



Evaluation of the “Delivering Results and
Accelerating Public Sector Reform with
Diaspora Resources and Experts from the South” Project

Final Report

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Acronyms

AFC	Agenda For Change
CV	Curriculum Vitae
DAG	Diaspora Project Advisory Group
DENI-SL	Direct Expatriates National Investment – Sierra Leone
DEX	Direct Execution Modality (UNDP)
DFID	Department for International Development
GoSL	Government of Sierra Leone
HRMO	Human Resources Management Office
IOM	International Organisation for Migration
M&E	Monitoring and Evaluation
MDA	Ministries Departments and Agencies
MPPA	Ministry of Presidential and Public Affairs
MoFED	Ministry of Finance and Economic Development
ODA	Office of Diaspora Affairs
OSIWA	Open Society institute West Africa
PSRU	Public Sector Reform Unit
PRSP	Poverty Reduction Strategy Paper
SOE	State Owned Enterprise
SPU	Strategy and Policy Unit
TOR	Terms of Reference
UK	United Kingdom
UNDP	United Nations Development Programme
USA	United States of America
WB	World Bank

1. Introduction

This evaluation was commissioned by UNDP, on behalf of the Diaspora Project Advisory Group, to achieve a fair, objective and accurate assessment of the project performance during the two years of the existence of the “Delivering Results and Accelerating Public Sector Reform with Diaspora Resources and Experts from the South” Project, commonly known as the ‘Diaspora Project’. The evaluation was expected to produce recommendations which are creative, comprehensive and tangible enough to be put into immediate and effective use, once approved by the Diaspora Project Advisory Group.

The purpose of the evaluation is to 1) assess the performance of the diaspora project during the two years of its existence; 2) identify challenges and lessons; and 3) provide concrete recommendations on how to strengthen a diaspora programme that contributes to a sustainable socio-economic development of the nation.

The ‘Diaspora Project’ has been in operation since September 2008. The project was originally designed for one year and successfully negotiated two No Cost Extensions from the donor (August 2009, August 2010). The Project Document required an independent evaluation to be commissioned in the fourth quarter of the first year to inform the level of second year support to the project. This evaluation is the realisation of that requirement, but will instead inform the final six months of the project (to July 2011) and a potential future diaspora programme.

The evaluation mission was carried out over twenty two days during December 2010 – January 2011 including planning, document review, fieldwork, preparation and finalisation of the evaluation report. The evaluation was carried out by Maria McLaughlin (international consultant) and Hindowa Momoh (national consultant).

The Evaluation Report outlines the project context, the evaluation methodology and the evaluation findings, conclusions and recommendations.

The evaluation team are very grateful to UNDP Sierra Leone, Office of Diaspora Affairs, Public Sector Reform Unit, Human Resources Management Office, the various ministries, departments and agencies (MDAs), and to the diaspora experts for their contribution, support and active participation in this evaluation exercise.

2. Executive Summary

The “Delivering Results and Accelerating Public Sector Reform with Diaspora Resources and Experts from the South” Project, commonly known as the ‘Diaspora Project’ aimed to support the President’s public sector reform agenda by providing the services of at least thirty-five experts during a one year period. The beneficiary of this project output was the public sector. The first year was expected to serve as a pilot, and plans for an extension into the second year drawn up as a result of a review. Going into the second year of the project, an output was added to establish a system for better targeting diaspora remittances onto the most critical sectors.

The one year Diaspora Project evolved into a three year project, following the granting of two No Cost Extensions. The evaluation reviewed the two years of the project’s existence (since September 2008). The evaluation assessed the Diaspora Project according to five internationally recognised criteria (relevance, effectiveness, efficiency, partnerships, sustainability) and corresponding questions

The evaluation found that the project concept was forward-looking, innovative and responded to a genuine need inside the MDAs given the capacity deficit inside the country after the decade-long civil conflict. However, it was not strategically designed implemented or managed. The project was expected to respond to critical gaps in MDAs but weaknesses in project design resulted in confusion over whether this referred to gaps in service delivery or in reform of public institutions. Greater linkages with technical actors on the public sector reform agenda could have contributed to a more strategic delivery on this project.

Twenty five diaspora experts were placed in 11 MDAs for a total of 531 person months, exceeding the anticipated 420 person months, although the project did not achieve the placement of 35 experts as anticipated. The preference for contract extension of existing experts (some up to 2.5 years) may have been more efficient but went against the project concept of ‘short term’ capacity. There are differences of opinion on the quality of expertise placed at the MDAs, however, of the 25 experts performance evaluated in May 2010, 15 had their contracts extended to the end of the project or extension was being recommended, indicating the overall approval of the receiving MDAs. Of the 10 not extended reasons given, amounted to either the expert choosing to move on or disinterest from the MDA. In over half the cases, the experts are engaged in direct service delivery and the departure of the existing 15 experts at the project end (July 2011) will have significant consequences for these MDAs. The lack of counterparts is part of a general lack of exit strategy by the MDAs for the end of this current Diaspora Project in July 2011 and should be addressed urgently

The project document assumed that public sector reform, and especially in the public service pay structure would have progressed to the point where MDAs could offer salaries attractive enough to absorb the diaspora experts in positions and salaries comparable with that which they were paid on the project. In effect, pay reform is expected to be rolled out from April 2011 but no information is currently available on which order MDAs will benefit. The likelihood is that MDAs will not have attractive enough packages at their disposal by the end of the project to allow them to retain the experts.

The project has produced a Remittances Strategy which is awaiting response of MoFED and banking stakeholders. Progress on its implementation will require a coordinated and strategic commitment from Government and private sector actors. The DENI products provided radical proposals on diaspora investment in state owned assets and may have opened a wider debate on diaspora investment in the development of the formal private sector in Sierra Leone, and on the capitalization of SOEs to be privatized. Engagement of UNDP on this initiative has concluded and further progress will demand significant Government commitment, placement within the broader agenda of privatization of state owned enterprises, and analysis of comparative best practices on citizen investment in the privatization of state owned enterprises.

The Diaspora Project Advisory Group (DAG) has been responsible for steering the Diaspora Project, chaired by the Minister of Presidential and Political Affairs and later the Chief of Staff. UNDP maintained fiduciary responsibility for the project. The leadership roles of the PSRU and HRMO were not realized, leading to a loss in terms of their human resources and public sector technical leadership of the project. Following the recommendations of from the 2010 performance evaluations (and conditions for the 2010-2011 No Cost Extension), the HRMO and PSRU are expected to take much greater roles in leading the project management, and there is some evidence that this has begun in the PSRU.

The evolution of the project's Diaspora Unit into the Office of Diaspora Affairs as an institution of Government has provided an important opportunity for long term management of diaspora engagement interventions. However, the experience of this project has demonstrated that the ODA can be more instrumental in a role as a facilitator of projects to be led by technical MDAs, who are better placed to provide specific services to the diaspora community.

The Diaspora Project has been a useful starting point for engagement of the diaspora on national development issues. However the project lens is narrow by nature and the DAG mandate can be expanded to provide leadership on the Diaspora agenda more broadly and play an oversight role to ensure that projects are within an established policy framework. Identification and involvement of potential stakeholders in Diaspora communities is crucial to this expansion.

Going into the final 6 months of the Diaspora Project, the DAG and the project implementation team must strategically revise the recommendations the May 2010 performance appraisal of experts. The remaining period of the project can be best used to address the recommendations that will capitalize on the achievements and capture the learning from the project for the benefit of future initiatives. The DAG will also have the lead on the high level analysis and implementation of the recommendations of this current evaluation.

Short term recommendation to capitalize on the six months remaining of the project life include the creation of a database on project experts, applicants and diaspora networks and institutions globally and an update of the ODA website. Significant impacts which have occurred in MDAs, and the capacity building/skill transfer techniques employed successful by experts should be documented. The proposed strategic plan on the future of the ODA is urgently required, as are exit strategies in MDAs to prepare for the departure of existing experts.

For the longer term, ie outside of this current 'Diaspora Project' a profiling study of Sierra Leone Diaspora is recommended to assess the kind of potential and projects which are likely to engage the diaspora in the development of Sierra Leone.

In terms of public sector reform projects, an assessment of the strategic utility of short term capacity interventions for public sector reforms is necessary as part of the current wider review of public sector reform infrastructure. Any capacity for public sector project should be based in PSRU, supported by HRMO. A distinction should be made between short term (3-6 months) diaspora experts to enhance service delivery and medium term experts (1-2 year) to carry out institutional change and policy development. Timeframe available for contracting, human resource management procedures, definition of capacity 'gap', and capacity building/skill transfer models to be used should be determined before embarking on such project.

Based on the evidence gathered through this project, initiatives can be established at the Ministry of Finance and Economic Development to implement the proposed Remittances Strategy and at the Ministry of Trade and Industry to facilitate private sector investment and business start-ups by short and long term diaspora returnees. The role of the Office of Diaspora Affairs should be to promote and support the operation of these projects through its communications channels to diaspora networks and Sierra Leone embassies and consulates.

3.1 Country Context

While Sierra Leone has made progress in recovering from conflict since 2002, significant areas of the state and economy remain under-developed. Decades of poor governance and socio-economic collapse from 1970s to the early 1990s followed by the civil war created acute shortage of professional, technical and managerial capacity¹ in the public service in Sierra Leone. Although successive governments from 2002 have focused on the restoration of state institutions, design and implementation of national policies, development programmes, strategies and plans, the country still lingers towards the bottom of the human development index.² Shortages in human and institutional capacity in critical sectors threaten to undermine long-term development and short-term consolidation of peace.

Improving governance, effective and efficient delivery of public goods and services is central to the Government of Sierra Leone development strategy, *An Agenda for Change (PRSP II 2008-2012)*. The *Agenda for Change* addresses four priorities for socio-economic transformation and development namely: 1. Enhancing National Electricity; 2. Developing the National Transportation Network; 3. Increasing Agricultural Productivity and Competitiveness; 4. Promoting Sustainable Human Development. Public Sector Reform is identified as key to implementation and monitoring on these priorities, with the objective to 'build sustainable institutional capacity to strengthen and improve the public sector's ability to deliver efficient, effective and accountable services'.³ The Government is implementing the *Sierra Leone Public Sector Reform Programme (2009-2012)* to address these issues.

The Government is also aware that in order to create an enabling environment for increased investments by diaspora actors in the socio-economic development of Sierra Leone, a remittance strategy and policy framework is needed. This Project seeks contribute to the public sector reform and investment leveraging agendas of the Government of Sierra Leone.

The Diaspora Project is an innovative approach to coordinate and optimise the contribution of the experience, know-how and financial resources of Sierra Leonean nationals in the diaspora for the social, political and economic development of the country.

3.2 Project Rationale

With many of the country's best educated, experienced and successful professionals residing in the diaspora, an innovative approach was needed to tap into this "Migrant Capacity" for the benefit of the country. As part of the wider public sector reform and investment leveraging agendas, the Government of Sierra Leone and UNDP responded by developing the project

¹ It is estimated that more than 30% of the country's professional and educated nationals have left the country. More than 500,000 Sierra Leoneans reside in the USA and UK alone.

² Human Development Index 2010.

³ *An Agenda for Change (PRSP II) 2008 - 2012*

“Delivering Results and Accelerating Public Sector Reform with Diaspora Resources and Experts from the South”⁴.

The Diaspora Project capacity building component provides for a short-term, stop gap, public sector capacity building measure by facilitating qualified and experienced nationals in the diaspora to return home and participate in the development of their country. Through the project the diaspora technical experts are placed for an initial one year period in critical government ministries, departments and agencies (MDAs) of the public service. The project’s capacity building component compliments and contributes to the broader public sector reform⁵ measures in progress.

The critical human capacity gaps being addressed reflect the priority areas within the President’s Agenda for Change. The project aims to add value to the capacity to MDAs to support them in achieving their targets and improving service delivery. A critical gap assessment was conducted within priority MDAs to determine to terms of references of recruit experts. Recruitment focused on skills which were not available inside the country and could not be developed in the short-term.

The government is also aware that leveraging on migrant remittances and creating the enabling environment is a prerequisite for increased investments and overall promotion of socio-economic development in Sierra Leone. It recognized that in delivering these results and attracting investments by its significant Sierra Leonean diaspora community, a remittance strategy and policy framework had to be put in place.

