particular regard to gender development and empowerment

Output 2

Develop and implement an equitable, economical, efficient and effective LG development planning and public expenditure management (PEM) system to increase local development, with particular regard to the most disadvantaged locations and population groups.

Output 3

Achieve policy, legal and regulatory improvements through lessons learnt, to support Outputs 1 and 2, thus giving emphasis to LED in 1, planning and PEM in 2, and gender development through 1 and 2.

Output 4

Ensure programme management, including HQ support, for successful delivery.

3.3 Expected Outcomes

1. Enabling environment for private sector development and exports in place, and increased production, availability, accessibility and utilisation of food by developing innovative approaches to local economic development (LED) to increase economic activity in the agricultural sector with particular regard to gender development and empowerment.
2. Transparent, accountable and democratic governance advanced at national and local levels, through equitable, economical, efficient and effective local development planning and public expenditure management (PEM) system to increase local development.
3. Decentralisation process scaled up by promoting policy, legal and regulatory improvements through lessons learnt, to support outcomes 1 and 2, thus giving emphasis to LED in 1, planning and PEM in 2, and gender development through 1 and 2.

3.4. Progress (as of September 2009)

Outcome 1: Enabling environment for private sector development and exports in place, and increased production, availability, accessibility and utilisation of food by developing innovative approaches to local economic development (LED) to increase economic activity in the agricultural sector with particular regard to gender development and empowerment.

Efforts to promote Local Economic Development in Kenema District are gradually gaining momentum. A local consultant was hired to assess the economic potentials of the district and to identify possible areas of interventions of KDERP and other interested donors. Some of the identified interventions were included in the development plans of the two councils for implementation.

Through the Local Development Fund (LDF) to the two local councils, a market with stores, toilets and water facilities in Ngegbema community was completed; officially opened and handed over to the District Council and the Tunkia Chiefdom people.

The Market is currently accessed by two hundred and fifty petty traders (65% women) from Kenema city and the surrounding villages of Tunkia, Guara and Dama chiefdoms in Kenema District.

The new market in Ngegbema has already begun creating impact on the people of Tunkia chiefdom and the local councils. The monthly revenue of the chiefdom has increased slightly by 3% from the market dues collected since it became operational. According to information, there is potential for increase in revenues as more business people have been motivated by the complementary facilities such as the secured storage space and sanitation facilities. A committee has been set to carry out market surveys to determine the rate of revenue that is expected from markets dues.

The Kenema City Council also constructed three culverts and a bridge at the Njadayama section of the city to ensure free flow of both commercial vehicles and market women. This has increased the market dues for the City Council.

Outcome 2: Transparent, accountable and democratic governance advanced at national and local levels, through equitable, economical, efficient and effective local development planning and public expenditure management (PEM) system to increase local development.

There is continued improvement in revenue mobilisation capacity of the Kenema City Council. The residential and commercial properties were numbered with paints according to international standards and 260 street sign posts were erected on 120 streets, in addition to the consolidation of council's cadastre and mapping of property and business houses. The exercise was done in tandem with intensive awareness- raising campaign, such as radio discussions, jingles and ward meetings to sensitize the community regarding the property tax and business licensing system.

The impacts of this exercise are twofold:

Increase in the total number of residential and commercial properties to 8, 911 and 515 respectively.

Corresponding increase in revenue. The preliminary analyses indicate that if the average tax paid by residential properties is SLL 35,000-SLL 40,000, then the revenue will be in the region of SLL 265.52 Million-SLL 326.58 Million. The commercial properties will generate about SLL 77.25 Million-SLL 103.00 Million if the average rate is Le150.000-SLL 200.000. It is therefore expected that councils will increase their revenues to 300% only on properties and businesses compared to previous years.

To ensure transparent and accountable public expenditure management systems in the two councils, the project has rendered technical and financial support to the local councils to review their development plans and budgets in a timely and participatory manner. A planning and budgeting training manual has been developed to guide the process and to ensure that bottom up and output based approach is applied by the councils

The impact of this exercise does not only rest on the participatory approach to the development review, but also the fact that this is the first time ward committees have been allocated budgets and have actually identified their own priorities based on LDF budget allocation. The novelty of piloting the allocation formula jointly designed by KDERP and Local Government Finance Department (LGFD) in the seven selected wards has already sent signal to the central government, which has urged government to provide some funding for ward committee meetings.

Capacity assessments of the two councils to review progress on their capacities towards achieving decentralisation objectives have been supported. The exercise was geared towards joint assessment of both the local councils and the devolved MDAs capacities in the implementation of devolved functions. As a result of this workshop, numbers of capacity gaps were identified in terms of personnel, training, assets etc. The workshop also identified coordination challenges among the councils and the MDAs and recommendations were made for the attention of both the councils and the government.

Outcome 3: Decentralisation process scaled up by promoting policy, legal and regulatory improvements through lessons learnt, to support outcomes 1 and 2, thus giving emphasis to LED in 1, planning and PEM in 2, and gender development through 1 and 2.

Decentralisation process scaled up by promoting policy, legal and regulatory improvements through lessons learnt, to support outcomes 1 and 2, thus giving emphasis to LED in 1, planning and PEM in 2, and gender development through 1 and 2.

At the policy level, UNDP/UNCDF is a member of the National Decentralisation Task Force constituted by government to lead the policy formulation process. In 2008, the taskforce embarked on nationwide consultations with relevant stakeholders in the decentralisation process, to sensitize and elicit the views of stakeholders and incorporate some of them in the draft policy document.

The consultative documents have been prepared and the process of engaging a consultant to prepare a draft decentralisation policy has begun.

A national devolution Workshop has been held as the hallmark of Sierra Leone's decentralisation is devolution which requires some MDAs to transfer some functions to local councils as stipulated the Local Government Act 2004. The main object of the workshop was to re-launch the entire devolution process with a view to sensitizing and motivating stakeholders involved in the devolution progress to fully support the process and to

assess the level of progress that has been made in the devolution front, identify bottlenecks and collectively agree on a way forward.

The workshop resolved to set up a national task force on devolution to continually engage the MDAs that have not yet devolved their functions.

4. Content and Scope of the Evaluation

4.1. Overall Results Achievement at the mid-term stage

4.1.1 Has the programme made satisfactory progress in terms of achievement of programme outputs? How effectively and efficiently have these been achieved?

- | | |
|-----------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Output 1: | Did the programme develop and implement innovative approaches to local economic development?
Did it increase economic activity in the agricultural sector, with particular regard to gender development and empowerment? |
| Output 2: | Did the programme contribute to an equitable, economical, efficient and effective LG development planning and public expenditure management (PEM) system?
Was there an improvement in local development, in the most disadvantaged locations and population groups? |
| Output 3: | Did the programme contribute to policy, legal and regulatory improvements? |
| Output 4 | Did programme management deliver on time, including HQ support? |

4.1.2 Is it likely that the programme will attain its immediate and development objective in relation to the following elements:

- Improving access to infrastructure and services
- Achieving more equitable participation and distribution of benefits across gender, ethnic and socio-economic groups
- Improving food security
- Strengthen local economic development
- Influence policy reforms and implementation that support effective decentralisation
- Replication of the approach by Government and/or other donors.

4.1.3 Has the programme made satisfactory progress in terms of annual work plan targets and related delivery of inputs and activities?

4.1.4 Is capacity building build sufficiently into the programme structure?

4.2 Sustainability

What is the likelihood that the programme result will be sustained?

- Institutional capacity of partner institutions
- Ownership for planning, financial management, procurement and implementation procedures
- Embedment of programme activities in government structure
- Available funding for replication of model and pilot innovations
- Quality, operation and maintenance procedures for infrastructure investments
- Local generation of revenues (taxes, charges, fees, levies etc.)
- Participative planning procedures aligned with national planning
- Programme exit strategy

4.3 Factors Affecting Successful Implementation and Results Achievement

Were programme implementation and results achieved according to plan, or were there any obstacles/bottlenecks/issues on the UNCDF/UNDP/Government side that limited the successful implementation and results achievement of the programme?

4.3.1 External Factors:

- Has the policy environment had consequences for programme performance?
- To what extent does the broader policy environment remain conducive to the replication of the lessons learnt from the pilot programme?
- Are there any other external factors to the programme that have affected successful implementation and results achievement, and prospects for policy impact and replication?

4.3.2 Programme-related Factors:*Programme design (relevance and quality):*

- Is the programme logic, design and strategy optimal to achieve the desired programme objectives/outputs, given the national/local context and the needs to be addressed?
- Are resources allocated and management arrangements adequate
- Were relevant gender issues adequately addressed in programme design?
- Is the programme rooted in and effectively integrated with national strategies (e.g. poverty reduction strategy) and UN planning and results frameworks (UNDAF, CPD, CPAP, etc.) at country level?
- Have the programme's objectives remained valid and relevant? Has any progress in achieving these objectives added significant value?

Institutional and implementation arrangements:

- Were the programme's institutional and implementation arrangements appropriate, effective and efficient for the successful achievement of the programme's objectives?
- Where there any institutional obstacles hindering the implementation/operations of the programme?

Programme management:

- Were the management arrangements for the programme adequate and appropriate?
- How effectively has the programme been managed at national and district level?
- Is programme management results-based and innovative?
- Has financial management been sound?
- Have the programme's management systems, including M&E, reporting and financial systems functioned as effective management tools, and facilitated effective implementation of the programme?
- Have the programme's logical framework, performance indicators, baseline data and monitoring systems provided a sufficient and efficient basis for monitoring and evaluating programme performance? Has the M&E system supported effective programme management, corporate decision-making and learning?
- Is the M&E system working properly to support management decisions

Technical backstopping:

- Has technical assistance and backstopping from UNCDF been appropriate, adequate and timely to support the programme in achieving its objectives?

4.4 Strategic Positioning and Partnerships done

4.4.1 Has UNCDF, through this programme and any other engagement in the country, optimally positioned itself strategically, with respect to:

- UNDP and other UN/donor/government efforts in the same sector in the country?
- Implementing national priorities, as reflected in national development strategies?
- UNCDF corporate priorities?

4.4.2 Has UNCDF leveraged its comparative advantages to maximum effect?

4.4.3 Has UNCDF leveraged its current/potential partnerships to maximum effect?

4.5 Future UNCDF role done

4.5.1 What are the remaining challenges and gaps in the area of decentralisation in the country? How are various actors positioned to address these? Is there a conducive environment for further progress on decentralisation? In light of the above, is there a future opportunity for UNCDF to add value following the end of the current programme? In what capacity?

4.5.2 Analyse and comment on any emerging vision, strategy and measures proposed for disengaging or continuing UNCDF's programming in the country.

