



Leadership Development and Institutional Capacity Building for Human Development and Poverty Reduction in Sierra Leone

Final Report

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Acronyms

AfC	Agenda for Change
AWP	Annual Work Plan
CAB-SEC	Cabinet Secretariat
CSR	Civil Service Reform
DFID	Department of Foreign International Development
EU	European Union
GDP	Gross Domestic Product
GoSL	Government of Sierra Leone
HDI	Human Development Index
HRMO	Human Resources Management Office
IBSA	India, Brazil and South Africa
ICT	Information Communication and Technology
MDA	Ministries, Departments and Agencies
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MoFAIC	Ministry of Foreign Affairs and International Cooperation
ODA	Official Development Assistance
PD	Project Document
PSRU	Public Sector Reform Unit
PSC	Public Service Commission
RBM	Results Based Management
SC	Steering Committee
SPU	Strategic Planning Unit
SSC	South-South Cooperation
TOR	Terms of Reference
UNDP	United Nations Development Programme
UN	United Nations



Signing of Performance Contracts by Senior Government Officers at the Ministry of Foreign Affairs and International Cooperation

Executive Summary

Introduction

The India-Brazil-South Africa (IBSA)¹ project in Sierra Leone stems from a series of meetings involving the former Minister for Foreign Affairs and International Co-operation (MFAIC) Hon. Zainab Bangura and South Africa's Permanent Mission to the United Nations in March 2010 on the possibility of the Government of Sierra Leone accessing the IBSA Fund within the framework of South-South Co-operation. Sierra Leone's proposal met the IBSA guidelines and was approved culminating in the commencement of the project in 2011 focusing on key government institutions in the country.

Improving governance and ensuring the effective and efficient delivery of public goods and services is central to the Government's development strategy as enshrined in the Agenda for Change (PRSP II 2008-2012). The Agenda for Change sets out 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; and 4. Promoting Sustainable Human Development. Public Sector Reform is identified as key to the 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'.² The Government has implemented the Sierra Leone Public Sector Reform Programme (2009-2012) to address these issues. Furthermore, there is a link between the IBSA project particularly relating to the consolidation of peace to the overall priority and four programmatic priorities in the UN Joint Vision namely: the consolidation of peace, the integration of rural areas into the national economy, the economic and social integration of the youth and the accessibility and credibility of the public service are all aligned to both the IBSA objective and the priorities of the Agenda for Change. The UN family's contribution to the Government's Agenda for Change is to work together with the Government and other national and international stakeholders to consolidate the peace and stability that has been achieved in Sierra Leone since 2002.

and Scope: The overall objective of the evaluation was to strengthen the leadership and institutional capacity of key government agencies to deliver on their mandates and to meet the policy objectives and targets set under the Agenda for Change.

Methodology: The consultant employed the following methodological approaches in data collection and analysis: Document review and content analysis of available project documents provided by UNDP to the evaluation team; debriefing meetings with both UNDP and partner institutions that have benefitted from the IBSA project, which served as entry points; In-depth

¹ The India, Brazil and South Africa Facility for Poverty and Hunger Alleviation (IBSA Trust Fund) was created out of the IBSA Dialogue Forum in March 2004 by Prime Minister of India, President of Brazil, and President of South Africa. Its purpose is to identify replicable and scalable projects that can be disseminated to interested developing countries as examples of best practices in the fight against poverty and hunger. The Fund, as an example of cooperation among three developing countries, constitutes a pioneer and unique initiative to enhance south-south cooperation for the benefit of the neediest nations of the south.

² An Agenda for Change (PRSPII) 2008 - 2012

interviews and observations involving interviews with key stakeholders from UNDP, MOFAIC, HRMO, CAB SEC, PSRU and SPU; and data analysis and report writing, which involved collation, analysis of key findings and writing of the report looking at project relevance, effectiveness, efficiency, sustainability, resource, partnership and management analysis, lessons learned and recommendations.