A Diaspora Unit was established to manage the project under/with the support of the Directorate of Public Sector Reform/Public Sector Reform Unit in the Office of the President. The project was to be managed in coordination with the relevant MDAs. The Strategic Planning Unit of the Office of the President was expected to provide strategic and policy guidance to ensure its effectiveness and coherence within the Government’s Agenda for Change.

3.3 Project Outcome and Outputs

The expected outcome of the project is *‘enhanced quality of national development policy implementation through the transformative leadership support and capacity development’*.

The project aims to deliver the following outputs:

1. Functional Unit to lead and manage the operations of the Trust Fund established;
2. Over 35 experts identified and provided to fill critical positions;
3. Remittance policy and regulatory framework in place and used.

It was anticipated that the Government of Sierra Leone would subsume this Diaspora Project under the leadership and coordination of the Public Sector Reform Unit (PSRU) and Human Resources Management Office (HRMO) over 3-4 years.

⁴ Commonly known as ‘Diaspora Project’

⁵ The Public Sector Reform Unit (PSRU) spearheads the public sector reform agenda, while the Human Resources Management Office (HRMO) leads on reform of public service recruitment.

4. Evaluation Methodology

4.1 Scope of the Evaluation

The evaluation reviewed the two years of the project's existence (since September 2008). The evaluation assessed the Diaspora Project according to five internationally recognised criteria⁶ and corresponding questions as outlined in Table 1 below.

Table 1. Definition of evaluation criteria

Criteria	Definition
Relevance	Extent to which the activities designed and implemented were suited to priorities and realities.
Effectiveness	Extent to which the project has achieved its intended outputs and objectives.
Efficiency	Measurement of the outputs in relation to the inputs.
Partnership	Extent to which the project brings together relevant stakeholders to achieve project objectives.
Sustainability	Assessment of the ability of supported activities and functions to continue after the project ends.

4.2 Method and Approach

The evaluation exercise was wide-ranging, consultative and participatory, involving a combination of comprehensive desk reviews, analyses and interviews. While interviews were a key instrument, all analysis was based on observed facts to ensure that the evaluation was sound and objective. Data was collected in hard copy or electronic versions from the ODA, UNDP, HRMO, PSRU, MDAs, diaspora experts and others relevant project actors. The key inputs to the review were the following:

- 1) *Semi Structured Interviews with key informants*: Minister of Presidential & Public Affairs; Chief of Staff; Diaspora Project staff; 7 benefitting MDAs; 15 Diaspora Experts; Director General Public Sector Reform Unit; Director General (and Directors) Human Resources Management Office; UNDP; OSIWA; parallel MDA short term capacity through diaspora projects (WB, IOM); and others key informants as necessary.
- 2) *Substantive documentation*: Original project document for the diaspora project; the President's Agenda for Change; diaspora project internal planning documents; all substantive reports (especially internal evaluation of diaspora experts June 2010); minutes from Diaspora Project Advisory Group meetings; policy documents on Public Sector Reform; project documents for parallel short term MDA capacity through diaspora projects, and other documents⁷ as deemed necessary by the evaluation team.
- 3) *Operational documentation*: Organisational structure and management arrangements of the diaspora project; TORs and CVs for key diaspora project staff ; documentation on diaspora experts' recruitment guidelines and processes (decision making, recruitment, coordination); official correspondences and other records of exchanges between the diaspora unit, MDAs and diaspora experts; and others as deemed necessary by the evaluation team.

⁶ This criteria has been adopted by a number of international agencies.

⁷ See Annex 7. Documents Consulted.

5.1 Relevance

5.1.1 Project Strategy

Following his election in September 2007, the President of Sierra Leone requested the assistance of UNDP to procure the services of Sierra Leoneans in the diaspora and relevant experts from the south to address critical capacity gaps in the public sector, to provide leadership to priority programmes in the President's agenda aimed at consolidating democracy and peace, revitalizing the economy and improving the living standards of the citizenry.⁸ The Government was working with the development community on a holistic public sector reform framework that would ensure the capacitation of institutions of governance and service delivery within an enabling, results-oriented sustainable environment.⁹

The project aimed to support the President's public sector reform agenda by providing the services of at least thirty-five experts during a one year period, using the 'Trust Fund for Diaspora and Experts in the South'.¹⁰ The beneficiary of this project output was the public sector. The first year was expected to serve as a pilot, and a thorough review of its results was to be undertaken by the implementing partners at the end of the year, and plans for an extension into the second year drawn up as a result of this review.

Going into the second year of the project, an effort was to be made to establish a system for better targeting diaspora remittances onto the most critical sectors. However, no strategy was developed in the revised project document (2009) for the additional third output on diaspora remittances and investment.

Based on the lessons learned from international initiatives and the specific context in Sierra Leone, the Government of Sierra Leone and UNDP signed a Project Document in July 2008 to produce the following two outputs:

- Output 1: Functional Unit to lead and manage the operations of the Trust Fund established;
- Output 2: Over 35 experts identified and provided to fill critical positions.

Project implementation was launched in September 2008. In 2009 the Project Document was revised to add the following third output:

- Output 3: A remittance policy and regulatory framework in place and used.

The Directorate of Public Service Reform (later Public Sector Reform Unit) in the Office of the President was expected to manage the project and lead the operational aspects of the diaspora mobilization as part of the overall public sector reform process. The PSRU was to be supported in this through the creation of a Diaspora Unit. The Strategy and Policy Unit, also in the Office of

⁸ 'Diaspora Project' Project Document

⁹ A Public Sector Reform Programme was finalized in February 2009

¹⁰ The 'Trust Fund for Diaspora and Experts in the South' was intended to provide incentives for the critical experts in the priority sectors and programmes identified by the President, pending the finalization of the revised public service salary scales. The PRODOC also mentions that the TFDES would provide incentives including salaries for those already in the public service positions, and full salaries for the secondments and other ad-hoc advisory, as well as travel and living allowances of diaspora experts. This provision was not developed into a project output.

the President, was expected to provide policy guidance and advice [to the Project], and monitor the performance of the MDAs.

5.1.2 Project Concept

The project concept had a sound basis in that it came out of the identification by various actors of the existence of key capacity gaps in MDAs and it belonged to a wider framework of public sector reform interventions. However, analysis of the Project Document reveals a number of limitations that had an impact on the operational and strategic implementation of the project. The limitations are listed below.

1) Project timeframe

The timeframe for delivery was counterproductive to the project intention. With a one year pilot, estimating six months for Diaspora Unit set up, staff recruitment, establishment and implementation of expert recruitment, only six months remained for expert contracts. Yet the project sought to recruit experts for a one year minimum, putting project implementation in a permanent state of seeking extensions from the beginning. If truly pilot in nature, Year 1 of the project should have focused on placements for short term service delivery capacities only.¹¹ If the project design was to attract diaspora experts to inject institutional capacity, then a project timeframe of at least two years should have been envisaged.

2) Management arrangements

The management arrangement arrangements described by the Project Document were not executed in the project implementation. Instead of the Project Steering Committee (UNDP, PSRU, SPU), a Diaspora Project Advisory Group (known as DAG) was established to 'coordinate the validation of the list of experts and the match-making processes transparently, manage the corresponding components and ensure progress according to time schedule, expected outputs and within budget'.¹² The terms of reference for the DAG only relates to Output 2 (placement of experts) and by implication Output 1. Output 3 (remittances and investment) was managed directly by UNDP and decisions taken were reported to the DAG.

The project management role of PSRU was never realized and project implementation unit –the Diaspora Unit - was held in the ODA, reporting to the DAG.¹³ The HR and recruitment capacities of HRMO were never usefully brought into project implementation. This left the still very young Diaspora Unit to manage a recruitment for public sector reform project, despite having expertise or capacity in neither recruitment nor public sector reform.

3) Capacity Building model

Given that the project had a distinct MDA capacity development intention, it is surprising then that the project design makes no mention of the capacity building model to be used, nor does it speak of the development of any such mechanisms. In practice, experts were recruited, reported to their MDA and made the best of the situation. Most were recruited for their extensive

¹¹ As in the UNDP 'Transfer of Knowledge Through Expatriate Nationals (TOKTEN) model.

¹² Diaspora Project Advisory Group Terms of Reference (August 2008).

¹³ It has been indicated that this decision was taken within the Office of the President but no record of the decision was available to the evaluation.

technical abilities, however they were not screened for their expertise in technics for skill transfer and neither were they given any support in this regard.

4) MDA engagement

The Project Document did not outline the responsibilities of or engagement required from the receiving MDAs in relation to design of the expert's TOR, supervision and monitoring, identification of counterpart, or provision of basic furnishings. In practice most of the experts spent the first months negotiating with the MDA for a work space and access to a computer. Some found that the basic technology required for their task (eg medical, geometric equipment) was not available and some set about fundraising on their own initiative for these materials. Identification of counterparts has been very rare and most of the experts worked on a needs basis through various MDA colleagues rather than focusing skill transfer on one counterpart.

5) Public Sector Reform versus Diaspora Engagement

The project concept belongs to two 'families' of project 1) public sector reform and 2) diaspora engagement. The strategic positioning of the project in both of these categories to ensure the strategic utility of the project to both was not explored in the Project Document.

6) Strategy on Remittance Policy and Framework

The Project Document was revised in 2009 to add a third output on the development of a remittance policy and regulatory framework. However, the project document update did not include a strategic approach to address this output and it seems to have remained unconnected to the other outputs.

In light of the above limitations of the original project document, the achievements of the project are more impressive. Though the Diaspora Unit was ill equipped and the proposed management arrangements were forced to evolve to something more appropriate, the project moved forward and absorbed sufficient learning along the way to allow UNDP to grant two one year No Cost Extensions.

The project design has provided a platform to test the short term insertion of highly capacitated diaspora experts to address key gaps in critical MDAs. However a subsequent project would have to take into account the timeframe available for contracting, the HR procedures to be employed, definition of 'gap' clarified, and the capacity building/skill transfer models to be used before embarking on such a project.

5.2 Effectiveness

The project anticipated as its outcome that *'The quality of national development policy and effectiveness of its implementation [would be] enhanced through the transformative leadership support and capacity development'*. Specific indicators on this outcome were not developed and so the evaluation will assess achievement on the outcome following assessment of the indicators developed for the three project outputs:

1. Functional Unit to lead and manage the operations of the Trust Fund established.
2. Over 35 experts identified and provided to fill critical positions.
3. Remittance policy and regulatory framework in place and used.

5.2.1 Performance of Project Outputs

The evaluation examined each of the outputs according to the associated indicators.¹⁴

1. Functional Unit to lead and manage the operations of the Trust Fund established.

1.1 Establishment of Unit

Indicator/Target Year 1¹⁵: Four staff recruited to Diaspora Unit,

Indicator/Target Year 2¹⁶: Four staff recruited to Diaspora Unit, Two additional staff recruited (Communications Officer, Finance Officer)

Delivery on Output

In the first Quarter of Year 1 the four anticipated staff¹⁷ of the Diaspora Unit were recruited by the project until the first quarter of Year 2. The team was joined by a Monitoring and Evaluation Specialist Diaspora Expert, recruited through the programme, in February 2009. From January 2010, the cost of salaries for the four project staff in the Diaspora Unit was absorbed by Government through the institutionalisation of the Office of Diaspora Affairs, indicating ownership by the Government of Sierra Leone of the project.

Analysis on Output effectiveness

Despite positive steps in ownership by Government, frequent turnover of project staff, some key functions overlooked in the project design, lack of clarity in staff functions and open resentment among some staff on the differential between their salaries and those of the experts they are administering have combined to impact negatively on the effective implementation of the project.

From December 2009, when the contract of the Project Manager was terminated, the project experienced significant staff turnover. In January 2010, the M&E diaspora Expert was appointed Acting Project Manager until July 2010 when a Project Manager was recruited. In September 2010 the new Project Manager was seconded to another Government project and the former Acting Project Manager/M&E Expert¹⁸ was reinstated as Acting Project Manager. The other

¹⁴ Indicators taken from Year 1 and Year 2 Annual Reports. Note: Indicators were not developed for all activities described in the Project Document.

¹⁵ Diaspora Project Annual Report September 2008 – August 2009. No Logical Framework exists for the project, though a Monitoring and Evaluation Plan does exist for 2009.

¹⁶ Diaspora Project Annual Report September 2009 – August 2010.

¹⁷ Project Manager, Logistics Officer, IT/Database Specialist, Administrative Assistant

¹⁸ Now Special Assistant to the Chief of Staff.

team positions also underwent turnover and the posts of Communications and Finance Officers have not been filled.¹⁹ Staff turnover at the ODA has been reported to have had a significant impact on the project, in terms of loss of continuity, institutional memory and networks established through individual staff, and loss of productivity during periods of vacancy in key positions.