4.5.3 What are findings and lessons from the mid-term evaluation of the current programme that should influence any decision on a future role for UNCDF and its partners?

5-Evaluation methodology and instruments

The SPIRE approach

The evaluation methodology used in the mid-term assessment of the KDERP is based on an approach developed within the SPIRE initiative. The approach is to test the development theory underlying a programme against evidence on its implementation performance. The findings are built incrementally through pre-mission desk work followed by mission field work. The team's understanding of the programme design and its emerging findings and recommendations are deepened through a structured dialogue with the programme stakeholders and the service users in a series of interviews, focus group discussions and facilitated kick off and debriefing workshops.

This SPIRE methodology involves the following steps:

- a) Establish the development hypothesis underlying the programme
- b) Construct the intervention logic that flows from the development hypothesis
- c) Construct an evaluation framework based on the anticipated effects of the intervention and visualised through an effects diagram
- d) Construct an evaluation matrix that formulates and clusters evaluation questions along the causal sequence reflected in the effects diagram, and includes indicators of performance, evaluation tools and sources of information.
- e) Apply the evaluation methodology in the field through a sequence set out in the fieldwork calendar.

5.5.1 The development hypothesis

The **development hypothesis** underlying the UNCDF's model of local development is that the efficiency and effectiveness of service delivery in LDCs will be increased and the level of poverty reduced by decentralising service delivery to democratic local government, using capital development funds to provide grants for investment in small scale service infrastructure that is constructed and maintained either directly by local government or by communities and/or the private sector with financial inputs and supervision from the local government.

The particular hypothesis underlying the KDERP will be formulated and tested by the evaluation team against evidence of programme performance.

5.5.2 Intervention logic

A model design of the UNCDF's LDPs setting out the intervention logic is presented in Annex 1. The intervention logic for the pilot programme is that financial, technical and advocacy inputs resource activities that lead to capacity building and service delivery outputs in the form of Infrastructure and Service Delivery (ISD), Natural Resource Management (NMR) and Local Economic Development (LED). The resulting outcome is improvements in access to these services for poor people, the intended impact of which is to lower poverty levels. The intervention logic for the replication and national roll out of the programme is that the experience gained in the pilot area leads to replication of the programme in other areas of the county and the lessons learned from it inform policy debate, reform and, eventually a national roll out programme. The experience gained in the programme country is assessed against UNCDF global aims to localise the MDGs and the lessons learned inform future corporate strategy.

The design illustrated in Annex 1 is generic and applies to all country programmes. The evaluation team will reconstruct the programme design for the KDERP based on its Results and Resources.

5.5.3 Evaluation framework

The evaluation framework is based on the intervention logic described above, and is illustrated in Annex 2. It sets out in detail the chain of anticipated effects brought about by the programme's intervention. The evaluation framework traces the effects of the intervention from inputs to indirect outputs, through outcomes and impacts, distinguishing the different areas of capacity building and service delivery. It traces how experience gained in the local arena informs replication, policy reform and national roll-out of the programme. It shows how experience in the country relates to the UNCDF's global objectives and informs future strategy debate.

The template in Annex 2 is generic and applicable to all country programmes. The relevant elements of the template will be drawn upon to trace the effects of interventions anticipated within the KDERP.

5.5.4 Evaluation matrix

The evaluation matrix (annex 3) corresponds in structure to the evaluation framework described above. The questions posed in the evaluation matrix seek to establish whether the anticipated effects illustrate in the evaluation framework have actually been achieved. The evaluation matrix relates each question to indicators, evaluation tools and sources of information. The tools used by the team are documentary and data review, key stakeholder interviews, facilitated kick off and debriefing workshops, focus group discussions, community meetings and site visits.

The evaluation matrix, in its general formulation, descending from the general evaluation framework and therefore applicable to different country programs. As described above with reference to the evaluation framework, the general matrix shall serve as reference tool and guidance in tailoring and applying question on the basis of the specificity of each programme.

6. Evaluation steps and sequence

The sequence of evaluation steps are as follows:

a- Pre-mission:

- Review of background literature and project documentation, necessary clarifications by UNCDF personnel, including KDERP staff, UNCDF programme officer and UNCDF Regional Technical Advisors.

b- In Freetown:

- Evaluation team hypothesis workshop and preparation for fieldwork
- Briefing of the Evaluation Team by UNCDF personnel,
- Kick off workshop for Reference Group set up to interact with the Evaluation Team.
- Interviews by the team with national stakeholders such as key ministries (MIALGCD)

c- In the implementation areas – Kenema town and district

- initial meeting Kenema with KDERP team and the Town and District councils.
- Kickoff workshop with local actors involved in the programme;
- Interviews with local government political representatives and officials;
- Interviews/focus group discussions with infrastructure and associated service providers and users;
- Interviews with private sector operators involved in construction and maintenance;
- Interviews with knowledgeable informants;
- Focus Group Discussions with people representing communities
- Inspection of physical infrastructure projects.

d- In Freetown:

- Debrief UNCDF/UNDP
- Debriefing of the Resident Coordinator and UNDP Country Director and Assistant Country Director.

- Debriefing of the MIALGCD and MoF
- National debriefing workshop with Reference Group and programme stakeholders to present and discuss findings & recommendations
- Final wrap up meeting with UNCDF/UNDP
- Briefing UNCDF senior management via teleconference

e- Completion of final report and executive summary:

- Incorporate feedback as well as observations from stakeholders
- The final report should contain a matrix of recommendations to be used for the management response and action, and recommendations for the next phase of the programme.
- Provision of a 500-word synopsis of the evaluation and key findings and recommendations.

The evaluation calendar is illustrated as a detailed tentative work-plan in annex 4.

7-Deliverables

The mission will be responsible for submitting the following deliverables:

- Executive Summary (max 6 pages);
- Final Evaluation Report (max 50 pages including standard data tables/graphs for which template will be provided, but excluding annexes)
- Brief synopsis of evaluation and key findings (500 words for corporate communications use)
- Management Response matrix with recommendations (rest of document to be completed by UNCDF)
- Based on comments received on the drafts, the team leader will finalise the deliverables, with inputs from other evaluation team members, as required, and submit to the UNCDF Evaluation Unit by the agreed date.
- The Evaluation Unit is responsible for circulating the finalised report to all concerned parties, for inclusion on the UNCDF website and the UNDP Evaluation Resource Centre database.

8. Composition of Evaluation team

Evaluation teams for mid-term evaluations will consist of three people:

Team Leader: Philip Bottern

International expert: Andrea Agostinucci

National expert: Timbo Mohamed Bailor Allieu

ANNEX 2: BIBLIOGRAPHY

Programme information

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ANNEX 3 – LIST OF PEOPLE MET

No	NAME	Designation	Institution
Freetown			
1	HON. Dauda Kamara	Minister	Ministry of Internal Affairs, Local Government and Rural Development
2	HON. Raymond Kabia	Deputy Minister	MIALGRD
3	HON. Allieu Kaloko	-DO-	MIALGRD
4	Mr. Alah Lebbie	Director	MIALGRD
5	Alison Southerland	Local Gov. Adviser	MIALGRD
6	Mr. Pious Bockarie	Team Leader	KDERP
7	Mr. Jonathan Kpakiwa	Capacity Building	Decentralisation Secretariat, MIALGRD
8	Mr. Alhassan Kanu	Director	Decentralisation Secretariat, MIALGRD
9	Mr. Adams Kargbo	Director	Local Government Finances Department
10	Mr. Alimamy Kargbo	Senior Economist	Local Government Finances Department
11	Mr. Adams T. Tommy	Senior Economist	Local Government Finances Department
12	Mr. Brendan Glynn	Senior Public Sector Consultant	World Bank
13	Ms. Mia Seppo	Country Director	UNDP
14	Mr. Samuel Harbor	Deputy Country Director/ Programme	UNDP
15	Mr. Keith Wright	Principal Technical Advisor	UNDP
16	Mr. John Morris	Programme Specialist	UNCDF
17	Mr. Thomas Allan	Economic	DFID
18	Mr. Josephus K. Ellie	Decentralisation adviser	GTZ

Kenema City and District			
1	William J. Smith	Resident Minister East	Ministry of Internal Affairs, Local Government and Rural Development (MIALGRD)
2	Mr. John Swaray	District Director Education (Kenema)	Ministry of Education, Youth and Sports (MEYS)
3	Mr. Arun Rashid Kamara	District Director, Agriculture	Ministry of Agriculture, Forestry and Food Security (MAFFS)
4	Mr. Charlie .P.J. Kallon	Chief Administrator	Kenema District Council, KDC
5	Mr. Lusenie Sheriff	Vice Chairman	KDC
6	Mr. Joseph Kamara	M&E officer	KDERP
7	Mr. Paul Bockarie	Engineer	KDERP
8	Mrs. Margaret Shiaka	Deputy Mayor	KCC
9	Ms. Bintu Vangahun	Ag. Chief Administrator	KCC
10	Mr. Musa S. Conteh	Human Resource Manager	KCC
11	Mr. Lambert Willoughby	Councillor	KDC/ Blama- WDC
12	Mr. Nicholas Kowa	WDC Secretary	KDC/ Blama- WDC
13	Mr. Michael Senesie	Chairman PMC	KDC/ Blama- PMC
14	Mr. Mohamed Jabati	Councillor	KDC/ Tunkia- WDC
15	Mr. Brima Koroma	Secretary- PMC	KDC/ Tunkia- PMC
16	Mr. Abubakarr Sesay	Councillor	KCC- WDC
17	Ms. Princess Allieu	Secretary	KCC- PMC
18	Various	Other staff	KCC
19	Various	Councillors	Kenema City Council (KCC)
20	Various	Other staff	Kenema City Council (KCC)
Other			
1	Mr. Ron McGill (telephone)	Former Senior Adviser, UNCDF	UNCDF, HQ
2	Christel Alvergne (telephone)	RTA, UNCDF	UNCDF, Regional Office Dakar