Key Findings

1. Relevance:

The evaluation established that the IBSA project facilitated by UNDP was apt, timely and adequate in addressing the leadership challenges (skills, systems, processes) key state institutions face in managing the country's resources and meeting the targets set under the Agenda for Change. The evaluation also established that the project provided the logistics, tools and training to senior officials and thus helped the target MDAs in addressing the capacity gaps with the view to efficiently and effectively discharge their mandate and to deliver on reducing poverty and meeting the targets set out in the MDGs. However, the study discovered that realistically the project could only have been achieved in the medium to long term (3-5 years) and not the two year as set out in the Project Document.

2. Effectiveness

Output 1: Improved institutional, structural, administration and operational systems and set ups			
Planned Key Activities	Excellent	Done	Partially Done
Senior government officials in the MDAs able to lead and manage change	X		
Staff Appraisal system improved through the adoption of competency-based systems	X		
Staff performance improved through the adoption of RBM		X	
Average rating for Output 1.	Excellent		

Key achievements

Study tours strengthened learning and knowledge networking and experience sharing by senior government officials from Kenya, Ghana, Nigeria, Rwanda, Lesotho and Tanzania; the PPRU at MoFAIC was revamped with substantial investment in basic operational equipment and facilities; the project supported study tours of the Cabinet Secretariat to Ghana and India; and through the SPU, the design and roll-out of competency and skills development on results-based management for technical staff of MDAs were undertaken.

Some challenges included: The RBM and Performance Management System face enormous challenges taking off largely due to lack of internal generation of funds for such a public sector reform project; Government Ministers, instead of civil servants, drive and lead change and not civil servants who have the expertise to performing such responsibilities leading to rift between

civil servants and Ministers; and there is little micro assessment for MFAIC or CABSEC except for SPU, which LOA has been signed.

Output 2: SL's international image is enhanced through a re-capacitated MOFAIC			
Planned Key Activities	Excellent	Done	Partially Done
1. MOFAIC policy and research unit's capability improved	X		
2. MOFAIC's internal and external communication improved thro. an enhanced ICT	X		
3. MOFAICs staff capacity enhanced	X		
Average rating for Output 2.	Excellent		

Key Achievements: UNDP procured information, communication and technology (ICT) equipments including computers, printers and projectors; installation is complete at the newly designated MFAIC office building; a resource centre was also established and stocked with the relevant Foreign Service reference materials; and training in diplomatic protocols was also organized for career diplomats at MFAIC.

Some challenges included; Incomplete Internet installation at the PPRU to facilitate the work of the research unit; delay in the induction of newly recruited staff attached to the PPRU and the relocation of the ministry to its newly acquired and refurbished building at Tower Hill; the CABSEC lacks personnel to take responsibilities in enhancing the reform process largely due to the lack of progress in effectuating pay increase for civil servants.

Output 3: A RBM platform is enhanced, a system of performance monitoring and HR management strengthened			
Planned Key Activities	Excellent	Done	Partially Done
1. Results orientation among MDAs enhanced through training of key staff		X	
2. Installation of RBM procedures and systems	X		
3. RBM further devolved and expanded	X		
Average rating for Output 3.	Excellent		

Key Achievements: IBSA supported the SPU to promote and roll out performance contracting; sensitization of MDAs and local council representatives in performance contracting; HRMO was supported by IBSA to organize refresher workshop for managers in "Individual Performance Appraisal System" methodology.

Some challenges: A challenge was envisaged in the transitioning from recurrent budgeting to performance based budgeting; RBM and performance management systems struggle to take off largely because the country relies more on donor funding rather than internal resource generation.

Output 4: CAB-SEC technical and advisory functions are strengthened and its strategic positioning enhanced

Planned Key Activities	Excellent	Done	Partially Done
1. CAB-SEC able to address key priorities and make more informed decisions		X	
2. CAB-SEC data and information management capacity improved thro installation of IT-based systems and procedures	X		
Average rating for Output 4.	Good		

Key Achievements: Workshops organized for all implementing partners on the operations and administration of UNDP especially regarding its partnership and coordinating roles; study tours for key CABSEC officials to Ghana and Kenya were facilitated; CABSEC benefitted from computing and network printing facilities; internet connectivity has been installed to improve communications with MDAs; Cabinet Secretariat data management capability strengthened; and installation of LAN system to support data and voice communications, and to create secure, reliable and scalable platform completed.