Another evolution of the project was the direct management by the Diaspora Unit/ODA of the recruitment and monitoring of experts for the Diaspora Project, instead of this being shared with PSRU and HRMO. However, the Diaspora Unit has never had HR expertise through which to execute this function. The lack of Human Resources Specialist within the Diaspora Unit put the team at a disadvantage on recruitment, monitoring and support of the Experts hired.

The Diaspora Unit described in the project document evolved into the Office of Diaspora Affairs (ODA), especially with the absorption by Government of project staff costs in January 2010. The ODA has gone on to absorb diaspora support projects from other funders²⁰. This is an important achievement of the project in that it has supported the establishment of a Government institution on diaspora affairs with the potential for further expansion to address strategic issues on diaspora engagement. However this evolution does not appear to have been documented by the project and it did not seem to be accompanied by any agreement on the personnel and resources to be committed from the ODA to the Diaspora Project.

The project budget does not indicate a monetary value for the GoSL contribution to Diaspora Project staff in 2010 or 2011, causing confusion and even resentment among team members over roles, terms and conditions. This has also posed an operational challenge given the lack of detail on the volume of ODA time and effort going into this Diaspora Project compared to other ODA projects. Further, it was noted at the moment of the evaluation that some staff had not received salaries in almost three months, no stationary supplies were available to the Office and the internet connection had been cut due to non-payment. These operational challenges put the ODA in a weakened position vis a vis this and future diaspora initiatives.

1.2 Public Relations Activities

Indicator/Target Year 1: Four outreach campaigns (internally and externally to SL).

Indicator/Target Year 2: One outreach campaign internally to SL.

Delivery on Output

Two outreach initiatives were carried out in the form of job fair events in Philadelphia, USA and Freetown, Sierra Leone during Year 1. Over 200 CVs were collected at the USA job fair for positions in the public and private sector. The Sierra Leone job fair focused on attracting Sierra Leone Diaspora and returnees to positions in the banking and telecommunications sectors. No such outreach activities were carried out in Year 2 of the project. A website for the ODA was established during Year 1 and it appears that this website was last updated in July 2009, despite budget being allocated in Year 2.

¹⁹ The only continuity in project staff came through the former M&E expert (originally a Diaspora Expert hired through project Output 2) who twice assumed the role of Project Manager, and the ODA Deputy Director (originally Admin Assistant).

²⁰ Including World Bank project to support an internet portal and strategic analysis on further diaspora recruitment to Ministry of Health.

Analysis on Output effectiveness

Outreach and communications activities seem to have concluded by the end of Year 1, at the point when 24 of the 25 experts had been recruited and recruitment activities also came to a standstill. The project work plan for Year 2 was still aiming for recruitment of a total number of 35 experts and this abrupt end to outreach campaigns to promote the project was premature and unexplained. The outreach budget remains underused, and no output is recorded in the Year 2 annual report despite a recorded expenditure (\$10,626).

The internet website to promote the project to the diaspora evolved into the website of the Office of Diaspora Affairs. However website maintenance has been discontinued since July 2009. Though the base site has the potential to be built open, the opportunity provided by this product for website communication with the diaspora was not well used.

1.3 Decision making, Project Monitoring and Evaluation

Indicator/Target Year 1: Four quarterly reports and one annual report.

Indicator/Target Year 2: Four quarterly reports and one annual report, Four DAG meetings.

Delivery on Output

The two annual reports and five of the eight expected quarterly report were made available to the evaluation.²¹ Six meetings of the Diaspora (Project) Advisory Group²² were held in both Year 1 and Year 2 of the project. Minutes of key decisions taken were recorded and disseminated to members.

Analysis on Output effectiveness

The quality of some of the quarterly and annual reporting is less than desirable, with repetition of text across the two annual reports and the unavailability of three of the quarterly reports raises concern about the diligence in quarterly reporting. Analysis of the reporting in performance of experts inside the MDAs is provided under Output 2.

The management arrangement arrangements described by the Project Document were not respected in the project implementation. The Project Steering Committee (UNDP, PSRU, SPU) never met and instead a Diaspora Project Advisory Group (known as DAG) was established to coordinate the validation and match-making of new experts transparently, and ensure progress according to time schedule, expected outputs and within budget.²³ The terms of reference for the DAG only relates to the placement of experts and the project management function of the

²¹ The evaluation team received copies of the following
Quarterly: September 2008 – March 2009 (2 Quarters combined);
Quarterly: January 2009 – March 2009 (1 Quarter repeated above);
Quarterly: April 2009 – June 2009;
Quarterly: April - June 2010;
Quarterly: July – September 2010;
Annual: September 2008 – August 2009;
Annual: September 2009 – August 2010.
Copies of the following reports were not available to the Evaluation team:
Quarterly: July – September 2009;
Quarterly: October – December 2009;
Quarterly: January – March 2010.

²² See Efficiency section for more analysis on the DAG.

²³ Diaspora Project Advisory Group Terms of Reference (August 2008).

Diaspora Unit/Office of Diaspora Affairs. Output 3 on remittances was managed directly by UNDP and decisions taken were reported to the DAG. For Output 3 on diaspora investment, recruitment of the six consultants was carried out by the Ministry of Presidential and Public Affairs and approved by UNDP. The consultants were then managed by UNDP and decisions communicated to the DAG.

Outside of the DAG some decisions were taken unilaterally by Government (including the termination of contract of the first Project Manager). This combination inevitably resulted in a multi-tier management structure for the project.

Given the nascent state of the Diaspora Unit (later the Office of Diaspora Affairs), UNDP opted for a Direct Execution (DEX) modality and so retained direct management of project funds and fiduciary responsibility for accounting to the donors. Quarterly funds transfer requests had to be authorized by DAG. However, the ad hoc meeting arrangement of the DAG often forced delays on the transfer of funds from UNDP and on the extension of experts' contracts. Thus experts frequently received their salaries 2-3 months in arrears.

Operationally, the project management role of PSRU was never realized and project management was held in the ODA, reporting to the DAG.²⁴ At the end of Year 1 the HRMO was authorized by the DAG to issue appointment letters to experts as a transparency measure. However the HR and recruitment technical capacities of HRMO were never usefully brought into project implementation. This left the still very young Diaspora Unit (now Office of Diaspora Affairs) to manage recruitment for public sector reform project, having neither expertise nor capacity in recruitment or public sector reform. This capacity gap is well reflected in the various DAG minutes where members showed concern for recruitment and follow up practices.

Output 2: Over 35 experts identified and provided to fill critical positions.

Indicator/Target Year 1: Thirty five diaspora experts recruited; Quarterly performance reporting on experts.

Indicator/Target Year 2: Eight diaspora experts recruited; Quarterly performance reporting on experts.

Delivery on Output

Twenty five experts have been recruited through the Diaspora Project to date, 18 experts in Year 1 and 7 experts in Year 2. Only one expert was recruited since Quarter 1 of Year 2, and recruitment stabilised at 25 experts. Existing experts were assessed for contract extension in May 2010 rather than bringing in new experts for one year periods. However the May 2010 performance evaluations also recommended new recruitments, indicating confusion over project strategy at both project staff and DAG level.

Quarterly performance monitoring on experts did not take place as planned. It appears that performance evaluation of experts only took place as they were nearing the end of their contract in order to determine appropriateness of an extension. Experts provided monthly reports to the ODA and this was used as the principal monitoring tool. Verification of these

²⁴ It has been indicated that this decision was taken within the Office of the President but no record of the decision was available to the evaluation.

reports by the receiving MDA only came into force in April 2010, further questioning their reliability up to that date.²⁵

Analysis on Output effectiveness

Recruitment: The Project has achieved the recruitment and placement of 25 experts in positions within key MDAs. This is 10 short of the targeted 35 experts. Recruitment seems to have plateaued after Year 1 of the project with 6 of the last recruits coming on board in Quarter 1 of Year 2. All efforts after this point concentrated on the administration and appraisal for extension of existing experts.

The official expert recruitment process was described in the project document as follows:

- ✓ Identification of demand within MDAs
- ✓ Identification of diaspora expert supply
- ✓ Matching process of demand and supply
- ✓ Recruitment, facilitation of in country arrival, remuneration
- ✓ Advisory service provision, monitoring and evaluation

MDA demand for experts was intended to follow from the application of 'Rapid Capacity Assessment and Request for Expert' tool developed in the project design phase. This rapid assessment was expected to flow easily from the Management and Functional Reviews being carried out in the participating MDAs. The assessments were completed by the third quarter of Year 1. In relation to supply of experts, internet communication and job fairs in the USA and Sierra Leone did not take place until Quarter 3 of Year 1. In the meantime 10 experts had been recruited in Quarter 2, indicating a parallel demand assessment process. The project document also allows for recommendation of experts directly by MDAs and direct identification of experts by HE the President. It appears that these were the processes used in these early recruitments. For the remaining 15 recruits, a combination of MDA/ODA headhunting and response to internet advertisement seems to have been the case.

During Year 1 two categories of diaspora were agreed upon: 1) Local Diaspora Expert – a national and resident in Sierra Leone at the time of recruitment, but having spent adequate time abroad to have obtained knowledge and training in their field of expertise; 2) International Diaspora Expert – a Sierra Leone national not residing in the country at the time of recruitment. By end of Year 1 fourteen international and thirteen national experts had been placed or confirmed. Additionally, experts from the South with a potential to alleviate poverty, contribute to Sierra Leone development and economic growth with the necessary skills were expected to be considered if Sierra Leone expert is not available.²⁶ Two non-Sierra Leonean experts were placed at the Ministry of Transport and Aviation/Civil Aviation Authority.

Volume of human resources achieved can be calculated through person months. 35 experts at 12 months each would have given 420 person months to the project. Including the contract extensions proposed after the May 2010 performance evaluations, the project is expected to achieve a total 531 expert person months indicating an over achievement in terms of human

²⁵ Diaspora Advisory Group Meeting Minutes 30 April 2010.

²⁶ Office of Diaspora Affairs Framework for Recruitment of Diaspora Experts – ODA/MPPA 2009.

resource volume.²⁷ However, though contract extensions may have produced some useful outputs for MDAs and been more cost efficient for the project, they go against the project model of short term expert placement.

Performance Reporting: Prompted by concern over the quality of expert performance evaluations being submitted to the DAG, UNDP carried out a 'spot check' assessment in April 2010 in 5 of the 10 participating MDAs to validate the performance appraisals provided by the ODA, to establish roles within the MDAs on performance evaluation, and to input MDA views into decisions on potential contract extensions. This spot check was followed in May 2010 by a formal performance appraisal of 10 experts in 7 of the 10 MDAs carried out jointly by ODA, UNDP, PSRU and HRMO.²⁸ The performance appraisal was used in part to determine the extension of contracts of these 10 experts.²⁹ The recommendations from the joint performance appraisal were adopted by UNDP as conditions of the second No Cost Extension into the third year of the project.

Quality of expertise: The quality of the expertise provided to the MDAs is difficult to assess, given the lack of regular performance monitoring by the project team and the absence of individual performance indicators. However it is possible to make some comment through analysis of the appraisals which took place at the end of contract periods and the recommendations for contract extension.

The spot check and performance appraisal exercises, as well as this evaluation have identified a number of constraints experienced to various degrees by the experts, the MDAs, and the project management making it difficult to distinguish between weaknesses on the experts' side and on the MDA side. These constraints include:

Constraints on MDA side

- Limited MDA involvement in recruitment;
- Lack of orientation for arriving expert;
- Lack of MDA input to/respect for expert terms of reference;
- Lack of internal MDA capacity, coordination and supervision;
- Lack of counterpart identification and incentivization;
- Lack of some basic equipment in the receiving MDAs;
- MDA supervisor unaware of expert contract period;
- Lack of succession plan/expert exit strategy.

Constraints on project management side

- Variation in experts' salaries;
- Weak coordination of performance evaluations;
- Non-competitive recruitment process;
- Expert holding more than one contract (one case);
- Experts TOR/outputs not realistic to the timeframe or context

²⁷ See Annex 3: Diaspora Experts Timeline

²⁸ Another 7 experts were evaluated by October 2010.

²⁹ Some of the experts interviewed commented that their contract was not extended even though they received a positive evaluation and no explanation was given to them on this.

- Lack of technical knowledge in ODA to validate expert outputs.