ANNEX 4: FINAL KDERP MTR MISSION PLAN

Organisation/Institutions	Name & Position	Activity	Time	Location
(TUESDAY) Day One March 16, 2010				
Evaluation Team Meeting			9:00am-1200pm	UNDP
UNDP/UNCDF	Senior Management	Briefing	1:30pm-2:30pm	UNDP
MIALGRD	Minister, Deputies and Staffs	Briefing	3:00pm-4:30pm	MIALGRD
(WEDNESDAY) Day Two March 17, 2010				
LAUNCH OF MID-TERM EVALUATION SPIRE EXERCISE			10:00AM-1200PM	MIALGRD
Ministry of Internal Affairs, Local Government & Rural Development	Minister of Internal Affairs Permanent Secretary Directors of Local Government & Rural Development	Interview	12:00pm-3:00pm	MIALGRD
Decentralisation Secretariat	Director Legal Advisor	Interview,	3:00pm-4:00pm	MIALGRD
(THURSDAY) Day Three March 18, 2010				
Local Government Finance Department in the Ministry of Finance	Director Senior Economist	Meeting, interview and discussion	9:00am-11:00am	Freetown
UNCDF/ UNDP Management	KDERP Staff Keith Wright Samuel Harbor	Interview	11: 30am-2:30pm	UNDP-Freetown
Depart to Kenema				
(FRIDAY) Day Four March 19, 2010				
UNCDF-KDERP	KDERP-Kenema Staffs	Meeting	10:am-11:am	Kenema City
LAUNCH OF MID-TERM EVALUATION SPIRE EXERCISE IN KENEMA DISTRICT			11:00PM-1:00PM	Kenema District Council
Kenema District Council	Council Chairman Deputies of Council Chief Administrators Procurement Officers Finance Officers Planning Committees	Meeting, interview and discussion``	1:30pm-3:30pm	Kenema City

	Chairmen M&E Officer Planning Officer Councillors			
Kenema City Council	Kenema City Mayor Deputies of Council Chief Administrators Procurement Officer Finance Officer M&E, Planning Committees Chairmen Planning Offices, Councillors	Meeting, interview and discussion	3:30:pm-5:30pm	Kenema City
(SATURDAY) Day Five March 20, 2010				
Visit to Project Site in Kenema City and surroundings Meetings with communities (Ward Development Committee -WDC) (Project Management Committee -PMC)			9:00am-12:00pm	Kenema City
Visit to Project Site in Kenema District Ward Development Committee -WDC) (Project Management Committee -PMC)			1:00pm-4:00pm	Kenema District
(SUNDAY) Day Six March 21, 2010				
(MONDAY) Day Seven March 22, 2010				
District Agriculture Department	District Director	Interview	9:00am-10:00am	Kenema City
Ministry of Education	District Education Director	Interview	10:30am-11:30am	Kenema City
Ministry of Internal affairs	Resident Minister Provincial Secretary	Interview	11:45am-1:15pm	Kenema City
Kenema District Council (KDC)	Administration, Finance, Planning, District Planning Committee, HRD	Discussion on LED	2:30pm-4:30pm	Kenema District Council

(TUESDAY) Day Eight March 23, 2010					
Kenema City Council (KCC)	Administration, Planning Committee, HRD	Finance, District Planning	Discussion on LED	10:00am-1:00pm	Kenema City Council
Follow-up Meetings and Interviews				2:30pm-4:30pm	Kenema District Kenema City
(WEDNESDAY) Day Nine March 24, 2010					
PRESENTATION AND DISCUSSION OF FINDINGS TO ALL STAKEHOLDERS				10:00am-12:00pm	Kenema District Council Hall
Wrap-up field visit and gathering final information and Debriefing				12:00pm-1:pm	Kenema
DEPART TO FREETOWN					
(THURSDAY) Day Ten March 25, 2010					
DFID	Interview on WB, DFIF, EU support to decentralisation			10:00am-11:00pm	Freetown
UNDP/UNCDF country director, management	Debriefing			14:00am-15:00pm	Freetown
(FRIDAY) Day Eleven March 26, 2010					
JICA	Interview			Afternoon	Freetown
Commonwealth Secretariat (MIALGRD)	Interview			Afternoon	
LGFD	Follow up			Afternoon	Freetown
(SATURDAY) Day Twelve March 27, 2010					
Preparation for Seminar					
(SUNDAY) Day Thirteen March 28, 2010					
Preparation for Seminar					
(MONDAY) Day Fourteen March 29, 2010					
Seminar on Presentation of findings to all stakeholders and Discussion					
Final Wrap-up and Departure					

ANNEX 5: TOTAL PROGRAMME EXPENDITURE

Total programme expenditure 2007 to 2009, USD				
Output	Activity	Expenditure		
		UNCDF	UNDP	Total
Output1 Innovative approaches to local economic development to increase economic activity in the agricultural sector, incl. gender development and empowerment.	Staff	19,702	-	19,702
	Travel	19,230	7,018	26,247
	Goods and services	21,543	-	21,543
	Administration	18,203	9,977	28,180
		78,678	16,995	95,673
Output2 LG development planning and public expenditure management to increase local development, with particular regard to the most disadvantaged locations and population groups.	Staff	18,534	0	18,534
	Travel	4,629	65,062	69,691
	Administration	13,139	63,905	77,045
	Goods and services	84,276	39,573	123,849
	LDF, grant	493,423	-	493,423
	614,001	168,540	782,540	
Output 3 Policy, legal and regulatory improvements through lessons learnt, to support outputs 1 and 2 (emphasis on LED, planning and PEM).	Staff	38,641	25,759	64,400
	Travel	5,894	66,076	71,970
	Goods and services	-	11,946	11,946
	Administration	17,717	13,060	30,777
		62,252	116,841	179,093
Output 4 Programme management, including HQ support, for successful delivery.	Staff	381,875	13,122	394,997
	Travel	86,350	4,898	91,248
	Goods and services	102,378	10,650	113,028
	Administration	223,170	14,894	238,064
		793,774	43,563	837,337
Total		1,548,703	345,939	1,894,643
Government development grant				597,675

Source: Atlas and LGFD (GDG). Not all expenditures for 2009 are captured in the ATLAS financial system by March 2010, when the information was provided.

ANNEX 6: MANAGEMENT RESPONSE MATRIX

- **The Evaluation Team Leader** will use this Evaluation Follow-up Matrix to summarise the key findings and recommendations of the evaluation, and propose responsibilities and timeline for follow up.
- **The Portfolio Manager** will subsequently discuss the recommendations and proposed follow-up responsibility and timeline with programme stakeholders and record agreed follow-up actions, responsibilities and timelines in this matrix, and use it monitor their implementation.
- **The Director of Practice Division** is responsible for oversight, to ensure timely implementation of agreed follow up actions.
- **The Evaluation Unit** will periodically report to UNCDF Senior Management and the Executive Board on progress in implementing agreed follow up to evaluations, as part of its accountability function.

UNCDF Management Response Template

[Name of the Evaluation] Date:

Prepared by: Philip Bottern

Cleared by:

Input into and update in ERC:

Position: Team Leader

Position:

Position:

Unit/Bureau: DRN/LGDK

Unit/Bureau:

Unit/Bureau:

Overall comments: The Programme is relevant and well accepted by stakeholders. It complements GoSL decentralisation policy well by capacitating local councils, deepening the participatory planning process, support revenue enhancement and providing funds for investments. Nevertheless, innovative and strategic approaches to LED – which could be then be replicated in other councils - are yet to be developed. Moreover, support to local governance is relevant and effective but potential to test innovative practices as input for policy mainstreaming and donor’s uptake is not fully addressed.

The following sections presents some recommendations for action articulated as follows:

- 1. Promote the implementation of a more strategic approach to LED**
- 2. Further support councils’ budgeting process in relation to planning, also by providing timely information on allocations from LDF**
- 3. Promote effective action to sustain investments financed by LDF as revenue generating ventures**
- 4. Ensure capacity building for the establishment of a proper monitoring system as a basis for result-oriented management**
- 5. Re-vitalize the Programme Steering Committee**
- 6. Concentrate support to local governments on gap-filling solutions in key policy areas such as relation between councils and chiefdoms**

Evaluation Recommendation or Issue 1: Promote the implementation of a more strategic approach to LED				
<ul style="list-style-type: none"> - Provide targeted TA to programme staff and councils on LED approaches and tools (possibly including exposure to valuable international experiences, study tours etc...). - Promote the uptake of a more strategic and integrated LED focus, exploring relevance to the local context and opportunity to address/introduce some key options for LED promotion (business development services; value chain development; public-private partnership; territorial marketing...). - Concentrate efforts on testing innovative solutions as the basis for mainstreaming and replication (for example, on the possible role of LCs in giving impulse to/ and coordinate local actors in the implementation of shared LED strategies). - Introduce LED-relevant criteria (economic linkages, value addition, strategic sectors...) in the selection of investments supported by the programme. - Monitor progress in LED to ensure the emergence and visibility of innovative approaches. 				
Management Response:				
Key Action(s) proposed by the evaluation team	Time Frame	Responsible Unit(s)	Tracking*	
			Status	Comments
1.1 Implement consultancies for LED approaches (in progress)	From April 2010			
1.2 Develop methods and criteria to select investments strategically for LED	July 2010			
1.3 Guide councils towards the identification and implementation of strategic LED initiatives as part of the formulation and implementation of local development plans	From August 2010			
1.4 Support Councils in testing options for taking-up/coordinating role on LED strategies in conjunction with main local stakeholders	Start 2011			
Evaluation Recommendation or Issue 2: Further support councils' budgeting process in relation to planning by providing timely information on allocations from LDF				
Management Response:				
Key Actions proposed by the evaluation team	Time Frame	Responsible Unit(s)	Tracking	
			Status	Comments
2.1 Develop a formula for LDF allocation between the two councils	September 2010			
2.2 Prepare a programme budget process, so that the size of the LDF can be known in September before the beginning of the budget year	September 2010			
2.3 Develop and introduce simple applicable mechanisms and formats to tie planned investments to available or projected resources	October 2010			
Evaluation Recommendation or Issue 3: Promote effective action to sustain investments financed by LDF as revenue generating ventures				
<ul style="list-style-type: none"> - Provide technical assistance for enhancing the sustainability of investments. 				