Some Challenges included: CAB-SEC lacks personnel to effectively carry out and manage its responsibilities; the Secretariat has a dual portfolio (Head of Civil Service and responsible for Cabinet Affairs) with limited staff; there is need to separate the two to ensure that the civil service is not neglected as is currently experienced.

Output 5: <i>Partnership within SS-Cooperation in general and IBSA in particular forged and strengthened</i>			
Planned Key Activities	Excellent	Done	Partially Done
1. SL PRS program adopts a modern and innovative practices and procedures thro increased knowledge networking and best practice with S-S framework		X	
2. Connectivity improved and data management capability on IBSA established and functional	X		
Average rating for Output 5.	Good		

Key Achievements: IBSA project funded two people from the ACC to participate in the 15th International Anti-Corruption Conference in Brazil; IBSA provided support to two HR staff from the PSC and one from HRMO on study tours to Lesotho, Tanzania, India and Botswana; and IBSA project facilitated the development of a Country Office Expert Roster, which is part of the WIDE (Web of Information for Development System).

Project Overarching Outcome: Strengthen the leadership and institutional capacity of key MDAs to deliver on their mandate and to meet the policy objectives and targets set under the Agenda for Change			
Outputs	Excellent	Done	Partially Done
1. The Presidency, Ministers and other senior officials in the	X		

MDAs have the capacity for strategic and modern management and decision-making skills			
2. SL's international image is enhanced	X		
3. A RBM platform is enhanced, a system of performance monitoring and HR management strengthened		X	
4. CAB-SEC technical and advisory functions are strengthened and its strategic positioning enhanced	X		
5. Partnership within SSC in general and IBSA in particular forged and strengthened	X		
Average Rating of Project Performance	Excellent		

Project Efficiency

To a very large extent, UNDP disbursed funds/resources to meet the targeted planned activities. The project produced budget statements, which would link expenditure and disbursements from the executing agency, UNDP.

The main layers of checks and balances of the Steering Committee or the Project Board Chaired by the Chief of Staff and Co-Chaired by UNDP Country Director and made up of all partner institutions oversaw the management of project funds, which brought about transparency. The Steering Committee exercised overall authority and policy guidance for the project, including its strategic links with the public sector reform programme, the broader goals of the Agenda for Change, and that it reflected both the IBSA and South-South principles in its implementation. All requests for funds made to UNDP were approved by the Steering Committee. The project was also subjected to annual audit systems. It also reported quarterly to the IBSA Fund Board of Directors which oversaw progress and challenges.

Lessons Learned

- There was authentic ownership right through all phases of the project as demonstrated through the fundamentally key role played by the Office of the President and the MoFAIC;
- One lesson Sierra Leone can learn from the IBSA project is the drawing and reliance on its own local capacity to help alleviate poverty and promote sustainable development;
- There was strong involvement of partner institutions in project design, planning, implementation and management, and being part of the project's coordination and management systems was very visible and evident; and
- The IBSA support has created tremendous appetite for potential donors to contribute to the institutional and human capacity building project in Sierra Leone.

Recommendations to GoSL:

- Review of institutional policies, strategic plans and procedures paying particular attention on consolidating the strategic priorities and objectives, costing the plan, designing results framework, setting out project indicators, baseline and target values, and a detailed action plan for implementation;

- Prioritise, develop and roll out an efficient monitoring and evaluation framework for the RBM Performance Tracking and Management at all levels of engagement;
- Endeavour to develop achievable job descriptions that can contribute positively to and consistent with the performance tracking system and RBM;
- Involve local institutions and agencies such as the local councils in future project design and implementation to ensure ownership at the local level with to effectively decentralize RBM and performance management systems;
- To forge and sustain strong linkages with countries within IBSA especially African countries that are well ahead in institutional reforms, strategic decision-making and poverty alleviation efforts;
- To formalize capacity building policies by ensuring that attendees of training and skills development programs, and study tours hold experience sharing fora/sessions with other staff members;
- The GoSL to provide incentives to civil servants through pay increase in order to effectively and efficiently deliver on their mandate;
- The Government to ensure that civil servants are given the space to lead the change necessary for poverty alleviation and promote sustainable development as is the ideal case in other countries such as Kenya; and
- Design and develop internal control system, especially in the financial management arena that opens up institutional bureaucracies with the view to guarantee transparency