Constraints on experts' side

- Experts' qualifications/skills not always related to TOR;
- Experts' not qualified for position (one case);
- Technical capacity gap between the expert and counterparts;
- Experts' lack of conflict resolution skills/cultural sensitivity.

These constraints, according to professionals interviewed at the MDAs, contributed to poor delivery by some experts.³⁰ However, despite these constraints, of the 25 experts performance evaluated in May 2010, 15 had their contracts extended to the end of the project or extension was being recommended, indicating the overall approval of the receiving MDAs and a willingness to overcome the challenges of the expert placement.

Of the 10 who were not extended the reasons were various, including:

- Completion of Terms of Reference
- Expert moved to another opportunity
- Personality conflicts with MDA
- Over extension of TOR by MDA
- Lack of appropriate skills by expert.

The project document assumed that public sector reform, and especially reform of the public service pay structure would have progressed to the point where the public service would be able to offer salaries attractive enough to absorb the diaspora experts in positions and salaries comparable with that which they were paid on the project.

In effect this pace of public sector reform has not occurred resulting in the MDAs lacking in options to retain the experts.³¹ Of the experts interviewed, they described the following options which they are considering for the period after the project end:

- Take employment in a private capacity with Minister/MDA head;
- Accept public sector role at reduced salary (near retirement and/or have other business interests in the country);
- Set up NGO to continue working in the sector;
- Take employment in SL private sector;
- Create a post working within the same/another MDA through a project for which they have mobilized funds;
- Take employment with International agency in SL;
- Return to diaspora – country of residence.

All but one of these options involves the expert remaining in Sierra Leone and so, though the MDA is unlikely to be able to retain the expert directly, the country can still potentially benefit from retaining these skilled individuals in the economy.

³⁰ UNDP interview 12 January 2011

³¹ The Public Sector Pay Reform Report August 2010 has been forwarded by the PSRU to the Ministry for Finance and implementation is anticipated to be rolled out in a staggered sequence.

Output 3. Remittance policy and regulatory framework in place and used.

Indicator/Target Year 1: One consultancy assignment on remittance study; One consultancy assignment on DENI; Three study tours for selected ODA staff.

Indicator/Target Year 2: One consultancy assignment on remittance study; One consultancy assignment on DENI; Three study tours for selected ODA staff.

Delivery on Output

No output was produced on Remittances Study in Year 1. Early in Year 2, a Remittances Strategy Framework for Sustainable Development in Sierra Leone was produced through a consultancy contract through the technical facilitation support of UNDP's Economic Development Unit.

In Year 1 a short consultancy to explore the potential of the 'Direct Expatriates National Investment' (DENI) model was launched. In Year 2 this consultancy was completed and four outputs were produced:

1. Pre-screening Report on 30 State Owned Enterprises Slated for Privatization;
2. Primary Due Diligence Report on State Owned Enterprises Recommended as Potential Acquisition Targets;
3. Report on Investment Opportunities and Recommendations on the State Owned Enterprises Worthy of Consideration;
4. Comprehensive DENI-SL Implementation Strategy Proposal.

No Study Tours to other countries to explore remittance strategies were carried out.

Analysis on Output effectiveness

The Remittances Strategy Framework for Sustainable Development in Sierra Leone recommends a number of steps to facilitate the formalisation of capital inflows and to establish financial instruments including banking procedures, foreign currency securities and 'diaspora bonds' that could contribute to broader macroeconomic strengthening. The Strategy is currently being considered by the Ministry of Finance and Economic Development (MoFED) and banking and currency transaction stakeholders. The MoFED expects to provide reaction on the Strategy to Diaspora Project stakeholders in February 2011.

A larger consultancy³² explored the potential of the 'Direct Expatriates National Investment' (DENI) model. Though the project output was expected to describe options for diaspora investment in state owned enterprises, the consultancy found itself creating a lot of background data which would be required for a broader strategy and prioritisation for privatisation of state owned enterprises. The evaluation has questioned as to whether this research exceeded the mandate of this Diaspora Project.

The consultancy produced an inventory of the 25 state owned enterprises slated for privatisation and cited four with diaspora investment potential based on financial, legal, size and functionality criteria. However it appears that many other steps, and arguably larger questions, have to be addressed in the Government's task of privatisation of state owned enterprises before decisions on diaspora investment options can be taken. The DENI products

³² \$204,200 expenditure.

may well have contributed to that process but there is no evidence that concrete gains have been made for potential diaspora investors in the three years of the project.

The DENI-Sierra Leone Implementation Strategy Proposal is currently being considered by a Steering Committee led by the Ministry of Political and Public Affairs. The Steering Committee is preparing to submit a proposal paper to Cabinet in February 2011, and to approach potential trustees of the project.

If adopted by Government, both of these strategic proposals will require a renewed investment by Government in the Office of Diaspora Affairs if the Unit is to liaise concretely with the respective lead Ministries.

Study tours to other countries to explore remittance strategies were not carried out. No information on this lack of activity was available to the evaluation, but since Output 3 overspent on its allocated budget through the first two activities, it appears that funds for the Output were prioritised to those two activities.

5.2.2 Contribution of Outputs to Project Outcome

The project anticipated as its outcome that *'The quality of national development policy and effectiveness of its implementation [would be] enhanced through the transformative leadership support and capacity development'*. Though specific indicators on this outcome were not developed, it is possible to arrive at certain conclusions as to the contribution of the three outputs to development policy and its effective implementation.

Output 1: The Diaspora Unit was established to operationalize the project. The Diaspora Unit has since evolved into the Office of Diaspora affairs, and salaries and running costs for the Office having been mainstreamed by Government. The Office of Diaspora Affairs is well placed to initiate further engagement of diaspora in social and economic development in Sierra Leone.

Output 2: Table 2 below shows a leaning of the experts' outputs towards service delivery, followed by policy development and training. While the emphasis may be on service delivery, it must be pointed out that the systems required to deliver those services often had to be created by the expert, and training of local staff also followed. In this case, the potential for institutional capacity development following the expert's contribution does exist. The sustainability of these impacts will depend on the resources and commitment of the MDAs to maintain them (or another resource of the same level) after the expert's contract ends.

Table 2 gives examples of the contributions of Diaspora Project experts'³³ outputs to the Government of Sierra Leone development strategy, An Agenda for Change (PRSP II 2008-2012). Implementation, monitoring and evaluation of the Agenda for Change are key responsibilities of MDAs. Through the placement of experts, the Diaspora Project addressed MDAs human capacity gaps to support the implementation of the four Agenda for Change Strategic Priorities 1. Enhancing National Electricity; 2. Developing the National Transportation Network; 3. Increasing Agricultural Productivity and Competitiveness; 4. Promoting Sustainable Human

³³ Refers to the 15 experts interviewed for the evaluation.

Development (Healthcare). In addition, the experts also contributed to the Preconditions for Achieving the Strategic Priorities (Land Management and the Environment), and to the Implementing, Monitoring and Evaluation (Administration and ICT to the Office of the President and Office of the Vice President).

Table 2. Reported outputs achieved by experts [service delivery (S); policy development (P); training (T)]

Role	MDA	Output	S	P	T	Agenda for Change
Health Information Officer	Ministry of Health and Sanitation	National and Regional Laboratory Policy		X		P4: Promoting Human Development - Healthcare
		Develop SL contribution to Pan African E-Health Project		X		
		Build MoH health information system		X		
		Provide statistical analysis	X			
		Train local staff of data collection			X	
Psychiatric Nurse/Specialist	MoHS – Kissy Mental Hospital	Secure funding for patient medicines	X			
		Reorganised wards, reduced chaining, improved nutrition	X			
		Carried out public awareness campaigns		X		
		Trained local staff in patient management			X	
		Established NGO to campaign on mental health issues		X		
Head of Intensive Care Unit	MoHS – Connaught Hospital	Reorganised and improved ICU conditions	X			
		Trained nurses in ICU practice			X	
		Carried out risk reduction training nationally	X		X	
Technical Assistant	Ministry of Health and Sanitation	Developed resource materials for adolescent health programme	X			
		Developed advocacy tools/strategic plan	X			
		Trained clinical staff to deliver on professional services			X	
		Developed resource materials for the maternal health division	X			
Air Worthiness Expert	Ministry of Transport and Aviation	Carried out air worthiness inspections on planes	X			P2: Developing the National Transport Network – Upgrading Lungi Airport
		Produced Air Worthiness Policy and Procedures Manual		X		
		Trained 2 cadets in air worthiness regulation			X	
		Technical set up of Civil Aviation Authority	X			
Technical Advisor to Minister	Ministry of Agriculture, Forestry and Food Security	Designed project on commercial rice farming	X			P3: Increasing Agricultural Productivity and Competitiveness
		Trained Directors through technical meetings and conference			X	
		Developed draft Policy on Reduced		X		

Role	MDA	Output	S	P	T	Agenda for Change
		Emissions from Deforestation and Degradation (REDD)				AFC Preconditions: Land Management and the Environment
		Advised Ministry on CADEP process, and on cross cutting environmental issues		X		
Monitoring and Evaluation Adviser	Ministry of Agriculture, Forestry and Food Security	Established M&E framework		X		P3: Increasing Agricultural Productivity and Competitiveness
		Completed 2 major training of M&E officers			X	
		Established early warning system for the Ministry		X		
Environmental Technical Adviser	Ministry Energy and Water Resources	Lead officer on climate change project	X			P1: Enhancing National Electricity AFC Preconditions: Land Management and the Environment
		Developed guidelines for underground fuel storage tanks	X			
		Designed environmental protection issues		X		
		Developed environmental strategy for the Ministry		X		
Environmental Lawyer	Ministry of Lands	Represented Government on environmental negotiations		X		AFC Preconditions: Land Management and the Environment
		Work on several projects outside the Ministry's mandate such as developing concepts around the environment		X		
		Performed assignments given by other Ministries				
Environmental Planning Adviser	Ministry of Lands	Set up committees in 3 areas	X			P3: Increasing Agricultural Productivity and Competitiveness
		Transferred skills to Ministry officials			X	
		Developed structure plans for the Ministry	X			
		Reviewed Ministry guidelines		X		
GIS Adviser	Ministry of Lands	Computer training of surveyors			X	AFC Preconditions: Land Management and the Environment
		GPS training for surveyors			X	
		Created database for lease of state lands	X			
		Modernized mapping and technological techniques	X			
Executive Assistant to HE the President	Office of the President	Manages President's diary and events schedule	X			Building Capacities to Implement, Monitor and Evaluate AFC
		Maintains confidential filing system	X			
		Produces confidential correspondences	X			
Monitoring and Evaluation Adviser	Ministry of Presidential and Public Affairs	Monthly monitoring and evaluation of Diaspora Project experts	X			Building Capacities to Implement, Monitor and Evaluate AFC
		Provide quarterly reporting to donor (UNDP)	X			
ICT Technical Adviser	Office of Vice President	Networking of OVP ICT system	X			Building Capacities to Implement, Monitor and
		Training of counterpart on network maintenance			X	

Role	MDA	Output	S	P	T	Agenda for Change
		Development of National ICT Policy		X		Evaluate AFC
		Development of National E-Governance Strategy		X		

Output 3: The development of comprehensive and dynamic policies on leveraging diaspora remittances and investment is expected to contribute to national development through inputs of financial and human capital. The ‘Remittances Strategy and Framework for Sustainable Development in Sierra Leone’ will help address the challenge of ‘attracting sustained capital inflows, including remittances’ and ‘strengthening the financial sector’ identified in Agenda for Change: Financing Requirements. The same section indicates that the AFC’s reform agenda will be directed at re-establishing the financial viability and operational performance of public utilities... and privatisation of other public enterprises. DENI report on ‘Investment Opportunities and Recommendations on the State Owned Enterprises Worthy of Consideration’ inventories the 24 state owned enterprises for their investment potential and provides a starting point for further debate on the future of these enterprises.

5.3 Efficiency

The period of the project lifetime (since 2007) has been one of ongoing change and significant evolution in Sierra Leone. The project therefore has faced some turbulent times and its performance must be viewed in this context. The evaluation analyzed the management, leadership and financial inputs to the project to understand that context and its impacts.

Government of Sierra Leone input the Diaspora Project

The proposed Project Steering Committee (UNDP, PSRU, SPU) never met and instead a Diaspora Project Advisory Group (known as DAG) was established to monitor and validate outputs 1 and 2. The DAG was chaired by the Minister for Public and Presidential Affairs until the MPPA’s dissolution in July 2010, when the ODA and the Diaspora Project were moved to the portfolio of the Chief of Staff. As such the DAG had three different Chairs³⁴ over the project lifetime, resulting in changing approaches to project delivery.