<ul style="list-style-type: none"> - Councils' efforts for revenue generation and collection should be closely supported and monitored by the programme. - Provide support to councils in sensitizing citizens in order to enhance their willingness to contribute to effective services provision with taxes, fees, licenses and market dues. This can be channelled through the promotion of councils' activities, particularly projects financed from KCC's own revenues (following the rule on the 60%-40% share between development and operative costs). 				
Management Response:				
Key Actions proposed by the evaluation team	Time Frame	Responsible Unit(s)	Tracking	
			Status	Comments
3.1 Provide technical assistance for enhancing the sustainability of investments: a. Support development of projections of expenditures and revenues for councils' guesthouses b. Support councils in management of guesthouses c. Develop an effective strategy for contracting out guesthouses management d. Prepare a viable sharing arrangement between the PMC, council and land owner in relation to the Swamp rehabilitation for rice cropping project e. Support the management of the councils markets, so that revenues are maximised and a strategy for markets' sustainability is developed	July 2010 December 2010 December 2010 December 2010 December 2010			
3.2 Develop and enforce procedures by which plans for sustainability are built into investment proposals	January 2011			
Evaluation Recommendation or Issue 4: Ensure capacity building for the establishment of a proper monitoring system as a basis for result-oriented management				
<ul style="list-style-type: none"> - TA for the monitoring system at local and national level should be implemented quickly, and progress in programme achievements could be thereafter focused on a few key strategic indicators such as revenue collection, LED, timely preparation of budget and development plans, and a few others. 				
Management Response:				
Key Actions proposed by the evaluation team	Time Frame	Responsible Unit(s)	Tracking	
			Status	Comments
4.1 Provide technical assistance to the implementation of a comprehensive monitoring system at the national and local level	July 2010			
4.2 Coordinate with Dec Sec to avoid duplication with CLoGPAS	July 2010			
Evaluation Recommendation or Issue 5: Re-vitalize the Programme Steering Committee				
<ul style="list-style-type: none"> - Revitalize the Programme Steering Committee. The programme should provide guidance and close follow-up on its regular operations. 				
Management Response:				

Key Actions proposed by the evaluation team	Time Frame	Responsible Unit(s)	Tracking	
			Status	Comments
5.1 Support MIALGRD to re-establish a Programme Steering Committee, reviewing working procedures and membership (suggested membership: MIALGRD, UNCDF, UNDP, KDC, KCC, Ministry of Agriculture, Forestry and Food Security)	June 2010			
5.2 Set a calendar and ensure coordination and follow-up to next SC meetings	From June 2010			
Evaluation Recommendation or Issue 6: Concentrate support to local governments on gap-filling solutions in key policy areas such as relation between councils and chiefdoms <ul style="list-style-type: none"> - Concentrate efforts on developing and testing innovative and gap-filling solutions in key policy areas relevant to the current decentralisation process, particularly LED and the role of chiefdoms in the local government system. - Adopt a more proactive approach to strategic partnership building in the current, evolving framework (decentralisation policy under scrutiny; new WB trust fund etc...) - Consider the pros and cons of moving to NEX modality (i.e. support transfer funds to MIALGRD councils through national system) in light of the current status of the decentralisation framework - The Programme should further integrate chiefdoms in the planning process, and mainstream revenue sharing arrangements between Councils and chiefdoms (on the model of the one for the district market in Ngegbweme) 				
Management Response:				
Some Key Actions proposed by the evaluation team	Time Frame	Responsible Unit(s)	Tracking	
			Status	Comments
6.1 Conduct an assessment on main policy and regulatory gaps in the local governance setting	August 2010			
6.2 Conduct extensive information and consultation sessions with Chiefs in order to further involve them in the Programme activities and identify key areas for support	From August 2010			
6.3 Design and test solutions in relevant areas, such as revenue sharing and management between Local Councils and Chiefdoms.	November 2010			

* The implementation status is tracked in the ERC.

ANNEX 6: EVALUATION QUESTIONS MATRIX ADJUSTED TO KDERP MTR

EQ1	To what extent does the programme design meet UNCDF's LDP intervention logic and the development objectives of the partner country?	
	DAC criteria: Relevance, sustainability	
	Issue	Findings/Indicators
	<i>THE NEED OF THE PARTNER COUNTRY</i>	
		<p><u>Indicator and findings</u></p> <p>1.1.2 Consistency between the goals, intervention logic and principles of the programme and those reflected in country's strategic documents</p> <ul style="list-style-type: none"> ➤ The Programme is relevant and well aligned with the priorities of the National PRSP II "Agenda for Change". ➤ The Intervention logic and principles are aligned with the country's needs and the national decentralisation framework ➤ KDERP complements other initiatives in decentralisation well without any particular duplication of efforts ➤ Programme design does not provide an adequate conceptual framework for introducing innovative approaches, nor criteria to orient strategic investment decisions <p>1.1.3 Extent to which the programme is embedded into existing government structures</p> <ul style="list-style-type: none"> ➤ The team leader is placed in the MIALGRD with good access to senior officials and the minister ➤ Other KDERP staff is placed in KDC ➤ Programme's activities are mostly executed by MIALGRD, KDC and KCC according to their normal procedures and structures ➤ Programme is established in direct execution (DEX) modality, i.e. funding bypasses LGFD/MoF system <p><u>Source of information:</u> Review of programme documents, UNCDF DEX/NEX modality, interviews, study of other donors' activities in decentralisation (WB, EU, DFID, GTZ and JICA), national policy documents (Agenda for Change).</p>
	1.1 To what extent does the programme meet the needs of the partner country?	
		<p><u>Indicator and findings</u></p> <p>1.2.1 Consistency between the programme's interventions and national legislation and strategy on local governments</p> <ul style="list-style-type: none"> ➤ Programme is well integrated into the national set-up for decentralisation, guided by the LG act and its Regulation from 2004, the national set up for decentralisation in the MIALGRD, the draft National Decentralisation Policy (2009) and the multi donor IRCBP and new District Service Delivery Programme (DSDP) launched from January 2010. <p>1.2.2 Extent to which the programme has taken into account LGs absorption capacity</p> <ul style="list-style-type: none"> ➤ Programme designed is well aligned with expected absorption capacity of LCs and MIALGRD, although it has to some extent been difficult for partners and in particular for the district council to absorb the support from the programme. <p><u>Source of information:</u> Study of LGA 2004, Draft Decentralisation Policy, interviews with KCC, KDC, KDERP, DecSec, DFID</p>
	1.2 To what extent is the programme aligned with the needs / system of the LGs/ partner governments?	

EQ1	To what extent does the programme design meet UNCDF's LDP intervention logic and the development objectives of the partner country?	
	1.3 To what extent do the programme activities meet the needs of the private sector and local communities?	<p><u>Indicator and findings</u></p> <p>1.3.1 Consistency between activities foreseen in ISD, NRM, and LED and needs of local communities / private sector</p> <ul style="list-style-type: none"> ➤ No prioritisation on public-private partnership or support, cooperation or integration of private sector ➤ Communities i.e. the 32 wards have been well integrated in capacity building and planning activities ➤ Relevant investments for communities have been carried out <p><u>Source of information:</u> KDERP document, AWP, quarterly monitoring and yearly reports</p>
	1.4 How well is the programme integrated into the Country Programme Action Plan (CPAP) and UN Development Assistance Framework (UNDAF)?	<p><u>Indicator and findings</u></p> <p>1.4.1. Degree of explicit/implicit integration of UNCDF's programs within CP/UNDAF</p> <ul style="list-style-type: none"> ➤ The Goal, objective and four outputs with references to the CP outcomes are entailed in the programme document ➤ The Programme is well aligned with UNDAF' and Country programme outcomes and outputs ➤ The KDERP is not mentioned in the UN Family's Joint Vision for Sierra Leone 2008 (programme 16) <p><u>Source of information:</u> KDERP programme document, UNDP/UNCDF documents – in particular UNDAF Result Matrix 2008 to 2010, Joint Vision for SL of the UN Family Sep 2009</p>
	Design meets UNCDF's LDP intervention logic?	
	1.5 How does the programme design correspond to the UNCDF's LDP intervention logic?	<p><u>Indicator and findings</u></p> <p>1.5.1. Consistency between programme design and UNCDF's LDP model</p> <ul style="list-style-type: none"> ➤ The KDERP concept note and the programme document are consistent with the basic intervention logic and structure of UNCDF LDPs. <p><u>Source of information:</u> KDERP programme document and interviews with UNCDF staff. Note on UNCDF's Local Development Practise Area (2010)</p>
	1.6 How well has the programme integrated cross cutting issues?	<p><u>Indicator and findings</u></p> <p>1.6.1 Participation and promotion of gender</p> <ul style="list-style-type: none"> ➤ Gender mainstreaming was included in KDERP design but has been shifted to the UNDP regional Gender Equitable Local Development (GELD) ➤ Gender specialist in KDERP up to mid 2009 <p>1.6.2 Consideration of environment themes</p> <ul style="list-style-type: none"> ➤ Revision of 4 investments (guesthouses, marked and Rice Cultivation) proposals did not reveal any environmental screening of investments <p><u>Source of information:</u> Interviews with KDERP staff and revision of documentation for 4 investments</p>

EQ2 To what extent has the programme contributed to increased capacity at local government level?	
DAC Criteria: Effectiveness, efficiency	
Issue	Findings/Indicators
<i>HUMAN CAPACITY</i>	
2.1 How well has the LD programme strengthened human resource management capacities (elected govt officials and technical staff)?	<p><u>Indicator and findings</u></p> <p>2.1.1. Organisation chart / Clear division of roles (human resources, gender balance)</p> <ul style="list-style-type: none"> ➤ positions as chief administrators (one acting) and HRD officers are filled in both councils ➤ a limited share (10 pct.) of the people met in the councils were females <p>2.1.2. Decision-making processes and procedures established and accepted</p> <ul style="list-style-type: none"> ➤ Reasonably clear understanding of their functions by CAs and HRD officers ➤ CAs and HRD officers roles for HR management are generally accepted by the administrations and the councils <p><u>Source of information:</u> Interviews with councillors and staff in KCC and KDC</p>
2.2 How well has the LD programme strengthened human resource development capacities (elected govt officials and technical staff)?	<p><u>Indicator and findings</u></p> <p>2.2.1 Training activities carried out by the programme</p> <ul style="list-style-type: none"> ➤ A total of 1,030 persons have participated of which 25 pct. are females ➤ Training activities have covered several issues – e.g. procurement for contractors, development planning including gender sensitiveness and budgeting ➤ Training has also addressed on the job training, e.g. reviews and assessments of development plans and assessment of the administrations ➤ Training and CB activities are relevant in relation to programme outputs and complements other efforts, in particular DecSec, Public Financial Management Reform (PFMR) ➤ No general training need assessments have been carried so far (planned for 2010) ➤ Cooperation established between councils and the Eastern Polytechnic on further training <p>2.2.2 Staff understanding of programme & aims</p> <ul style="list-style-type: none"> ➤ Staff understands to a large extent the programme's aims and rationale <p>2.2.3 Regular Management Committee, Council and Staff Meetings</p> <ul style="list-style-type: none"> ➤ Councils' and wards' development committees meet regularly <p><u>Source of information:</u> Statistics on training 2007 to 2009. Interviews with staff</p>
<i>FINANCIAL CAPACITY</i>	
2.3 To what extent has the LD programme increased the ability to raise and collect taxes, fees and levies/charges?	<p><u>Indicator and findings</u></p> <p>2.3.1 Increase in local revenue generation (taxes, fees, charges, levies etc.)</p> <ul style="list-style-type: none"> ➤ Collection of local revenues in KCC increased from 479Mil SLL to 700Mil. SLL between 2007 and 2009. ➤ Own revenue collection in district has declined from SLL 54 Mill in 2008 to SLL 29 Mill in 2007 (excl. mining licenses) ➤ Still unsettled relations with chiefdoms on revenue sharing arrangement in particular for local tax but also for market dues and others ➤ Investment in income generating activities (2 guesthouses and 2 markets), but lack of financial projections on revenue and