Recommendations to UNDP

- ICT and training/skills development programs remain the biggest challenge. UNDP should assist partner institutions especially CAB-SEC to complete the unfinished ICT component of the project, train staff in ICT related technologies, develop an e-library and create a research unit with the MDAs that has international standards. This is key to ensuring the modernization of MDAs with the wherewithal to making them effective and efficient in delivering on their mandates;
- There is need for UNDP to attract more funding from IBSA to undertake the following: provision of furniture and ICT equipment all MDAs; training of senior and middle level offi Strategic Management, ICT, administration, and good governance. UNDP can collaborate with tertiary institutions such as IPAM to provide these services;
- In order to ensure that the MDAs are efficient and effective in the discharge of their core mandate, it is critical to continue investing in professionalism through training programs, adherence to the separation of roles and responsibilities between Ministers and Civil Servants. Civil Servants should take the lead in reform process;

- UNDP should provide assistance to MDAs to develop Strategic Plans, procedures manuals by contracting Strategic Plan experts with the skills to develop an achievable and attainable plan;
- Towards ensuring strengthened project accountability and improved reporting, project supervision, monitoring and analytical evaluation by Funding Partners should be prioritised; and
- There is need to improve disbursement of funds in a timely manner.

1. Introduction

1.1 Country and Project Context

Sierra Leone emerged from one of the most brutal civil conflicts (1991-2002) registered in human memory in the post Cold-War era. Three successive elections have been conducted since the end of the civil conflict. The most recent Parliamentary and Presidential elections conducted in November 2012 were judged as free and fair. Notwithstanding the democratic strides, the legacy of conflict continues to haunt Sierra Leone as evidenced by the country's continued poverty and low ranking in the Human Development Index. More than 70% of the country's population of about 5.36 million lives below the poverty line with the largest population concentration in the capital, Freetown. In addition, the country's major socio-economic indicators are yet to improve as for every 100,000 live births, 970 women die from pregnancy related causes; the adolescent fertility rate is 126 births per 1000 live births. Life expectancy, showed the strongest improvement from 39.8 years in 2000 to 47.8 years in 2011.³

Youth unemployment remains very high, as the economic recovery process is slow to advance, with the latest GDP real growth rate estimated at 5%, which places the performance of the Sierra Leone economy in reasonable standing within the sub-region with moderate signs of growth. Regardless of the recorded growth, donor assistance continues to be significant, building on years of steady support in the post-conflict period since 2002. The Official Development Assistance (ODA) receipts between 2002 and 2006 have remained stable at between US\$350 million and US\$360 million per annum, then increasing in 2007 through 2009, between \$US545 million and \$US437 million⁴. DfID was the largest overall donor during this period.

While the country is well endowed with natural resources, this has, however, not translated into prosperity for its people owing largely to years of bad governance, corruption and mismanagement. At the moment, the country enjoys stability and significant donor assistance as the Government's reform and development agenda is focused on anti-corruption, rebuilding the climate for private investment, and diversified and sustainable economic growth, as it successfully conducted its third successive post-war elections in November 2012. Building from the national conference held in January 2012 to define the country's vision for the next 50 years, government has launched its third poverty strategy paper, the Agenda for Prosperity years (2013-2017), which is linked to its long-term vision.⁵

³ See Project Document for details

⁴ OECD DAC Statistics. *Recipient Aid Charts – Sierra Leone* (2011)
http://www.oecd.org/newinfobycountry/0,3760,en_2649_201185_1_70783_1_1_1,00.html

⁵ For details, see the UNDP Sierra Leone Annual Report of 2012

The India-Brazil-South Africa (IBSA)⁶ project in Sierra Leone stems from a series of meetings involving the former Minister for Foreign Affairs and International Co-operation (MFAIC) Hon. Zainab Bangura and South Africa's Permanent Mission to the United Nations in March 2010 on the possibility of the Government of Sierra Leone accessing the IBSA Trust Fund within the framework of South-South Co-operation.