Issues in staff turnover and leadership gaps have been documented above. Ultimately, the anticipated Diaspora Project team has never been operating at full capacity and some of the key functions (database and communications) which are crucial to project delivery have been consistently missing.

It is important to note that the Diaspora Project is not the only project being delivered by ODA and it appears that once salaries and running costs were no longer paid from the project³⁵, ODA commitment to the project reduced. Monitoring and evaluation activities were minimalist and only occurred to secure extension of contract for experts. Recruitment of experts came to a standstill after Quarter 1 of Year 2 and so the project did not achieve its goal of 35 placements, preferring instead to extend the contracts of existing experts.

³⁴ Two Ministers for Presidential and Public Affairs and one Chief of Staff

³⁵ Since December 2009

UNDP support to the Diaspora Project

UNDP contributed to the Diaspora Project Advisory Group (DAG), stressing the responsibility of the project to deliver against its deliverables. UNDP managed the project through an adapted Direct Execution (DEX modality), whereby it retained fiduciary responsibility to the donors, but took action on decisions made at the DAG. The ad hoc meeting arrangement of the DAG often forced delays in the transfer of funds to the project resulting in experts frequently receiving their salaries 2-3 months in arrears. Output 3 was managed directly by UNDP. Decisions taken were reported to the DAG but this combination inevitably resulted in a two tier management structure for the project.

UNDP provided monitoring and evaluation support to the project through approval mechanisms for quarterly work plans and request for funds, as well as quarterly reports. This process ensured that quarterly planning respected the annual work plans, also approved by UNDP.

In response to the lack of systematic review of experts' performance, UNDP, exercising their project assurance mandate as Executing Agency, carried out random spot checks on experts and their MDAs in April 2010. The spot checks revealed inconsistencies in the attendance and delivery of some of the experts. The findings of the spot checks forced UNDP to hold back on payment of salaries of some of these experts, out of concern for accountable use of funds.

The spot checks also provoked a full performance appraisal of all experts launched jointly by ODA, PSRU and UNDP in May 2010. The outcome of that appraisal process determined the expert contracts to be extended into Year 3 of the project, and the recommendations provided the conditions for UNDP to provide the second No Cost Extension to the project (until July 2011). However, due to staff changes during the period, follow up by UNDP on these recommendations has been weak and many of the actions are outside the mandate of the project (not strategic), out of date (recruitment of new experts is closed) or have not been timetabled.³⁶

It is important to note also that, like the ODA and State House, UNDP experienced significant turnover in its senior leadership during the project period. Four Country Directors were responsible for the project during its lifetime and each brought a different emphasis reflecting evolving UNDP priorities over the period.³⁷

Results in relations to budget inputs

Year 1: As described under relevance, the project design which described a one year delivery period was unrealistic. During the first year of its life, the project achieved a 25% spend of its total budget. The strongest spend pattern was on Output 1 (61%) since the first year involved the setup of the Office of Diaspora Affairs and the public launch of the project. Only 20% of the Experts' salary budget was consumed since the first experts did not come on stream until the second and third quarters and then only in small numbers. 23% of the budget allocated to Output 3 on Remittances Policy was utilized through the hire of consultants on the DENI study.

³⁶ See Annex 4 for status of action of recommendations.

³⁷ This is especially the case on the DENI output where UNDP attitude to the model changed significantly from 2008 to the present.

Year 2: Of the \$1,667,572 underspend accumulated in Year 1, 94% (\$1,567,680) was carried over to Year 2 following the agreement of the No Cost Extension. 52% of the allocated budget was utilized in Year 2. 32% of the Output 1 budget was used, since ODA staff salaries were only paid for 4 months from the project, the anticipated PR activities did not occur and the M&E budget was once again untouched. 40% of the budget allocated to Experts costs was utilized since all of those recruited by the project were on board by Quarter 1 of Year 2.

Output 3 achieved an overspend (111%) through the hire and extension of the team of consultants carrying out the DENI study.

Following a second No Cost Extension, this time for 11 months, the project went into its final phase with a budget of \$629,905, accounting for 74% of the underspend remaining at the end of Year 2. If it fully uses the budget allocated for the third year of the project, it is projected that the project will achieve a total spend of 90% of its original budget.

5.4 Partnerships

The Project's partnership strategy was expected to include close collaboration with the Sierra Leone Embassies abroad, as well as other donor agencies (such as IOM). The evaluation looked at implementing and strategic partners relations of the project.

The implementing partners of the project include the Office of Diaspora Affairs, the Ministry of Presidential and Public Affairs (later Chief of Staff), the Office of the President, PSRU, HRMO, the MDAs, UNDP and OSIWA.

Though the project design indicated that PSRU and SPU should have a key role in implementation, this did not happen in practice. Instead, both only contributed through DAG meetings, weakening the strategic link of the project to the wider public sector reform agenda. Though an increased role for HRMO in recruitment oversight was approved at the end of Year 1 of the project, this amounted in practice only to a signature on appointment letters. Beneficiary MDAs only began to participate in DAG meetings at the end of Year 2, but this participation did not seem to be formally designed. MDAs were only required to authorise experts' monthly reports by the end of Year 2, further limiting their input to project management. Ministry of Finance and Ministry of Foreign Affairs made occasional contributions to DAG but their participation was neither formal nor strategic. It appears that the contribution of GoSL actors operated only at the management high level through the DAG. These relations were not greatly developed in project implementation and ODA went about delivering the project in relative isolation.

In implementing through the DEX modality, UNDP had fiduciary responsibility in the management of project funds. Quarterly reporting and request for funds were the primary form of communication, followed by DAG participation. Open Society Initiative West Africa (OSIWA), the donor of one third of the funds, also made occasional contributions to DAG meetings.

Through the DAG, communication was shared on parallel public sector reform interventions of World Bank, International Organisation of Migration (IOM), European Union (EU), DFID and

Africa Development Bank (ADB). However there is no evidence of strategic links or cross learning with these interventions in the course of project implementation.

It appears that the major contribution of strategic partners was captured in their guidance to the project through the DAG. However these relations were not further developed outside of the DAG and this represents a loss to the project in terms of cross learning, research for sustainability, and strategic linkages on institutional capacity building practice.

5.5 Sustainability

The Project Document indicated that the project would be implemented by a Diaspora Unit under the Directorate of Public Sector Reform. Both of these functions have evolved and have done so separately. This Diaspora Unit evolved into the Office of the Diaspora sitting under the Ministry of Public and Political Affairs, and in 2010 moved to the Office of the Chief of Staff under the Office of the President. The Directorate of Public Sector Reform became the Public Sector Reform Unit under the Office of the President. The Project Document indicated that the Government of Sierra Leone would subsume the expert capacity component under the leadership and coordination of the Public Sector Reform Unit (PSRU) and Human Resources Management Office (HRMO) over 3-4 years. Any future planning for a similar Diaspora Project providing short term capacity enhancement to MDAs should take into account the separation and distinct mandates of the Office of Diaspora Affairs and the Public Sector Reform Unit.

The Office of Diaspora Affairs serves as a one stop resource center for the Sierra Leone diasporan community. The Office works towards facilitating links with Sierra Leoneans from the Diaspora to different businesses opportunities, agencies, ministries, and department in Sierra Leone. The ODA is mandated to identify, streamline and coordinate the integration of ODA programmes and projects into national development initiatives and planning frameworks for implementation.³⁸

This 'Diaspora Project' to address critical capacity gaps in the government by bringing Diaspora professionals and other experts from the South to deliver results in specific areas, is only the first of a number of initiatives which are expected to emerge from the full operationalization of the ODA. Support of ODA to a future initiative on public sector experts, remittances or diaspora investment could sit alongside the promotion of all other opportunities for Sierra Leone diaspora to contribute and stay connected to their country of origin.³⁹

The capacity building component of the current 'Diaspora Project' is a contributor to a long-term programme of public sector capacity building and development led by the PSRU. The '2009 – 2012 Public Sector Reform Programme' should provide the basis for ensuring continued demand for diaspora experts in the GoSL public service. The sustainability of another short term 'stop gap' input will depend on the strategic utility of such a measure; appropriate timeframe; and genuine engagement of receiving MDAs. In the event of a future initiative a revised

³⁸ ODA Draft Strategic Framework and Mid Term Plan 2010-2014

³⁹ Initiatives which can be supported by the ODA but led by the appropriate ministry include:

Passports, legal issues, cultural promotion abroad - Ministry of Foreign Affairs;

Remittances programmes - Ministry of Finance;

Investment opportunities, business set up - Ministry of Trade and Industry.

implementation framework would have to be considered. As PSRU continues to take the lead role in the implementation of the public sector reform programme, the MDA demand analysis function could be absorbed by the PSRU. The recruitment function could be absorbed by HRMO to ensure appropriate recruitment procedures and alignment with Public Sector Pay Reform.⁴⁰ The expertise in ODA could focus on the promotion of such programmes to the diaspora networks and institutions abroad and to initiatives supporting reintegration back home.

The Project Document indicates that the Government of Sierra Leone is working to establish a 'Trust Fund for Diaspora and Experts from the South' and a 'Capacity Development for Reform Trust Fund'. This 'Diaspora Project' is the object of the first funds to enter this Trust Fund. No new funds had been mobilized to these Trust Funds at the time of the evaluation. Fund mobilization to these Trust Funds will depend on the strategic analysis by key actors as to the potential and utility for placement of diaspora and experts from the South within the ongoing public sector reform umbrella.

The Project Document anticipated that revised public sector salary scales would come on line before the end of the project life, thus making it more attractive for experts recruited to remain in the public service after the project end. The Pay Reform Report prepared by PSRU is currently being reviewed by the Ministry of Finance and Economic Development and rollout of the new pay structure is expected to commence in April 2011. Though there is no indication available as to the order in which MDAs will benefit from the new structure, there is a possibility that MDAs could present a case for pay and benefits which may attract some of the diaspora experts to accept positions in the new structure.

Sustainability of action on remittances will depend on the outcome of the review of the Remittances Strategy Framework for Sustainable Development by the Ministry of Finance and Economic Development and banking stakeholders. The response of Government is expected in February 2011.

Sustainability of action for diaspora investment in privatization of state owned enterprises will depend on the outcome of the review by Cabinet of a proposal paper to be submitted to them and of other actions to secure the support of potential donor/trustees. The DENI-SL National Steering Committee led by the Minister of Political and Public Affairs is expected to present the paper to Cabinet and make presentation to potential trustees in the coming months.

⁴⁰ Should such a project be established, close attention will have to be paid to sources of friction between experts and Ministry counterparts. Evaluation interviews revealed that Letters of Appointment, which were copied to Ministries, reflected Experts' salaries. This approach inspired significant conflict between diaspora project experts and local staff and put project implementation at serious risk. To ensure an environment free of animosity, mistrust and resentment, recruitment process must be procedural and transparent, and Letters of Appointment remain confidential

The Public Sector Pay Reform will be key to avoiding friction over salary and other benefit differentials, wherein civil servants' conditions are improved more generally. This approach will a) help bring some equilibrium with marginal difference between experts and home-based professionals in terms of take-home pay; b) help facilitate the absorption of the experts into the mainstream civil service institutions.

6. Conclusions

The evaluation has identified lessons learned and reached a number of conclusions on the Diaspora Project performance.

The evaluation found that the project concept was forward-looking, innovative and responded to a genuine need inside the MDAs given the capacity deficit inside the country after the decade-long civil conflict. However, it was not strategically designed implemented or managed.

In terms of project management, the Diaspora Project Advisory Group (DAG) has been instrumental in steering the Diaspora Project. However, more robust reporting mechanisms for the remainder of the project life will strengthen the execution of the DAG's mandate in overseeing the delivery of the project on its deliverables. Following the recommendations of from the 2010 performance evaluations, the HRMO and PSRU will have to take much greater roles in leading the project management because of their human resources and public sector expertise.

The project was expected to respond to critical gaps in MDAs but weaknesses in project design resulted in confusion over whether this referred to gaps in service delivery or in reform of public institutions. This confusion manifested in the over loaded terms of reference and some of the tensions which existed between experts and receiving MDAs. Greater linkages with technical actors on the public sector reform agenda could have contributed to a more strategic delivery on this project.