EQ2	To what extent has the programme contributed to increased capacity at local government level?	
		<p>expenditures</p> <ul style="list-style-type: none"> ➤ Implementation of the national cadastre system in KCC in 2010, to be followed by KDC later in the year ➤ District councillors have limited focus on the need to collect revenues (interview with accountant) <p>2.3.2 Existence of a revenue manual with clear guidelines for revenue management following national legislation</p> <ul style="list-style-type: none"> ➤ Documents and training material from LGFD exist <p>2.3.3 Computerised system for revenue management and collection</p> <ul style="list-style-type: none"> ➤ PETRA financial system has been implemented in KDC from 2009 followed by KCC in 2010 <p>2.3.4 LC financial department staff trained</p> <ul style="list-style-type: none"> ➤ Finance officers and accountants are trained by other programmes (LGFD, PFMR) <p><u>Source of information:</u> Revenue statistics 2007 to 2009, interviews with LGFD, accountants and finance officers KDC and KCC</p>
2.4 To what extent has the LD programme improved budgeting capacity at local government level?		<p><u>Indicator and findings</u></p> <p>2.4.1 Existence of budgeting manuals/guidelines aligned with national legislation/guidelines</p> <ul style="list-style-type: none"> ➤ Councils apply budget format provided from LGFD <p>2.4.2 Inclusive budget covering all expenditures and revenues of the LG</p> <ul style="list-style-type: none"> ➤ Development plans are accompanied by budgets covering all devolved functions and a 3 years rolling budget for infrastructure investments <p>2.4.3 Inclusive and timely budget procedure</p> <ul style="list-style-type: none"> ➤ All investments financed or to be financed by KDERP are included in the budget ➤ Budget inspected in KDC covered 2009 to 2011 period ➤ Allocation from LFD (and GDG) are announced too late for timely budgeting <p>2.4.4 Realistic budgeting (execution compared to budgeted amounts) and ability to plan on a 3 to 5 years horizon</p> <ul style="list-style-type: none"> ➤ Budgeting of own revenues is unrealistic, i.e. the district's total amount is set at SLL 982 Mill. for 2010 or 3 pct. of the actual revenue ➤ Government development grant and the LDF are not budgeted correctly – probably because allocations are not presented from LGPD and DKERP when councils' budgets are prepared in September of previous years <p><u>Source of information:</u> Inspection of KCC and development plan 2010 to 2012, district's budget and development plan 2009 to 2011, revenue statistics 2007 to 2009. Interviews with LGFD, KDERP staff, FOs and accountants from KDC and KCC</p>
2.5 To what extent has the LD programme increased PEM capacity at local government level?		<p><u>Indicators</u></p> <p>2.5.1 PEM manuals prepared (or provided) aligned with national legislation/guidelines</p> <p>2.5.2 Clear procedures for authority to spend following the budgeted amounts</p> <p>2.5.3 Regular (monthly/quarterly) budget follow-up</p> <p>2.5.4 Ability to follow manuals and apply correct procedures</p> <p>2.5.5 Workshop held on performance management (work plans/action plans) together with on-the-job training</p> <p>Programme has little activities on PEM. Results on PEM improvement can mainly be credited the PFMR, LGFD and efforts done by</p>

EQ2	To what extent has the programme contributed to increased capacity at local government level?	
		councils themselves.
2.6 To what extent has the LD programme increased accounting capacity at local government level?		<p><u>Indicators</u></p> <p>2.6.1 Existence of yearly accounts of expenditures and revenues</p> <p>2.6.2 Existence of an accounting system following national standards</p> <p>2.6.3 Existence of an accounting manual</p> <p>2.6.4 Computerized accounting system</p> <p>As for 2.5 on PEM, support to councils in the area of accounting mainly comes from the PFMR– most important novelty is the PETRA financial management system.</p>
		<u>Indicator and findings</u>
2.7 To what extent has the LD programme increased accountability at local government level?		<p>2.6.1 Regular presentation of accounts to the citizens (meetings, information board etc.)</p> <p>2.6.2 Presentation in clear, concise and understandable way</p> <p>2.6.3 Ability and willingness to be questioned by the citizens</p> <p>2.6.4 Regular auditing (internal of from independent national institutions)</p> <p>Significant findings in this area are limited by the fact that the KDERP is not working in the area of accounting. However, it is a matter of fact that the participatory planning process has contributed to make councils' relations with all main actors, particularly Wards committee members, more transparent.</p> <p><u>Source of information:</u> Interviews with WDCs, council staff</p>
	<i>INSTITUTIONAL CAPACITY</i>	
		<p><u>Indicator and findings</u></p> <p>2.8.1 Human Resource problems reduced (absenteeism, lack of motivation/competence, HR turnover)</p> <ul style="list-style-type: none"> ➤ Councils have a core staff of some 10 staff members, although not all positions are filled yet ➤ Some conflicts exist, but HR turnover is reduced slightly in KCC ➤ Acceptance of the role of the chief administrator in the organisation <p>2.8.2 Decision-making processes at LG level</p> <ul style="list-style-type: none"> ➤ More clarity on areas of responsibility for councillors and administrations <p>2.8.3 Monitoring and evaluation system in the form of monthly reports by departments</p> <ul style="list-style-type: none"> ➤ Systematically monitoring is not done and reports are not produced <p>2.8.4 Improved professional development within staff members</p> <ul style="list-style-type: none"> ➤ Information was provided rapidly to the team during the evaluation ➤ Good understanding on behalf of the councillors on their role and that of the staff ➤ More clarity on the tasks and responsibilities related to different positions in particular in the city council <p><u>Source of information:</u> Interviews with councillors and councils' staff</p>
2.8 Did the project contribute to improve administrative efficiency?		

EQ2	To what extent has the programme contributed to increased capacity at local government level?	
2.9 Have LGs improved understanding of respective roles (LG elected representatives, technical staff, citizens)?	<p><u>Indicator and findings</u></p> <p>2.9.1 On the job training on job descriptions and performance appraisals carried out</p> <ul style="list-style-type: none"> ➤ KDERP has advised councils in the definition of required positions and related job descriptions within councils ➤ Improved relations between elected representatives and LG staff members <p>2.9.2 Established joint committees</p> <ul style="list-style-type: none"> ➤ Development committee is functioning with active chairmen ➤ Councils have implemented one investment in common (early childhood and adult learning centre) ➤ Councils have taken initiative to arrange monthly coordination meetings with all actors (currently discontinued) <p>2.9.3 Regular meetings within Councils involving staff and Management Committees</p> <ul style="list-style-type: none"> ➤ Regular meetings are not been held, but informal coordination takes place and is acknowledged by consulted actors <p><u>Source of information:</u> Interviews with councillors, council staff and KDERP staff</p>	

EQ3	To what extent is the programme contributing to improved planning, funding and management of infrastructure investment for service delivery at the local government level?	
DAC criteria :Effectiveness, efficiency		
Issue	Findings/Indicators	
<i>PLANNING</i>		
3.1. To what extent do local governments' development plans reflect and respond to community needs?	<p><u>Indicators and findings:</u></p> <p>3.1.1 Use of participatory approaches in plans formulation</p> <ul style="list-style-type: none"> ➤ Participatory practices and techniques extensively used as a basis for the planning process, through a continued and full-fledged bottom-up consultation process encompassing all levels within the district (communities-wards-councils) ➤ Community leaders duly represented and participate into the different stages of the planning process. <p>3.1.2 Perception/appreciation of community members</p> <ul style="list-style-type: none"> ➤ High degree of communities' satisfaction on responsiveness to their expressed needs. ➤ Widespread recognition of improvements in the capacity of Local Councils to identify and express the needs of the population <p>3.1.3 Overall coverage of development plan</p> <ul style="list-style-type: none"> ➤ Plans are comprehensive and cover different sectors and investment areas in accordance with PRSP adopted clusters. ➤ Lower (Wards) level plans are periodically updated, systematically screened and consolidated into higher (Councils) level plans, reflecting accurately prioritized needs but very limited re-elaboration into consistent and integrated strategies. <p>3.1.4 Implementable plans (relation with funds and human resources)</p> <ul style="list-style-type: none"> ➤ Plans integrate different funding sources, but the relation between planned investment and secured/projected funds is not clearly reflected, nor is the relation with the human resources endowment/capacity of respective implementing bodies. ➤ Plans do not provide a clear and realistic framework for monitoring progress and outcomes as a basis for strategic decision 	

		<p>making.</p> <p><u>Source of information:</u></p> <ul style="list-style-type: none"> -Interviews/focus groups with: programme staff; counsellors and technical officers; community representatives -Review of Council and Wards development plans -Review of programme documents and tools (planning manual)
	<p>3.2 Is local planning well integrated with other planning levels?</p>	<p><u>Indicators and findings:</u></p> <p>3.2.1 LCs officers knowledge of the national planning structure and related provisions</p> <ul style="list-style-type: none"> ➤ Good level of awareness of relevant norms and provisions among consulted officers <p>3.2.2 Integration vs. duplication of activities/functions</p> <ul style="list-style-type: none"> ➤ Planning and budgeting processes and formats in place under LCs leading role and in compliance with national requirements ➤ No evidence of duplication of functions and activities between different government levels ➤ Prospects for further integration are associated to the challenges of the ongoing devolution process ➤ Improvements in the planning process at the local level is starting to enhance donors and (partially) NGOs responsiveness to local priorities thus promoting synergy and limiting duplications and overlapping <p><u>Source of information:</u></p> <ul style="list-style-type: none"> -Interviews/focus groups with: national stakeholders; programme staff; counsellors and technical officers; community representatives -Review of Council and Wards development plans -Review of programme documents and tools (planning manual)
	<p>3.3 To what extent are cross-cutting issues (gender empowerment and environmental standards) being mainstreamed in the planning process?</p>	<p><u>Indicators and findings:</u></p> <p>3.3.1 Involvement of women in the planning process and reflection in the plans</p> <ul style="list-style-type: none"> ➤ Women extensively consulted in the planning process and equally represented in Ward committees and Project Management Committees ➤ No evidence of specific gender-based analysis, criteria and indicators in the plans <p>3.3.2 Environmental provisions in the planning process and measures supported by the Programme</p> <ul style="list-style-type: none"> ➤ Still limited evidence of mainstreaming of environmental aspect in the planning process ➤ Initial support to dissemination of environmental act provisions in conjunction with MDAs ➤ Some measures on environmental management start to be introduced as complement to funded investment <p><u>Source of information:</u></p> <ul style="list-style-type: none"> -Interviews/focus groups with: programme staff; counsellors and technical officers; community representatives -Review of Council and Wards development plans -Review of programme documents
<p><i>FUNDING AND MANAGEMENT</i></p>		