These consultations were successful as Sierra Leone was invited to submit a proposal (based on IBSA Guidelines) with the primary focus on support to the Presidency (SPU and Cabinet Secretariat), the Ministry of Foreign Affairs and International Co-operation as well as strengthening leadership capacity and managerial skills of senior public officials.

In December 2010, it was informed that Sierra Leone's proposal titled, **“Leadership Development and Institutional Capacity Building for Human Development and Poverty Reduction in Sierra Leone”** had received a favorable review by the Board of Directors of the IBSA for funding under the IBSA Fund in the amount of USD 1 million. As a next step, and in order to access the fund, a full project document was developed by the Government with technical support from UNDP which is also entrusted by the IBSA Board to manage the Trust Fund.⁷

Anchored in the overarching goal of capacity development, this project aims to respond to Sierra Leone's development challenges from a South-South perspective by focusing on four strategic priorities outlined in the Government's blue-print for reconstruction and development, the Agenda for Change: i) enhancing national electricity; ii) developing the national transportation network; iii) enhancing productivity in agriculture and fisheries; and; iv) sustaining human development, notably health, education and water.⁸ The project will support Sierra Leone's efforts in reducing poverty and achieving the MDGs. The interventions outlined in the project will seek to bolster institutional delivery capacity to improve planning for and the delivery of services to the people of Sierra Leone that would result in sustainable human development and poverty reduction.

Improving governance and ensuring the effective and efficient delivery of public goods and services is central to the Government's development strategy as enshrined in the Agenda for Change (PRSP II 2008-2012). The Agenda for Change sets out four priorities for socio-economic transformation and development, namely: 1. Enhancing National Electricity; 2.

⁶ The India, Brazil and South Africa Facility for Poverty and Hunger Alleviation (IBSA Trust Fund) were created out of the IBSA Dialogue Forum in March 2004 by Prime Minister of India, President of Brazil, and President of South Africa. Its purpose is to identify replicable and scalable projects that can be disseminated to interested developing countries as examples of best practices in the fight against poverty and hunger. The Fund, as an example of cooperation among three developing countries, constitutes a pioneer and unique initiative to enhance south-south cooperation for the benefit of the neediest nations of the south.

⁷ Project Document

⁸ Agenda for Change

Developing the National Transportation Network; 3. Increasing Agricultural Productivity and Competitiveness; and 4. Promoting Sustainable Human Development. Public Sector Reform is identified as key to the 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'.⁹ The Government has implemented the Sierra Leone Public Sector Reform Programme (2009-2012) to address these issues. Furthermore, the overall priority and four programmatic priorities in the UN Joint Vision namely: the consolidation of peace, the integration of rural areas into the national economy, the economic and social integration of the youth and the accessibility and credibility of the public service are all aligned to both the IBSA objective and the priorities of the Agenda for Change. The UN family's contribution to the Government's Agenda for Change is to work together with the Government and other national and international stakeholders to consolidate the peace and stability that has been achieved in Sierra Leone since 2002.

1.2 Objectives and Scope of Work

According to the TOR, the overall objective of the project is to strengthen the leadership and intuitional capacity of key government agencies to deliver on their mandates and to meet the policy objectives and targets set under the Agenda for Change. Specifically, the project aims to, i) strengthen the institutional and operational capacities of the Ministry of Foreign Affairs and international Co-operation, as well as the Cabinet Secretariat; and ii) through the Office of the President (SPU) and other agencies such as HRMO, strengthen the leadership and management skills of senior officials of government, through among other tools, the adaptation and roll-out of enhanced results-based management.

The evaluation will cover the period from the inception of the project to its end, that is, January 2010 to January 2012. Working under the overall guidance of UNDP, the scope of the consultancy is as follows:

- Undertake a stock-taking of implementation of the IBSA project since June 2011 to date;
- Conduct an assessment of progress made towards the achievement of results at the outcome and output levels of the project;
- Determine if results contribute to projects overall goals of poverty reduction and sustainable development;
- Assess the reasonability of the relationship between project costs and results;
- Assess performance in terms of relevance of results, sustainability, shared responsibility and accountability, appropriateness of design, resource allocation and informed and timely action;
- The extent of project implementation compliance with some key principles that underline the IBSA project including national leadership and ownership, mutual benefits, equality and horizontality, non conditionality and complementarities; and

⁹ An Agenda for Change (PRSPII) 2008 - 2012

- Identify lessons learnt and provide recommendations for the consideration of IBSA, UNDP, the beneficiary government and other development partners for future project design and delivery.