A number of lessons have emerged from the experience of placing short term experts in MDAs through this project. Cost/benefit analysis has to be carried out to determine the value of short-term service delivery diaspora experts over longer term experts with a mandate for MDA reform. MDAs have to lead on development of the expert terms of reference. A clearly written service agreement with unambiguous deliverables signed by the ODA, beneficiary MDAs and the experts is necessary to secure commitment and common understanding. Discretion should be applied on sharing information on salary and benefits differentials to mitigate for disparities between experts and counterparts. Terms of Reference duties, deliverables and targets need to be designed to match the timeframe of the expert's presence and corresponding work plans should be agreed with MDAs on arrival. When liaising with acknowledged weak MDAs, issues of communication, knowledge transfer, counterparts and logistics need to be addressed to support efficient execution of the experts' TOR. Stronger monitoring systems are required to ensure timely results on deliverables and to achieve corrective measures where this is not the case.

The lack of counterparts is part of a general lack of exit strategy by the MDAs for the end of this current Diaspora Project in July 2011 and should be addressed urgently.

The evolution of the project's Diaspora Unit into the Office of Diaspora Affairs as an institution of Government has provided an important opportunity for long term management of diaspora engagement interventions. However, the experience of this project has demonstrated that the

ODA can be more instrumental as a facilitator of projects led by technical MDAs who are better placed to provide specific services to the diaspora community.⁴¹

During its short existence the ODA has experienced much turbulence in both its position within the structures of Government and in its internal staffing. It has been moved the Ministry of Presidential and Public Affairs, back to the Office of the President, under the Chief of Staff and is being considered to move again to the new Ministry of Political and Public Affairs. The recently appointed Advisor on Strategy and Research at the Strategy and Policy Unit has been charged with leading on ODA strategy development and the outcome of the process will be crucial to the stabilization of the ODA mandate and its future direction.

The Diaspora Project has been a useful starting point for engagement of the diaspora on national development issues. However the project lens is narrow by nature and the DAG mandate can be expanded to provide leadership on the Diaspora agenda more broadly and play an oversight role to ensure that projects are within an established policy framework. Identification and involvement of potential stakeholders in Diaspora communities is crucial to this expansion.

The project has produced a Remittances Strategy which is awaiting response of MoFED and banking stakeholders. Progress on its implementation will require a coordinated and strategic commitment from Government and private sector actors.

The DENI output provided radical proposals on diaspora investment in state owned assets and may have opened a wider debate on diaspora investment in the development of the formal private sector in Sierra Leone. Engagement of UNDP on this initiative has concluded and further progress will demand significant Government commitment and analysis of comparative best practices on citizen investment in the privatization of state owned enterprises.

Going into the final 6 months of the Diaspora Project, the DAG and the project implementation team needs to be more effective in implementing the recommendations the May 2010 performance appraisal of experts.⁴² The recommendations assumed that new experts would be recruited in the final year and this has not occurred. The remaining period of the project can be best used to address the more strategic recommendations that will capitalize on the achievements and capture the learning from the project for the benefit of future initiatives. The DAG will also have the lead on the high level analysis and implementation of the recommendations of this current evaluation.

⁴¹ Eg liaison with Ministry of Foreign Affairs on passports, legal issues, cultural promotion abroad; with Ministry of Finance and Economic Development on remittances programmes; with Ministry of Trade and Industry on facilitating investment opportunities, business set up.

⁴² See Annex 4

7. Recommendations

Finally, the evaluation Terms of Reference demands concrete recommendations on how to strengthen a diaspora programme that contributes to a sustainable socio-economic development of the nation.

Short Term Recommendations (to capitalize on the six months remaining of the project life)

1. Revise recommendations from May 2010 expert performance evaluation to strategically maximize the remaining project life.
2. Create and populate a database on project experts, other applicants and diaspora networks and institutions globally for the benefit of future diaspora interventions. This information exists in the project files and will be lost if not urgently captured in a formal database.
3. Update the ODA website. The site had not been updated since July 2009. However the site infrastructure has a lot of potential to be an information entry point for diasporans considering engagement in development in Sierra Leone.
4. Document significant impacts which have occurred in MDAs. Information exists in various reports (including this one) on the impacts that experts have had on their receiving MDAs. This information needs to be catalogued more systematically to look at the relation of the approaches of the 25 individual experts and of the MDA to impacts made, to inform future diaspora interventions.
5. Carry out a one day workshop to develop a log of capacity building/skill transfer good practice techniques based on those employed successful by experts in MDAs.
6. Develop the proposed strategic plan for the future role for ODA urgently. This should take into account an expanded mandate of the ODA to support the establishment of a series of diaspora engagement project in technical MDAs as outlined below.
7. Develop exit strategies with MDAs to prepare for the departure of existing experts. This should include urgent identification of counterparts to work closely with the experts on knowledge and skills transfer for the remainder of the project. Disincentives to counterpart and supervisor collaboration must be recognized and addressed.

Long Term Recommendations (Post project)

1. Carry out a profiling study of Sierra Leone Diaspora through embassies, consulates, associations and networks, through the Office of Diaspora Affairs, to inform future diaspora engagement interventions.
2. Carry out an assessment of the strategic utility of short term capacity interventions for public sector reforms as part of current wider review of public sector reform infrastructure.
3. Any capacity for public sector project should be based in PSRU, supported by HRMO. A distinction should be made between short term (3-6 months) diaspora experts to enhance

service delivery and medium term experts (1-2 year) to carry out institutional change and policy development. Timeframe available for contracting, human resource management procedures, definition of capacity gap. and capacity building/skill transfer models to be used should be determined before embarking on such project.

4. Establish a project in the Ministry of Finance and Economic Development to implement the proposed Remittances Strategy.
5. Establish a project at the Ministry of Trade and Industry to facilitate private sector investment and business start ups by short and long term diaspora returnees.
6. Office of Diaspora Affairs should promote and support these projects through its communications channels to diaspora networks and Sierra Leone embassies and consulates.

Annex 1. Summary of Achievements on Project Outputs

Output	Indicator	Y1 (Sept 2008 – Aug 2009)				Y2 (Sept 2009 – Aug 2010)				Y3 (Sept 2010 – July 2011)				
		Q1 S-N	Q2 D-F	Q3 M-M	Q4 J-A	Q1 S-N	Q2 D-F	Q3 M-M	Q4 J-A	Q1 S-N	Q2 D-F	Q3 M-M	Q4 J-A	
1. Functional Unit to lead and manage the operations of the Trust Fund established.	1.1 No of staff paid monthly salaries	4	4	4	4	4								
	1.2 Office supplies procured on time													
	1.3 No of public relations campaigns/outreaches conducted internally and externally	SL consultative workshop	1											
		Job Fairs			1xUSA 1xSL									
	1.4 Internet and website maintained													
2. At least 35 experts identified and provided to fill critical capacity gaps.	2.1 No of diaspora experts recruited (24)	1	9	3	5	6	1	0	0	0	0			
	2.1 No of experts resettles to SL (local v international)	14 international, 13 local												
	2.3 No of diaspora experts paid monthly salaries	1	10	14	19	24	25	22	19	?	14			
	2.4 No of diaspora experts transferring knowledge and skills to counterparts	1	10	14	19	24	25	22	19	?	14			
3. Remittance policy and regulatory framework in place and used.	3.1 No of study tours conducted on remittance best practices													
	3.2 No of consultative regional workshops and national workshop in SL													
	3.3 Remittance policy, plan of action, benchmarks, coordination mechanism in place	DENI consultancy												
Remittance Policy Study														
DAG meetings		0	1	3	1	1	2	3	1					

Annex 2. Funds Utilization Summary Table

Expected Outputs	Planned Activities	Budget Description	Y1 (Sept 2008 – Aug 2009)			Y2 (Sept 2009 – Aug 2010)			Project Total at Aug 2010			Y3 (Sept 2010 – July 2011)	
			Budget	Spent	% Utilized	Budget	Spent	% Utilized	Budget	Spent (Y1+Y2)	% Utilized	Budget	Projected Total % Utilized
1. Functional Unit to lead and manage the operations of the Trust Fund established	Salary payments for 4 ODA staff (Sept 08-Dec 09)	Local consultants	30,700	33,249		28,151	7,675		30,700			0	
	UNDP Project Management	International consultants	24,000	0		0	0		24,000			24,000	
	Procured equipment, office supplies and stationary	Equipment and office supplies	44,700	36,311		10,389	2,812		44,700			0	
	Talent database, website management, internet services	Contractual services	25,000	23,000		5,408	1,000		25,000			16,952	
	External, internal outreach, PR campaign activities	Workshops	54,000	30,544		25,926	10,626		54,000			0	
		Travel allowance	36,000	33,530		0	0		36,000			0	
	Programme M&E	International consultants	30,000	0		30,000	0		30,000			30,000	
	Miscellaneous	Miscellaneous	12,108	0		0	0		12,108			0	
			256,508	156,635	61%	99,874	32,344	32%	256,508	188,979	74%	70,952	101%
2. At least 35 experts identified, provided to fill critical capacity gaps	Salary payments to diaspora experts in MDAs	Local consultants	1,491,000	162,092		1,198,479	545,870		1,491,000			416,757	
		International consultants		130,429									
	Facilitate travel and settlement in SL (International experts)	Travel/Tickets	135,000	26,699		152,701	0		135,000			142,196	
		Settlement allowance	54,000	9,600			1,200		54,000			0	
			1,680,000	328,820	20%	1,351,180	547,070	40%	1,680,000	875,890	52%	558,953	85%
3. Remittance policy and regulatory framework in place	Develop the comprehensive Diaspora Remittance Strategic Framework, policy formulation, plan of action, benchmarks.	International consultants	36,300	0		216,500	26,750		36,300			0	
		Travel and allowance	23,790	0		0	9,472		23,790			0	

and used	Identify, verify, document all available GoSL controlled assets slated for privatization (Direct Expatriates National Investments-DENI).	International and local consultants	132,000	44,000		0	173,000		132,000			0	
		Travel and allowance	31,400	19,500		0	31,200		31,400			0	
	Study tour to countries implementing remittance programme.	Travel and allowance	56,510	0		0	0		56,510			0	
			280,000	63,500	23%	216,500	240,422	111%	280,000	303,922	109%	0	109%
Project Totals			2,216,508	548,936	25%	1,567,680	819,836	52%	2,216,508	1,368,772	62%	629,905	90%

Annex 3. Diaspora Experts Timeline

	Expert Name	Position	MDA	Start Date	Y1 (Sept 2008 - Aug 2009)				Y2 (Sept 2009 -Aug 2010)				Y3(Sept 2010 - July 2011)				
					Q1 S-N	Q2 D-F	Q3 M-M	Q4 J-A	Q1 S-N	Q2 D-F	Q3 M-M	Q4 J-A	Q1 S-N	Q2 D-F	Q3 M-M	Q4 J-A	
1.	Mr. Alphajoh Cham	Urban Planner	Ministry of Lands, Country Planning and the Environment	August, 2009				Aug									Jul
2.	Ms. Milly Terry	Technical Advisor 033-102227	Ministry of Tourism and Cultural Affairs	February, 2009				Jul				Jun					
3	Mohamed Kanu	Psychiatric Nurse	Ministry of Health and Sanitation	February 2010						Feb							Jul
4.	Mr. Alusine S. Lovell	Environmental Health Researcher	Ministry of Health and Sanitation	February, 2009			Mar			Dec							
5.	Dr. Agnes Kanu	General Practitioner	Ministry of Health and Sanitation	February, 2009			Mar				May						
6.	Dr. Peter Turay	Technical Advisor	Ministry of Agriculture and Food Security	February, 2009			Mar				May						
7.	Mr. Joseph Sam Abokie	Airworthiness Inspector	Ministry of Transport and Aviation	November, 2008		Dec										May	
8.	Mr. Michael A.T. Kalainkay	Agriculture Marketing Advisor	Ministry of Agriculture and Food Security	July, 2009				Aug								May	
9.	Mr. Gerald Scott	Development Economist 033-918797	Ministry of Finance and Economic Development	June, 2009				Aug				Jul					
10.	Dr. Kolleh A.Bangura	Senior Mining Engineer 076-268409	Ministry of Mineral Resources and Political Affairs	July, 2009				Jul				Jun					
11.	Mr. Sidie Yayah Tunis	Health Information Specialist	Ministry of Health and Sanitation	February, 2009		Feb										May	
12.	Dr. Eva Hanciles Roberts	Consultant Anesthetist	Ministry of Health and Sanitation	February, 2009		Feb										May	
13.	Mrs. Hadijatou Jallow	Legal Environmental Consultant	Ministry of Lands, Country Planning and the Environment	February, 2009		Feb					May						