	3.4 How effectively have funds from the programme been transferred to local governments?	<p><u>Indicators and findings:</u></p> <p>3.4.1 Timely and transparent information of available funds</p> <ul style="list-style-type: none"> ➤ Information on funds allocations are made available in the first quarter of the budget year, whereas budget should be ready by September of the previous year ➤ By March 2010 the exact funding available to each council for 2010 is not known yet ➤ Discussions on the sharing of LDF resources for 2010 between KCC and KDC is still ongoing <p>3.4.2 Timely disbursement</p> <ul style="list-style-type: none"> ➤ In 2007 transfer of funds was delayed as procedures were being established. The same applied in the first half of 2009, when the KDERP programme specialist was being replaced. ➤ Since mid 2009 the transfer of programme funds to Kenema has been smooth <p>3.4.3 Correspondence between information of funds, released and received funds</p> <ul style="list-style-type: none"> ➤ Allocation corresponds to received funds in 2007-2009 ➤ For 2010 the total allocation to KDC and KCC has been reduced from USD 200,000 to USD 100,000 <p>3.4.4 Well defined (and respected) payment triggers</p> <ul style="list-style-type: none"> ➤ The payment to contractors are provided in shares of 40%-30%-20%-10% ➤ KDERP and council (chairman, FO, CA) co-sign releases from bank account <p><u>Source of information:</u></p> <ul style="list-style-type: none"> - Interview with councillors, administrations and KDERP staff - Information from ATLAS financial system - AWP 2010 and budget
	3.5 Have funds for operation and maintenance been provided for in the investment plans?	<p><u>Indicators and findings:</u></p> <p>3.5.1 Investment profiles</p> <ul style="list-style-type: none"> ➤ Specific plans for maintenance were not included in the proposals inspected by the team <p>3.5.2 Councils' budget</p> <ul style="list-style-type: none"> ➤ No allocation for maintenance in KDC budget 2009 to 2011 ➤ Own revenues in KDC limited to SLL 29 Mill. ➤ KCC has allocated a limited amount (SLL 12.5 mill) for maintenance of infrastructure in budget 2010 to 2012 ➤ KCC own revenue amounts to SLL 700 Mill in 2009, so some possibility exists for maintenance of infrastructure. <p>3.5.3 Financial plans</p> <ul style="list-style-type: none"> ➤ No financial plans entailing maintenance exist <p><u>Source of information:</u></p> <ul style="list-style-type: none"> - Councils budgets 2009 to 2011 (KDC) and 2010 to 2012 (KCC) - Proposal for funding from LDF (in particular guesthouses and markets) - Revenue statistics 2007 to 2009 - Interview with KDERP engineer and accountants from councils

	<p>3.6 How effectively have investments been managed by local governments?</p>	<p><u>Indicators and findings:</u></p> <p>3.6.1 Procurement procedures regularly followed</p> <ul style="list-style-type: none"> ➤ Procurement procedure appears transparent and follows strictly the NPPA (National Public Procurement Act) provision ➤ Of two contracts revised, one was implemented well while the other has some inadequate implementation <p>3.6.2 Full integration of funds into local budgets</p> <ul style="list-style-type: none"> ➤ Budgets do not include funds for investments from LDF (or GDG) <p>3.6.2 Existence of investment implementation plans</p> <ul style="list-style-type: none"> ➤ An investment implementation plan is prepared ➤ Variances in cost between actual expenditure and project estimates appear minimal in a large number of cases. <p>3.6.3 Implementation of projects on time</p> <ul style="list-style-type: none"> ➤ Implementation seems in general timely ➤ Kenema District Council Guest House project has had some serious delays. <p>3.6.4 Existence of monitoring and evaluation system to assess progress of development plan</p> <ul style="list-style-type: none"> ➤ Project Management Committees are established to monitor and supervise investments ➤ M&E officer and engineer follow-up on implementation as well <p>3.6.5 Regular inspections of construction progress</p> <ul style="list-style-type: none"> ➤ Construction progress is regularly inspected and followed-up by PMCs and KDERP officers <p>3.6.6 Degree of correspondence between development plan, budget and actual investments</p> <ul style="list-style-type: none"> ➤ Investments are included in budget and development plans <p><u>Source of information:</u></p> <ul style="list-style-type: none"> - Procurement documents and interviews with procurement officers - Proposal for investments to the LDF - In depth study of two contracts awarded <p>KDC budget 2009-2011, KCC budget 2010 – 2012 and corresponding development plans</p>
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EQ 4	To what extent is the programme contributing to improved availability of / access to infrastructure and services as a basis for enhancing local economic development dynamics?	
	DAC criteria : Effectiveness	
	Issue	Findings/Indicators

	4.1 To what extent is the programme contributing to improved availability and access to quality infrastructure and services?	<p><u>Indicators and findings:</u></p> <p>4.1.1 Users/beneficiaries' and other stakeholders' appreciation</p> <ul style="list-style-type: none"> ➤ High satisfaction and appreciation by consulted community members, confirmed by LCs/Wards representatives <p>4.1.2 Relevance and quality of funded investments</p> <ul style="list-style-type: none"> ➤ Funded investments relevant to community priority needs ➤ Good quality of works but inadequate provisions for sustainability (see EQ5) ➤ Management/supervision arrangements in place <p>4.1.3 Increased use of facilities/services provided</p> <ul style="list-style-type: none"> ➤ No baseline data; limited number and concentration of investments: evidence limited to observation/analysis of sample of funded investments ➤ Positive impact on availability/access to infrastructure and services: (connectivity; marketing; inputs for agricultural production; early childhood education/day-care; hospitality/accommodation) <p><u>Sources of information:</u></p> <ul style="list-style-type: none"> -Direct sites observation -Interviews with Programme staff, MDAs and Counsellors, focus groups with community representatives /users -Review of programme documents and tolls (project proposals, planning manual)
	4.2 To what extent is access to opportunities for economic initiative and employment improving, with particular respect to the agricultural sector?	<p><u>Indicators and findings:</u></p> <p>4.2.1 Relevance and focus of funded investments and other measures</p> <ul style="list-style-type: none"> ✓ One project (IVS) supporting rehabilitation of swamps for rice productions. Harvest as input for District level seed bank. Relevant and potentially innovative initiative; limitations on provisions for sustainability ➤ Other funded investments economically relevant and improving marketing capacity, although no specific focus on enhancing economic opportunities through value addition/economic linkages/diversification etc.. ➤ Dialogue/involvement of private sector started (consultation in planning process; training on procurement and contracts...) ➤ No direct/structured support to business sector ➤ No clear strategic focus on agricultural development /nor complementary support measures (ABUs, farmers' groups...etc..) ➤ Potential to complement other donors efforts <p>4.2.2 Effects on SMEs creation/up-grading and employment</p> <ul style="list-style-type: none"> ➤ No evidence of direct relation observable (no baseline, limited number/concentration of intervention) ➤ Positive effects on employment mainly through contracted works <p><u>Sources of information:</u></p> <ul style="list-style-type: none"> -Direct sites observation -Interviews with Programme staff, MDAs and counsellors, focus groups with community representatives /users -Review of KDERP (project proposals, annual and monitoring reports) and other donors' programmes documents
	4.3 Is the programme contributing in channelling innovative and value adding approaches to LED?	<p><u>Indicators and findings:</u></p> <p>4.3.1 Evidence of relevance and focus of: programme design, piloted investments and other initiatives</p> <ul style="list-style-type: none"> ➤ Relevant enabling measures for private sector development addressed (basic infrastructure, property registration, dialogue with and trainings for entrepreneurs...)

	<ul style="list-style-type: none"> ➤ Investments rather traditional and not part of integrated sequence ➤ Some potentially innovative elements (Guest houses, IVS....) but little structured into coherent focus ➤ LED studies (economic potential/ICT) poorly owned and little used ➤ LED principles/triggers not addressed yet ➤ Lack of a clear LED focus and vision: a needs-based prevails over a strategic approach to LED ➤ The programme design does not provide a clear conceptual framework as umbrella for LED operations ➤ No built-in criteria to ensure strategic relevance of funded investments form an LED perspective ➤ Relevant LED initiatives in the pipeline (market stimulation, start dialogue with banks etc...) <p>4.3.2 Stakeholders perception and awareness</p> <ul style="list-style-type: none"> ➤ Funded investments and other measures so far are relevant in addressing core priority needs as basis for re-launching economic activity ➤ LED as a new approach and a lengthy process, needs to be built-up gradually and incrementally (programme and UNDP staff perception) <p><u>Sources of information:</u> -Direct sites observation -Interviews with Programme staff, MDAs and counsellors, focus groups with community representatives /users -Review of programme documents and tools (concept paper; Programme Document; papers on economic and ICT potential, missions/ monitoring and annual reports; planning manual)</p>
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EQ 5	To what extent is the programme contributing to enhance local democratic governance?	
	DAC criteria : Effectiveness	
	Issue	Findings/Indicators
	<p>5.1 To what extent is the programme contributing to enhance the system (i.e. functions and mutual relations) of local actors according to national requirements?</p>	<p><u>Indicators and findings:</u></p> <p>5.1.1 Level of enforcement of policies (legal/procedural requirements) on LGs function</p> <ul style="list-style-type: none"> ➤ Compliance with policy and overall performance of LCs in the District is found above average ➤ Specific provisions and processes are being successfully tested and introduced <p>5.1.2 Fulfilment of LCs positions and functions</p> <ul style="list-style-type: none"> ➤ Significant improvement during programme lifespan in positions covered and functions met <p>5.1.3 Relation (interaction/coordination) between different decentralised levels/bodies</p> <ul style="list-style-type: none"> ➤ Improved interaction and synergies reported between different local governance bodies (LCs, Wards, MDAs) ➤ Signification contribution in clarifying mutual roles and functions, particularly relevant for LCs relations with Chiefdoms <p>5.1.4 Ownership and appreciation of the institutional building process by national and local stakeholders</p> <ul style="list-style-type: none"> ➤ High ownership and appreciation of programme contribution, particularly in deploying LCs attributions and integrating different levels of governance <p><u>Sources of information:</u> -Interviews/focus groups with: programme staff; local councils officials and technical officers; community leaders and members -review of programme documents and tools (monitoring and missions reports; planning manual)</p>