1.3 Methodology

Document Review and Content Analysis: The consultant reviewed relevant project documents. The review provided insights into the project as well as provided background data that informed data collection tools. Such documents included but were not limited to: Annual Reports, Leveraging SSC and Triangular Cooperation Report, CAB-SEC Indian Report, Egypt Mission Report, IBSA Annual Report, IBSA Briefing Notes, IBSA Discussion Papers, Final Project Document, IBSA Write up, MFAIC Study Tour Report, Steering Committee Reports, Monitoring Reports and any other relevant literature.

Debriefing Meetings: The consultant held a number of debriefing meetings with key stakeholders. In particular entry de-briefing meetings were held with both UNDP and partner institutions that have benefitted from the IBSA project. Such meetings provided a broad overview of the project, project objectives and how these were carried out during project duration. These meetings also provided the consultant the opportunity to physically see the logistical, administrative and operational support in terms of furniture, computers and other hardware provided by UNDP to partner institutions.

In-Depth Interviews and Observations: Key informant interviews involved conducting in-depth interviews with key stakeholders from UNDP, MOFAIC, HRMO, CAB SEC, PSRU and SPU. Focal persons with institutional memory on the project already identified by UNDP were interviewed. Key observation was also used as a data collection tool especially at MOFAIC where the PPRU has been established as a model unit to be replicated in other MDAs, and where capital equipment was provided as a form of institutional strengthening.

Data Analysis and Report Writing: The consultant collated data from the field. Data analysis was guided by the key outcome areas and key evaluation pillars which included analysis to inform: relevance; effectiveness; efficiency; sustainability; resource, partnership and management analysis; lessons learned and recommendations.

The resilience of nations is manifest in their ability to anticipate and prepare for shocks, which, in turn, depends on the technical capacities of organizations and institutions at the front lines of crisis response, the overall functioning of country systems, and the governance structures that ‘set the rules of the game’.

Performance, adaptability and stability are the three qualities critical for any effective response to a crisis. While institutional performance is the foundation of state capacity to function and fulfill its obligations towards its citizens, it is not a sufficient condition for countries that need to respond to shocks and deal with a changing environment. Building resilience also requires institutions that are stable, yet adaptable.

Improvements in institutional qualities can be measured by an institution’s ability to: a) convert inputs into productive use (performance); b) adapt to changing realities and demands (adaptability); and c) seek resolution to problems and remove barriers (stability).

See: Principles of Institutional Capacity Building

Sample interview questions for MOFAIC

Relevance: What engineered UNDP’s support for leadership development and institutional capacity for HD and poverty reduction in SL? How were local capacities identified, utilized and strengthened? Did the project complement the north/south cooperation? How was the project conceived and designed? Who were the key players/stakeholders? In your view how relevant was the project to strengthening south/south cooperation eg. Improved connectivity, data management capability on IBSA etc? How was it relevant to improving SL’s international image? Give examples. How involved were the partners and beneficiary institutions like yours in deciding the nature of capacity support?

Effectiveness: The overarching outcome for the support was promoting systematic approach to support institutional capacity development to reduce poverty, achieve the MDGs and support HD in SL within the framework of South-South Cooperation: In your view, to what extent has this outcome been achieved? Have you delivered on all of the objectives outlined in the project document that speaks to enhanced result-based management platform, performance monitoring and devolution of RBM across MDAs? What is the status of: 1. South-South cooperation, 2. Staff appraisal systems, managing change in the public sector, staff performance, connectivity, improved communication in the Ministry, and enhanced staff capacities? How do rate each of them? What lessons have you learned during implementation? What key challenges did you face during program implementation?

Efficiency: How well were resources used? Probe: Timely disbursement of funds; adequacy of funds; did the results justify the level of resource injection?

Resource, Partnership and Management: Was the technical staff in the provinces and districts involved in project design; Was the project management structure appropriate to achieving the desired objectives?