	Expert Name	Position	MDA	Start Date	Y1 (Sept 2008 – Aug 2009)				Y2 (Sept 2009 – Aug 2010)				Y3 (Sept 2010 – July 2011)				
					Q1 S-N	Q2 D-F	Q3 M-M					Q1 S-N	Q2 D-F	Q3 M-M			
14.	Mr. Buawah Jombo Samba	GIS Advisor	Ministry of Lands, Country Planning and the Environment	February, 2009		Feb										May	
15.	Mr. Alhaji Salieu Mansaray	Technical Adviser ICT	Office of the Vice President 033-933999	February, 2009		Feb					May						
16.	Mr. Santigie Obai Kamara	Policy Analyst	Ministry of Presidential and Public Affairs 076604162	February, 2009		Feb					May						
17.	Mr. Joseph Kotey Fombo	Flight Operations Inspector	Ministry of Transport and Aviation	December, 2008		Dec										May	
18.	Ms. Isata Kabia	Monitoring and Evaluation Specialist	Ministry of Presidential and Public Affairs 076-786256	February, 2009		Feb					Jul						
19.	Yvonne Tagoe	Executive Assistant to the President	Office of the President	September, 2008	Sep				Sep							May	
20.	Dr. Sanusie Jalloh	Pathologist	Ministry of Health and Sanitation	September, 2009					Sep								Jul
21.	Dr. Joe Ben Davis	Environmental Advisor	Ministry of Lands, Country planning and the Environment	September, 2009					Sep								Jul
22.	Ms. Yvette E. Stevens	Energy Policy Advisor	Ministry of Energy and Water Resources	September, 2009					Sep								Jul
23.	Ms. Esther Murana	Human Resources Management Specialist	Ministry of Health and Sanitation	September, 2009					Sep								Jul
24.	Ms. Ann-Magarette J. Nyama	Technical Confidential Assistant	Ministry of Presidential and Public Affairs	September, 2009					Sep								Jul
25.	Dr. Alusine S. Jah	Monitoring and Evaluation Advisor	Ministry of Agriculture, Forestry and Food Security	November, 2009					Nov							May	

Annex 4. Status on Implementation of July 2010 Recommendations/ Conditions for No Cost Extension to July 2011

	Recommendation	Activities	Expected Timeline	Responsible	Status at 26 Jan 2011
Public Sector Reform					
1.	Diaspora project to be implemented concurrently with pay reform and the recruitment of middle level professionals in the civil service. <i>(Outside of project mandate, but impacts on project, especially expert exit strategy)</i>	Pay Reform <ul style="list-style-type: none"> ▪ Develop proposal for pay reform ▪ Concurrence of MoFED and approval of cabinet 	August 2010 September 2010	Cab Sec/ HRMO/PSRU/ MoFED MoFED/ Cab Sec	Completed. Rollout expected from April 2011. ODA have called for rollout to prioritize recruitment of current diaspora experts to public service.
		Middle Level Recruitment <ul style="list-style-type: none"> ▪ Needs assessments ▪ Development of TORs ▪ Approval of PSC to advertise ▪ Advertisement ▪ Recruitment 	August 2010 August 2010 September 2010 September 2010 November 2010	MDAs/PSRU/HRMO HRMO PSC HRMO PSC/ HRMO	Completed Completed Awaiting response
7.	Absorption of experts into the Civil Service	<ul style="list-style-type: none"> ▪ Needs assessment ▪ Discussion of opportunities with experts before recruitment and during orientation ▪ Offering of placement at end of one year contract 	6 months before arrival of experts 2 months before recruitment/ orientation End of one year contract	HRMO/ PSRU/ ODA/ MDAs ODA/ HRMO/ PSRU HRMO/PSC/ODA	MDAs have committed to find a way to recruit current diaspora experts to public service positions on same salary as Diaspora Project.
Project Management - Strategic					
14.	Breakdown of institutional roles and responsibilities of ODA, PSRU, HRMO on activities around the capacity building programme	<ul style="list-style-type: none"> ▪ Needs assessment ▪ TORs for each requested position ▪ Advertising on Website ▪ Interviews ▪ Issuance of appointment letters ▪ Facilitate travel, orientation and resettlement ▪ Joint quarterly monitoring 		PSRU PSRU- HRMO ODA PSRU-PSC-HRMO HRMO ODA HRMO-PSRU-ODA	ODA still leading all actions, but with greater communication and collaboration of PSRU. ODA physical integration with PSRU postponed.
Project Management - Operational					
5.	Workshop for MDAs to improve understanding of the Diaspora Project	<ul style="list-style-type: none"> ▪ Bi-annual retreat for MDAs to facilitate better understanding of the Diaspora Project 	Beginning and Mid-way of placements	ODA/MDAs/HRMO/ PSRU	No progress. <i>Evaluation recommends this action be replaced with a closing workshop with MDAs on</i>

	Recommendation	Activities	Expected Timeline	Responsible	Status at 26 Jan 2011
					<i>achievements, lessons learned, and plans to maintain gains made through expert placement.</i>
11.	Clearly defined communication channels within MDAs	<ul style="list-style-type: none"> Identification of designated Focal persons and Alternates within Line Miniseries 	During orientation	ODA/ HRMO	ODA have received confirmation of Supervisors/Focal Point for all experts currently placed. ODA have received 8 out of 14 work plans for current experts. ODA still awaiting confirmation of counterparts/exit strategy from MDAs on current experts.
6.	Provision of GoSL counterpart funding	<ul style="list-style-type: none"> To be reflected in future project proposals (subject to prior approval of MoFED) 	As appropriate	ODA/ MoFED	To be reflected in future project proposals (subject to prior approval of MoFED)
Monitoring and Evaluation of Experts in MDAs					
12.	Submission of monthly progress reports by experts.	<ul style="list-style-type: none"> All reports to be submitted to ODA on or before the 25th of each month. All reports to be endorsed by MDA Focal person/ Alternate before submission to ODA ODA to circulate reports to HRMO and PSRU 	Ongoing	Experts Experts/MDAs ODA	Experts emailing reports monthly to ODA and delivering hard copy signed by MDA (salary payment follows report submission)
17.	Definition of clear deliverables for the experts by MDAs	<ul style="list-style-type: none"> TOR and deliverables developed Expert develops a one year workplan 		MDA Experts / MDAs	PSRU contacted MDAs. 8 out of 14 work plans received, with deliverables attached.
13.	Quarterly joint monitoring visits to be made to all MDAs with experts by ODA/HRMO and PSRU)	<ul style="list-style-type: none"> Quarterly monitoring visits to be conducted by ODA/HRMO and PSRU on a consistent basis 	Quarterly	ODA/PSRU/HRMO	ODA M&E activities suspended pending recruitment of M&E Officer (expected March 2011). PSRU M&E Officer agreed to take lead on reporting to next DAG meeting.
8.	Information sharing sessions with MDAs	<ul style="list-style-type: none"> Quarterly performance reporting sessions on experts with MDAs 	Quarterly	ODA/HRMO/PSRU	
Recruitment					
8.	Information sharing sessions with MDAs	<ul style="list-style-type: none"> Quarterly information sharing with MDAs 	Quarterly	ODA/HRMO/PSRU	Carried out once (October 2008) as part of placement preparation.
2.	Recruitment framework adopted by DAG to be	<ul style="list-style-type: none"> Identification of demand 	6 months prior to experts arrival	ODA/HRMO/PSRU/MDAs	No further recruitment expected

	Recommendation	Activities	Expected Timeline	Responsible	Status at 26 Jan 2011
	adhered to	<ul style="list-style-type: none"> ▪ Identification of supply ▪ Match making ▪ Recruitment ▪ Identification of Counterpart in MDAs 	<p>4 months prior to experts arrival</p> <p>3 months prior to experts arrival</p> <p>2 months prior to experts arrival</p> <p>2 months prior to experts arrival</p>	<p>ODA/HRMO/MDAs</p> <p>ODA/HRMO/PSRU/MDAs</p> <p>ODA/HRMO/MDAs</p>	<p>for project. Instead, existing experts were extended to May/July 2011.</p> <p>These recommendations now only serve as advice to future such project.</p>
3.	Basic tools and equipment to be confirmed in MDAs prior to arrival of experts	<ul style="list-style-type: none"> ▪ Identify equipment needs of experts ▪ Discuss requirements with MDAs ▪ Visit MDAs to verify availability 	<p>3 months prior to experts arrival</p> <p>2 months prior to experts arrival</p> <p>1 months prior to experts arrival</p>	<p>ODA/HRMO/PSRU</p> <p>ODA/HRMO/PSRU</p> <p>ODA/HRMO/PSRU</p>	(Exception – request received from Minister for Tourism for Short Term Policy Advisor)
4.	Orientation of experts	<ul style="list-style-type: none"> ▪ Plan orientation workshop for various batches of experts with MDAs and relevant institutions 	First week of arrival	ODA/MDAs/HRMO/PSRU	
9.	Needs assessment for deployment of experts to be informed by Management and Functional Reviews (MFR)	See Ref. 1. above			
15.	All Diaspora experts are recruited on the basis of transferring skills to permanent staff at MDAs.	<ul style="list-style-type: none"> ▪ Recruitment or identification of counterparts 	1 month prior to arrival of expert	HRMO-MDA	
16.	New set of experts to be recruited	<ul style="list-style-type: none"> ▪ Needs assessment to be conducted ▪ TORs to be developed ▪ Identify number of experts to be recruited and to which MDAs 	<p>November 2010</p> <p>November 2010</p> <p>December 2010</p>	<p>PSRU-MDA</p> <p>MDA-PSRU-HRMO</p> <p>ODA-HRMO-PSRU</p>	
10.	Meeting for experts to meet senior managers in MDAs at beginning of tenure	See Ref. 4. above			

Annex 5. Key Informant Interviews

UNDP/GOSL Diaspora Project Evaluation – Key Informant Interviews		
Name	Responsibility	Interview Subject
UNDP Sierra Leone		
Mia Seppo	Country Director	Project and Evaluation Briefing
Edward Kamara	Head of Governance Unit	Project and Evaluation Briefing
		Project Evaluation
Cleophas Torori	Governance Unit Advisor	Project Evaluation, way forward, experience from other countries
Sophie Conteh	M&E Officer Freetown	Project Evaluation
Sylvia Apreku	Governance Unit – Programme Officer, Diaspora Project Focal Point	Project Evaluation (by skype)
OSIWA		
Hanatu Kabba	SL Country Manager	Project Evaluation – Donor Perspective
Office of Diaspora Affairs		
Isata Kabia	Special Assistant Diaspora Affairs	Project and Evaluation Briefing
		Project Evaluation
		Former Diaspora Expert
Kallay Musa Conteh	Deputy Director	Project Evaluation
Public Sector Reform Unit		
Dr Sandy	Director	Project and Evaluation Briefing
Sophie XX	Monitoring and Evaluation	Project and Evaluation Briefing
Mr Llewlyn Williams	Management Analyst	Project and Evaluation Briefing
Public Service Commission		
Val Collier	Chairman	Project Evaluation
Human Resource Management Office		
Ernest Surrur	Director General	Project and Evaluation Briefing
Georgiana Kamara	Director Management Services	Project Evaluation
Doreen Faux	Director Recruitment Services	Project Evaluation
Diaspora Project Advisory Group		
Dr. Kaifala Marah	State House Chief of Staff, DAG Chair	Project and Evaluation Briefing
Others Key Informants		
Evelyn Awittor	Task Team Leader – Diaspora Project – World Bank	Views on parallels and performance of Diaspora Project
Englebert Gudmundsson	Chief, Governance Institutions UNIPSIL (+ Former Country Manager – World Bank)	Views on parallels and performance of Diaspora Project
Paul Karboh	Project Officer Temporary Recruitment of Qualified Nationals Project – IOM	Views on parallels and performance of Diaspora Project
Ousman Barrie	WB/Min of Finance Consultant - Executive Director Saadia Consultants	Independent national analyst on public sector reform /public financial management