	5.2 To what extent is the programme contributing to increased community involvement/ participation at local government level?	<p><u>Indicators and findings:</u></p> <p>5.2.1 Active role of communities in LC activities and processes</p> <ul style="list-style-type: none"> ➤ The participatory planning process as well as the introduction of community-based management and supervision of funded investment leading to a substantial improvement in community involvement and participation at local government level ➤ The programme aims to promote extension of the participatory process down to village levels, although there is no policy/legal provision in this sense yet. ➤ Increasingly broad and regular participation is reported to council meetings and committee. <p>5.2.2 Perception of LCs and communities on mutual relations (responsiveness/accountability/transparency...)</p> <ul style="list-style-type: none"> ➤ sensitisation and training of councils and ward members conducive in changing attitudes and perception towards a new practice of planning ➤ empowered communities and improved processes are enhancing transparency and accountability as well as institutional responsiveness to citizens/community's needs. ➤ only partial focus on coupling improved planning and management processes with awareness building and sensitisation of the population on LCs functions and activities. <p><u>Sources of information:</u> Interviews/focus groups with: programme staff; Local councils officials and technical officers; community leaders and members. Programme documents and tools (annual and monitoring reports; planning manual)</p>
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EQ 6	To what extent are the programme results likely to be sustainable in the longer-term?	
	DAC criteria: Sustainability	
	Issue	Findings/Indicators
	<i>LCS PREPARATION FOR UNCDF EXIT</i>	
	6.1 Evidence that LCs maintain the infrastructure and operations after completion of the intervention (O&M)	<p><u>Indicator and findings</u></p> <p>6.1.1 Evidence of "ownership" of infrastructure & services as reflected in user perceptions</p> <ul style="list-style-type: none"> ➤ WDCs showed good ownership of investments funded by the programme ➤ Training and CD activities are well attended ➤ Programme praised by LCs and MIALGRD <p>6.1.2 Regular payment of user fees (when/ where established)</p> <ul style="list-style-type: none"> ➤ A separate bank account has been established for collecting fees from the new district marked, but revenue is not monitored yet ➤ KCC has set accommodation rates as a low introductory offer, while conditions are improved <p><u>Sources of information:</u> Interviews with WDCs, Project Management Committees, finance officers and accountants</p>

EQ 6 To what extent are the programme results likely to be sustainable in the longer-term?	
6.2 Was the programme conducive to financial viability of service delivery and infrastructure maintenance by LGs?	<p><u>Indicator and findings</u></p> <p>6.2.1 Evidence of emergence of local sources of revenue to maintain the results of the interventions (user fees)</p> <ul style="list-style-type: none"> ➤ According to KCC the market generates substantial revenues, but no information was presented to the team ➤ Little allocated for M&O in councils' budgets ➤ Planning does not focus on financial planning for O&M <p>6.2.2 Other donor financing</p> <ul style="list-style-type: none"> ➤ No other donors are financing M&O for councils' investments <p>6.2.3 National Treasury transfers</p> <ul style="list-style-type: none"> ➤ It is expected that councils' investments will be operated and maintained from own revenues <p>6.2.4 Private-public partnerships</p> <ul style="list-style-type: none"> ➤ No public private arrangements have been established so far <p><u>Sources of information:</u> Interviews with councillors, staff and LGFD</p>
6.3 How far are LCs empowered (legal, technical and economic capacity) to maintain infrastructure and services?	<p><u>Indicator and findings</u></p> <p>6.3.1 Evidence of planning, programming, funding and timely implementation of maintenance of infrastructure</p> <ul style="list-style-type: none"> ➤ Maintenance is not yet prioritised in budgets and allocations are low ➤ Technical capacity is low as councils do not have engineers hired (yet) <p>6.3.2 Evidence of emergence of local sources of financing to maintain the results of the interventions (user fees)</p> <ul style="list-style-type: none"> ➤ Collection of own revenues is still low (see 2.3) <p><u>Sources of information:</u> Revenue statistics 2007 to 2009, KCC budget 2010-2012 and KDC 2009 to 2011</p>
<i>DEVELOPMENT PLANNING AND MANAGEMENT PROCESSES CONTINUE AT LC LEVEL</i>	
6.4 Are LCs empowered (legal, technical and economic capacity) to access additional funding?	<p><u>Indicator and findings</u></p> <p>6.4.1 Evidence of LG capacity to tap on other resources: pooled funds, private-public partnership, national transfers</p> <ul style="list-style-type: none"> ➤ Technically, KCC and KDC are in an early stage in building up an adequate revenue management system (the actual system is managed in excel spread sheets). The implementation of the national Cadastral system and the PETRA (financial management) are keys for initial consolidation and basis for successfully addressing other sources ➤ LGFD intends to 'neutralise' additional funding, i.e. if a district gets additional sources from other sources, their national allocation will be reduced <p><u>Sources of information:</u> Interviews in KDC and KCC and discussion with LGFD during final seminar</p>

EQ 6 To what extent are the programme results likely to be sustainable in the longer-term?	
6.5 It there continued involvement of LGs in development planning and implementation of the kind introduced by the LDP?	<p><u>Indicator and findings</u></p> <p>6.5.1 Improved working relations with service providers, institutions and citizens</p> <ul style="list-style-type: none"> ➤ Better involvement of all stakeholders in the planning process, though private sector's involvement could be enhanced ➤ Limited amounts available for investments might turn into a disincentive for the participants in the planning process as only a few identified projects can be funded ➤ Administrative grants from government finance sitting fees for ward committees, which constitutes an additional incentive for WDCs <p><u>Sources of information:</u> Interviews with WDCs, LGFD, council staff</p>
<i>PHASING OUT STRATEGY IN PROGRAMME DESIGN</i>	
6.6 Were sustainability concerns integrated into programme design?	<p><u>Indicator and findings</u></p> <p>6.6.1 Local authorities involved in the drawing of UNCDF's programme, its implementation and its evaluation</p> <ul style="list-style-type: none"> ➤ Counterparts were highly involved in the formulation of the KDERP and the outcome of the present review ➤ Kenema district and city were selected because of their potential for economic development and interest ➤ Team leader placed in MIALGRD and programme team in district council office ➤ Programme is implemented through MIALGRD and LCs ➤ Steering committee is not functioning <p>6.6.2 Existence of central institutional arrangements to steer the LD process from local level (local committees etc)</p> <ul style="list-style-type: none"> ➤ MIALGRD has a specific interest in LED, but no arrangements for steering it between central and local level have been established yet <p><u>Sources of information:</u> Programme Concept note (2006), Interviews with KDERP, MIALGRD, KCC and KDC staff</p>
6.7 Has political advocacy for the LDP approach been successfully carried out at the local and national levels?	<p><u>Indicator and findings</u></p> <p>6.7.1 Number of high-level meetings between UNCDF's programme management and central govt</p> <ul style="list-style-type: none"> ➤ High level meetings are not carried out regularly as a steering Committees is not operating <p>6.7.2 Coordination mechanisms in place at national level</p> <ul style="list-style-type: none"> ➤ Information from programme activities are disseminated from programme to MIALGRD by the Team Leader located in the ministry ➤ The not functioning of a steering Committee has negatively affected the sharing of consistent and homogenous knowledge of the programme among key national stakeholders <p><u>Sources of information:</u> Interviews with KDERP staff and UNCDF programme officer</p>

EQ.6	
To what extent are the programme results likely to be sustainable in the longer-term?	
6.8 Are the programme's means (technical and financial) adequate to the absorption capacity at the local level (LGs, associations, national decentralised institutions)?	<p><u>Indicator and findings</u></p> <p>6.8.1 Better understanding and commitment from LG administration to the project's goals</p> <ul style="list-style-type: none"> ➤ Councillors and staff are committed to the programme <p>6.8.2 Ability of the Councils to follow the pace of the projects' activities</p> <ul style="list-style-type: none"> ➤ Programme designed is well aligned with expected absorption capacity of LCs and MIALGRD ➤ Activities are coordinated and integrated to the work plans of the councils ➤ Delays in providing information on the level of annual LDF funding affect LCs capacity to plan and follow-up on the budgetary process <p><u>Sources of information:</u> Interviews with councillors and councils' staff</p>
EQ.7	
How effective has management of the programme been at national and local level?	
DAC criteria: Efficiency	
Issue	Findings/Indicators
7.1 How well is the management system embedded in government institutions?	<p><u>Indicator and findings</u></p> <p>7.1.1 Management arrangements, appointments/secondments</p> <ul style="list-style-type: none"> ➤ Programme team leader/decentralisation expert is well integrated in MIALGRD ➤ Programme activities are to a large extent integrated into counterparts' work plans ➤ KDERP annual work plan (AWP) is presented and discussed with counterparts in the beginning of the year <p>7.1.2 Alignment of funding to national system</p> <ul style="list-style-type: none"> ➤ Funding is carried out in parallel to national system with direct payment of activities and equipment from UNCDF/UNDP to ministries and from a KDERP bank account in Kenema (DEX modality), whereas the normal government procedure would entail the set-up of a separate account in LGFD <p><u>Sources of information:</u> KDERP programme document, interviews with KDERP staff and officials from MIALGRD, LGFD</p>
7.2 How effectively has management delivered on the annual work plans?	<p><u>Indicator and findings</u></p> <p>7.2.1 Programme targets implemented</p> <ul style="list-style-type: none"> ➤ Most activities in the Result and Resource Framework (RRF) and the subsequent annual work plans are implemented ➤ Main deviation is gender mainstreaming, which was shifted to the regional UNDP GELD programme ➤ The support to Agriculture Business Units (ABUs) didn't take place ➤ Implementation in 2007 was delayed due to the setting up of a proper system including delegation to project staff in Kenema ➤ Implementation in first half of 2009 was affected negatively due to change in the position as programme officer in the UNCDF office <p>7.2.2 Technical assistance delivered</p> <ul style="list-style-type: none"> ➤ Councils and MIDLGRD are in general satisfied with the quality of TA