Annex 6. Interviews with Experts and Supervisors

	Expert Name	Status	Positions	Ministries	Supervisor	Status
Current Experts						
1.	Mr. Alphajoh Cham	Completed	Urban Planner	Ministry of Lands, Country Planning and the Environment	Dr. Kai Banya, Director of Country Planning	Completed
2.	Mr. Joseph Sam Abokie	Phone not answering	Airworthiness Inspector	Ministry of Transport and Aviation	B.A. Tarawaley, Ag. Director General	No Phone number
3	Mr. Michael A.T. Kalainkay	Out of Freetown	Agriculture Marketing Advisor	Ministry of Agriculture and Food Security	Permanent Secretary, E.M. Kargbo	No show
4	Mr. Sidie Yayah Tunis	Completed	Health Information Specialist	Ministry of Health and Sanitation	Dr. Durammani Conteh	Completed
5.	Dr. Eva Hanciles Roberts	Completed	Consultant Anesthetist	Ministry of Health and Sanitation	Head of Connaught Hospital – Dr TB Kamara	Not completed
6.	Mr. Buawah Jombo Samba	Completed	GIS Advisor	Ministry of Lands, Country Planning and the Environment	Dr. Farmer, Director of Lands	Completed
7.	Mr. Joseph Kotey Fombo	Completed	Flight Operations Inspector	Ministry of Transport and Aviation	B.A. Tarawaley, Ag. Director General	No Phone number
8.	Yvonne Tagoe	Completed	Executive Assistant to the President	Office of the President	Mr. Osho Coker, Secretary to the President	Completed
9.	Dr. Sanusie Jalloh	In Kono	Pathologist	Ministry of Health and Sanitation	Dr. S.O. Koroma	No Phone number
10.	Dr. Joe Ben Davis	Completed	Environmental Advisor	Ministry of Lands, Country planning and the Environment	Prof. Ogunlade Davidson, Minister	No Phone number
11.	Ms. Yvette E. Stevens	Completed	Energy Policy Advisor	Ministry of Energy and Water Resources	Prof. Ogunlade Davidson, Minister	No Phone number
12	Ms. Esther Murana	Completed	Technical Assistant, National School and Adolescent Health Programme	Ministry of Health and Sanitation	Dr. Alfredo Moosa, Programme Manager	Not completed
13	Dr. Alusine S. Jah	Completed	Monitoring and Evaluation Advisor	Ministry of Agriculture, Forestry and Food Security	Mr Francis Kargbo Director General	Completed
14	Mohamed Juldeh Kanu	Completed	Psychiatric Specialist	Ministry of Health - Kissy Psychiatric Hospital	Dr. Andrew T. Muana, Medical Superintendent, Kissy Psychiatric Hospital	Completed

	Expert Name	Status	Positions	Ministries	Supervisor	Status
Previous Experts						
15	Ms. Milly Terry February, 2009	Number unavailable	Technical Advisor	Ministry of Tourism and Cultural Affairs	Unknown	No Phone number
16	Mr. Alusine S. Lovell	Not in Country	Environmental Health Researcher	Ministry of Health and Sanitation	Unknown	No Phone number
17	Dr. Agnes Kanu	Phone not answering	General Practitioner	Ministry of Health and Sanitation	Ministry of Health - Dr Sandy	Not completed
18	Dr. Peter Turay	Completed	Technical Advisor	Ministry of Agriculture and Food Security	PS – EM Kargbo	No Show
19	Mr. Gerald Scott	Not in Country	Development Economist	Ministry of Finance and Economic Development	Unknown	No Phone number
20	Dr. Kolleh A. Bangura	Phone not answering	Senior Mining Engineer (Infrastructure and Environment)	Ministry of Mineral Resources and Political Affairs	Minister Mineral Resources and Pol Affairs – Alpha Kanu	-
21	Mrs. Hadijatou Jallow	Completed	Legal Environmental Consultant	Ministry of Lands, Country Planning and the Environment	Mr Quee Benjamin Davies Fana Marah	No Phone number
22	Mr. Alhaji Salieu Mansaray	Completed	Technical Adviser ICT	Office of the Vice President	Unknown	No Phone number
23	Mr. Santigie Obai Kamara	Phone off	Policy Analyst	Ministry of Presidential and Public Affairs	Minister Mineral Resources and Pol Affairs – Alpha Kanu /Joe Koroma	-
24	Ms. Isata Kabia	Completed	Monitoring and Evaluation Specialist	Ministry of Presidential and Public Affairs	Minister Mineral Resources and Pol Affairs – Alpha Kanu / Joe Koroma	Completed (Mr Joe Koroma)
25	Ms. Ann-Magarette J. Nyama	Number unavailable	Technical Confidential Assistant	Ministry of Presidential and Public Affairs	Minister Mineral Resources and Pol Affairs – Alpha Kanu /Joe Koroma	-

Annex 7. Documents Consulted

Title	Author	Institution	Publication /Signature
Project Document: 'Delivering Results and Accelerating Public Sector Reform with Diaspora Resources and Experts from the South'	GoSL/UNDP	GoSL/UNDP	2008
Revised Project Document: 'Delivering Results and Accelerating Public Sector Reform with Diaspora Resources and Experts from the South'	GoSL/UNDP	GoSL/UNDP	2009
Standard Letter of Agreement between the UNDP and the Ministry of Presidential and Public Affairs Through the Diaspora Affairs Unit for Delivering Results and Accelerating Public Sector Reform with Diaspora Resources and Experts from the South'	GoSL/UNDP	GoSL/UNDP	February 2009
Evaluation of Diaspora Project Terms of Reference	GoSL/UNDP	GoSL/UNDP	July 2010
Diaspora Advisory Group Terms of Reference	GoSL	GoSL	August 2008
Diaspora Advisory Group – Minute Paper – Membership Appointment	GoSL	GoSL	September 2008
Note of Meeting of UNDP(BCPR)/Minister for Presidential and Public Affairs	UNDP	UNDP	July 2009
Diaspora Advisory Group Meeting Minutes:	ODA	Diaspora Advisory Group	22 January 2009 21 April 2009 8 May 2009 4 June 2009 16 October 2009 8 December 2009 9 February 2010 10 May 2010 30 April 2010 6 July 2010
Technical Note On Diaspora Experts Projects Based on Findings from Spot Check with Selected MDAs	UNDP	UNDP	April 2011
Joint Performance Evaluation of Experts July-Oct 2010	ODA/PSRU	ODA/PSRU	June 2010
Action Plan For Implementation of the Recommendations of the [May 2010 Expert Performance] Evaluation	ODA/PSRU	ODA/PSRU	July 2010
2009 Annual Work Plan Project Title: 'Delivering Results and Accelerating Public Sector Reform with Diaspora Resources and Experts from the South'	GoSL/UNDP	UNDP	2009
Diaspora Office Work Plan January - March 2009	M Sho Sawyer	Diaspora Affairs Office of the President MPPA	February 2009
2010 Annual Work Plan Project Title: 'Delivering Results and Accelerating Public Sector Reform with Diaspora Resources and Experts from the South'	GoSL/UNDP	UNDP	January 2010
Schedule of Services Facilities and Payments	ODA	ODA, Office of the President	Quarter 3, 2008 Quarter 1, 2009 Quarter 2, 2009

Title	Author	Institution	Publication /Signature
			Quarter 3, 2009
Office Supply Request	ODA, Office of the President, MPPA	ODA, Office of the President, MPPA	Quarter 4, 2009
Office of Diaspora Affairs Framework for Competitive Recruitment of Diaspora Experts	ODA	ODA	2009
Draft ODA Strategic Framework and Mid-Term Plan 2010 – 2014	ODA	ODA	October 2009
'A New Direction' Thoughts on Facilitating the Involvement of the Diaspora in SL's Development'	Dr William Konteh	ODA	XX
2011 Diaspora Expert Work Plans x 9	9 Diaspora Project Experts	MDAs	December 2010
Monitoring and Evaluation Plan – 'Delivering Results and Accelerating Public Sector Reform with Diaspora Resources and Experts from the South'	UNDP	UNDP	2009
Project Reports: Quarterly: September 2008 – March 2009 Quarterly: January 2009 – March 2009 Quarterly: April 2009 – June 2009; Quarterly: April – June 2010; Quarterly: July – September 2010;	GoSL/UNDP GoSL/UNDP GoSL/UNDP GoSL/UNDP	GoSL/UNDP GoSL/UNDP GoSL/UNDP GoSL/UNDP	May 2009 April 2009 Xx July 2010 October 2010
Diaspora Support Project First Consultative Workshop in SL Activity Report	GoSL/UNDP	GoSL/UNDP	October 2008
Diaspora Support Project First Public Relations Campaign in the USA Activity Report	GoSL/UNDP	GoSL/UNDP	September 2008
Diaspora Support Project Second Public Relations Campaign in UK Activity Report	GoSL/UNDP	GoSL/UNDP	December 2008
Diaspora Support Project NAACP Diversity Job Fair Outreach in the USA Activity Report	GoSL/UNDP	GoSL/UNDP	March 2009
Diaspora Support Project Sierra Leone Internal Job Fair Activity Report	GoSL/UNDP	GoSL/UNDP	May 2009
Annual: September 2008 – August 2009; Annual: September 2009 – August 2010.	GoSL/UNDP GoSL/UNDP	GoSL/UNDP GoSL/UNDP	September 2009 October 2010
Diaspora Project Brief/Status Update	Sylvia Siango Apreku Programme Officer	UNDP	22 August 2009 February 2010
Combined Delivery Report	UNDP	UNDP	August 2009
Diaspora Project Budget Implementation Status	UNDP	UNDP	July 2009 December 2009
An Agenda for Change 2008-2012 (PRSPII)	GoSL	GoSL	2008
Public Sector Pay Reform Report Draft Recruitment Policy – Civil Service of RSL	PSRU HRMO	PSRU HRMO	August 2010 2010
Management and Functional Review of Public Service Commission of SL	Saadia Consulting	GoSL	August 2010
Public Sector Reform Project Emergency Capacity Support Programme (2009-2010)	GoSL/UNDP	GoSL/UNDP	
Sierra Leone Public Sector Reform Programme (2009-2012) Volume 1: Public Sector Reform Framework Volume 2 : Civil Service Reform Programme	PSRU/ Office of the President	PSRU/ Office of the President	February 2009
Progress Report in Public Sector Reform July – September 2010	PSRU	PSRU	2010

Title	Author	Institution	Publication /Signature
ODA Staff TORs. Letters of Appointment (Project Manager, Database Specialist, Logistics Officer, Admin Assistant) TOR IT Database Specialist TOR Deputy Director	ODA	ODA	September 2008 January 2009
Expert Terms of Reference: <i>Energy Policy Advisor</i> <i>Consultant Histopathology</i> <i>Environment Technical Advisor</i> <i>Town and Urban Planning Advisor</i> <i>Agricultural Policy and Planning Advisor</i> <i>Agriculture Monitoring and Evaluation Advisor</i> <i>Agricultural Statistical Advisor</i> <i>Agriculture Management Information Systems Specialist</i> <i>Agriculture Marketing Advisor</i> <i>Executive Secretary</i> <i>Technical Confidential Secretary</i>			September 2009 October 2009
Experts performance appraisals: Experts updates 2008 to October 2010 Final Evaluation of 7 Experts	PSRU/ODA PSRU/ODA	PSRU/ODA PSRU/ODA	October 2010 October 2010
UNDP Financial Regulations and Rules	UNDP	UNDP	2005
UNDP Programme and Operations Policies and Procedures (POPP)	UNDP	UNDP	2010
UNDP Handbook on Planning Monitoring and Evaluation for Development Results	UNDP	UNDP	2000
Remittances Strategy Framework for Sustainable Development in Sierra Leone	Sanjay Krishnan, Juan Pablo Paschoa, John Weeks, Jan Toporowski	GoSL/UNDP	November 2009
Terms of Reference Remittances Strategy Framework for Sustainable Development in Sierra Leone	GoSL/UNDP	GoSL/UNDP	September 2009
Pre-screening Report on 30 State Owned Enterprises Slated for Privatization Primary Due Diligence Report on State Owned Enterprises Recommended as Potential Acquisition Targets Report on Investment Opportunities and Recommendations on the State Owned Enterprises Worthy of Consideration Comprehensive DENI-SL Implementation Strategy Proposal	Fred Kwoba, Amadu Massally, Agatha Johnson, Joseph Demby, Len Gordon Harris.	GoSL/UNDP GoSL/UNDP GoSL/UNDP GoSL/UNDP	2010 2010 2010 2010
Strategies for Building Diaspora/Migration Organisation Capacity for Development	Chukwu-Emeka Chikezie	AFFORD. UK	June 2007