EQ.7 How effective has management of the programme been at national and local level?	
	<ul style="list-style-type: none"> ➤ TA for the new practice area LED seems not to have been adequate ➤ Training on a new M&E system is pending ➤ TA for the preparation of sustainable investment proposal seems to have been not adequate <p>7.2.3 Actual spending compared to budget</p> <ul style="list-style-type: none"> ➤ USD 1.9 Mill. (plus approx. 600,000 USD from Government Development Grant, GDG) spent by end 2009 compared to budget of USD 3.9 Mill including Government DG of USD 1.2 mill ➤ Some instability in funding from UNCDF/UNDP has affected project implementation e.g. in 2010 budget was cut from USD 1,256,392 to USD 950.000, which included a 50% reduction of the LDF to USD 100,000 <p><u>Sources of information:</u> Financial information (ATLAS) from UNCDF, KDERP programme document, annual reports, monitoring reports, inspection of investments and their preparation, analysis of the LED results so far.</p>
7.4 How well has monitoring and evaluation been linked to the management processes?	<p><u>Indicator and findings</u></p> <p>7.4.1 Up to date indicators of project progress, regular and informative reports, existence of base line study</p> <ul style="list-style-type: none"> ➤ Systematic monitoring mainly done on investments, training and CD ➤ Quarterly monitoring and annual reports are narrative and activities and progress are not measured against indicators ➤ Baseline study does not exist, partly because good statistic lacks in SL ➤ A system for monitoring and evaluation exist in MIALGRD, but no data sets are existing yet <p><u>Sources of information:</u> KDERP programme document, annual reports, monitoring reports, KDERP information on investments and training. Interviews with KDERP staff</p>
7.5 Are M&E data and reporting used to make strategic decisions about service delivery and for drawing lessons from experience?	<p><u>Indicator and findings</u></p> <p>7.5.1 Degree of use of data from M&E to make investment decisions</p> <ul style="list-style-type: none"> ➤ Limited. Decision on investments are based on needs expressed by WDCs and councils' priorities <p>7.5.2 Degree of use of data and reports to enhance knowledge basis of local and national policy makers</p> <ul style="list-style-type: none"> ➤ Annual and quarterly reports used for development of national policies ➤ M&E system is too weak to constitute a basis for strategic decision making <p><u>Sources of information:</u> KDERP programme document, annual reports, monitoring reports, Interviews with councils</p>

EQ 8 How well have partnerships with the government and donors supported the programme?	
DAC criteria : Effectiveness, sustainability	
Issue	Findings/Indicators
8.1 Has the partnership facilitated implementation and fostered synergies/ harmonisation of efforts in relevant fields?	<p><u>Indicators and findings:</u></p> <p>8.1.1 Relation with direct counterparts (status/appreciation, and evidence of value-addition vs. limitations)</p> <ul style="list-style-type: none"> ➤ Smooth partnership with GoSL favoured by a particularly conducive decentralisation framework ➤ High appreciation of KDERP contribution by GoSL officials (location within MIALGRD very conducive)

		<ul style="list-style-type: none"> ➤ Smooth relation with UNDP (ownership and division of responsibilities) ➤ Delays/limited predictability of transfers from GoSL/UNCDF may limit the potential of effective implementation ➤ Direct execution limits involvement of the Ministry of Finance/LG Dept. <p>8.1.2 Synergies established with other actors (complementary initiatives/new partnerships, cross-fertilisation)</p> <ul style="list-style-type: none"> ➤ The programme is gaining legitimacy and recognition, although the evolving positioning of UNDP in the decentralisation process has been delaying partnership-building for upscaling/replication opportunities ➤ Still limited evidence of specific complementarity and value adding synergies, but strong potential and ‘momentum’ for enhancing strategic partnership with donors <p>8.1.3 Framework for harmonised support to decentralisation (coordination/communication between relevant stakeholders; partnership arrangements; pooled funding mechanisms; sector/thematic platforms,....)</p> <ul style="list-style-type: none"> ➤ Evidence of an active role of the programme in contributing to the harmonisation of donors’ efforts and partnership with GoSL (participation in the task force on decentralisation; donors’ coordination meetings; planned effort for harmonisation of decentralized planning methods and tools) <p><u>Sources of information:</u></p> <p>-Interviews with: national stakeholders (GoSL officials, donors); programme staff; -Review of programme documents and other relevant documents (other donors’ programmes, national strategies and policies)</p>
	8.2 Are additional resources mobilized for programme implementation/replication?	<p><u>Indicators and findings:</u></p> <p>8.2.1 Additional investment funds leveraged</p> <ul style="list-style-type: none"> ➤ No evidence at mid-term of additional funds leveraged <p>8.2.2 Up-scale (national roll-out) and replication (other areas) of the programme</p> <ul style="list-style-type: none"> ➤ No evidence of up-scale and replication at mid-term, but strong interest in replication expressed by GoSL and reported by other districts ➤ At this stage, the possible extension of support measures to other Districts seems more relevant than national roll-out of innovative models <p><u>Sources of information:</u></p> <p>-Interviews with: national stakeholders (GoSL officials, donors); programme staff; -Review of programme documents and other relevant documents (other donors’ programmes, national strategies and policies)</p>
	8.3 Has the programme channelled the recognition of UNCDF’s role and approach?	<p><u>Indicators and findings:</u></p> <p>8.3.1 Awareness/recognition/appreciation of KDERP/UNCDF activity and opportunity for further engagement/strategic partnerships and alliances at the national level</p> <ul style="list-style-type: none"> ➤ Fair awareness and appreciation of KDERP/UNCDF by most relevant stakeholders ➤ Risk of excessive emphasis of UNCDF overshadowing the Councils. <p>8.3.2 Donors adopting specific practices piloted by the programme</p> <ul style="list-style-type: none"> ➤ Some initial evidence of other donors adopting similar practices to KDERP (JICA located within MIALGRD; WB/DecSec and JICA organises national training on Wards level planning...) ➤ Interest in LED approach and potential for buy-in, but need further evidence on added value and innovative nature of the approach. <p>8.3.3 Involvement in the preparation/implementation of key relevant policies and strategies</p> <ul style="list-style-type: none"> ➤ UNCDF/KDERP engaged in a (highly valued) close dialogue and cooperation with MIALGRD in support to the reform process on decentralisation

	<p><u>Sources of information:</u></p> <ul style="list-style-type: none"> -Interviews with: national stakeholders (GoSL officials, donors); programme staff; -Review of programme documents and other relevant documents (other donors' programmes, national strategies and policies)
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EQ 9	TO what extent were piloted approaches conducive to policy developments?	
DAC Evaluation criteria : Effectiveness		
Issue	Findings/Indicators	
<p>9.1 Did the programme induce policy improvements in the fields of decentralisation and local development?</p>	<p><u>Indicators and findings</u></p> <p>9.1.1 Awareness/appreciation by relevant national stakeholders</p> <ul style="list-style-type: none"> ➤ Recognised positive contribution to policy debate and advances, particularly in the areas of: revenue generation, fiscal management and participatory planning and management. <p>9.1.2 Evidence of specific policy improvements (sector reforms, norms and regulations, by-laws...)</p> <ul style="list-style-type: none"> ➤ Decentralisation policy is in progress, rather fluid dynamic and open-ended process. Difficult to ascertain impact/specific contributions. ➤ KDERP complements GoSL policy supporting the implementation of a full-fledged bottom-up participatory planning at the local level ➤ Contribution to formulation of draft policy for decentralisation (one international and one national expert fielded) ➤ Limited evidence of specific policy improvement associated to practices piloted by the program. The value of the programme to date more in supporting the implementation of policy/legal provisions, rather than testing/piloting solutions as original input for policy-making. <p>9.1.3 Tools and mechanisms in place for mainstreaming tested practices</p> <ul style="list-style-type: none"> ➤ Strong potential and need for testing and innovation as basis for policy advances and mainstreaming, particularly on LED approaches and LCs/Chiefdoms relations (particularly in revenue management) ➤ Consistent MIS and M&E systems are key for harmonisation and mainstreaming of policies and tools, but national monitoring system still in definition <p><u>Sources of information</u></p> <ul style="list-style-type: none"> -Interviews with: national stakeholders (GoSL officials, donors); programme staff; -Review of programme documents and other relevant documents (national strategies and policies) 	

ANNEX 8: OPINION SURVEYS FOR NATIONAL AND LOCAL STAKEHOLDERS

The survey, adapted to the degree of exposure to the programme of the two audiences, was administered in the form of two questionnaires. The questionnaires included respectively 22 and 36 questions, reflecting and detailing the eight core evaluation questions and asking stakeholders' feedback on a rating scale 1 to 5.

The results of the questionnaires – presented below and referred to a sample of the ten most significant questions for each questionnaire - mostly confirm the findings of the review, and indicate a fairly good degree of understanding and appreciation of the programme objectives and results by national and local stakeholders. The average rating for the ten questions resulted almost coincident (3.66 at national level, and 3.7 at local level). At national level, the highest scores were attributed to: relevance of the Programme (4.8); support to policies (4.1); contribution to increase in human capacity and embedding in government structures (3.92); responsiveness to community needs (3.91). Relatively lowest scores were attributed to: gender focus (3); contribution to enhanced economic opportunities in agriculture (3.17); contribution to donor's harmonisation (3.3); relevance for private sector (3.46).

Highest score at the local level were attributed to: relevance and value of funded investments (4.07); contribution to increase community involvement and participation (4); contribution to increase in LCs accountability (3.93); effective management (3.9). Relatively lowest scores were attributed to: gender focus/women participation (3.4); contribution to enhanced economic opportunities and employment (3.5).

National level survey:

Selected questions: (ranking scale 1 lowest to 5 highest):

No.	Question	Average score	Respondents
1	Rate the consistency between programme design and national PRSP or equivalent national strategy document.	4,08	12
3	Rate the extent to which programme activities meet the needs of the private sector	3,46	13
5	Rate how well the programme has integrated gender issues	3	10
7	Rate the extent to which the programme has contributed to increased human capacity at the local level	3,92	12
10	Rate the extent to which local development plans take into account and respond to community needs	3,91	11
11	Rate the extent to which the programme has contributed to improved funding and management of infrastructure investment for local service delivery	3,75	12
12	Rate the extent to which the programme has contributed to enhance opportunities for economic development in the agricultural sector.	3,17	12
16	Rate how well the programme management is embedded in government institutions	3,92	13

20	Rate how well the programme has promoted the establishment of a framework for the harmonisation of donors' support	3,3	11
22	Rate how well the programme has contributed to policy improvements in decentralisation and local development	4,1	13
Average score:		3,66	

Local level survey:*Selected questions:* (ranking scale 1 lowest to 5 highest):

No.	Question	Average score	Respondents
7	Has the programme strengthened human resources development capacities?	3,53	30
13	To what extent has the Programme increased accountability at the local level?	3,93	28
18	Did the Programme contribute to improve administrative efficiency?	3,67	27
20	To what extent do local councils development plans take into account and respond to community needs?	3,86	28
22	Rate women's participation in the Local Government planning process	3,44	27
26	Do you think the investments funded through the Programme are valuable?	4,07	28
28	To what extent has the Programme contributed to improved opportunities for economic activity and employment?	3,5	26
31	To what extent has the Programme increased community involvement/participation at local government level?	4	27
35	To what extent is the programme aligned with local government departments' standards and procedures?	3,5	26
36	How effectively has the Programme management delivered on the annual work plans?	3,9	26
Average score:		3,70	