Lessons Learned: What lessons have you drawn from this experience? Elaborate?

Recommendations: What are your recommendations for UNDP and the MDAs for future similar projects?

2. Key Findings

2.1 Project Relevance

The section of the report details the appropriateness and adequacy of the initial design of the project and whether this has remained relevant. Before addressing the above, it is important to quickly examine the capacity of the MDAs prior to the project intervention in 2011.

Observed Capacity Gaps Prior to Project: Prior to the UNDP support to the MDAs particularly the MOFAIC, PSRU, CAB-SEC, HRMO, PSC and the SPU, it was discovered that they were plagued with a plethora of challenges. The following were identified:

- The institutional capacities of these MDAs were suspect;
- They lacked equipment such as computer soft and hardware, ICT equipment, and in some cases furniture and training programs for middle level and senior officials;
- Most, if not all of the above MDAs, lacked the capacity to interpret and implement key policy objectives;
- Limited study tours for senior government officials to share experiences and learn new ways of doing business from similar country institutions;
- The PPRU at the MOFAIC was not established to serve as a functional unit in the Ministry and to serve as a example to other MDAs;
- There was hardly any accountability for development results;
- Although RBM was pronounced in the Agenda for Change and the Public Sector Reform Programme, senior officials were not adequately armed with the tools, skills and aptitude to strategically engage in issues that yield results;
- Performance management and RBM were key institutional capacity building novelties;
- The Country's international image required rebranding;
- No Strategic Planning, Policy and Research Unit existed in the MOFAIC to serve as the heart-beat of the Ministry;
- CAB-SEC was and remain understaffed to fully carry out its mandate;
- Some of these MDAs particularly the CAB-SEC had not been getting enough funding from government to carry out its responsibilities hence the low level output; and
- Sierra Leone was limited in delivering on its national and international obligations to reduce poverty and meet the target of the MDGs.

The MOFAIC, CAB-SEC, HRMO, SPU, PSC and the PSRU are undoubtedly key institutions within the governance structure of Sierra Leone and the main drivers in implementing key policy and development issues. The evaluation established that the IBSA project facilitated by UNDP was apt, timely and adequate in addressing the leadership challenges (skills, systems, processes) key state institutions face managing the country's resources and meeting the targets set under the Agenda for Change. The evaluation also established that the project provided the logistics, tools and training to senior officials and thus helped the target MDAs in addressing the capacity gaps with the view to efficiently and effectively discharge their mandate and to deliver on reducing

poverty and meeting the targets set out in the MDGs. However, the study discovered that realistically the project could only have been achieved in the medium to long term (3-5 years) and not the two year as set out in the Project Document.

2.2 Relevance of the South-South Cooperation Approach and Methods

South-South Cooperation (SSC) serves as a relevant partnership mechanism for equality, promoting development and providing opportunities for countries in the South in addressing the poverty and under-development affecting their countries. It provides alternative development models and approaches by capitalizing on Southern development knowledge and expertise and making it available to others. Since its inception, SSC has operated based on solidarity among developing countries and on the foundational principles of non-interference and mutual benefit. SSC is defined broadly by design to reflect the extensive array of Southern development partners, experiences and needs. “[SSC] takes different and evolving forms, including, inter alia, the sharing of knowledge and experiences, training, technology transfer, financial and monetary cooperation and in-kind contributions,”¹⁰ as established in the outcome document of the High-level United Nations Conference on South-South Cooperation in Nairobi. These “different and evolving forms” of SSC all operate within a framework of internationally agreed principles. These principles are the theoretical underpinning of each of the different forms of SSC; therefore it is expected that SSC should reflect these principles in practice.

There is, therefore, no doubt that SSC is becoming a widespread and accepted catchphrase in development conversation especially in countries with high potentials to develop but are still reeling in poverty and want. Yet popular understanding of the concept in practice often lacks nuance and fails to recognize the rich idiosyncrasies that characterize and give strength to SSC as a partnership mechanism. Within this context, the India, Brazil and South Africa (IBSA) Fund represents a pioneering initiative to implement cooperation amongst Southern countries, in partnership with the UN system and operating under UNDP rules and regulations. The IBSA Fund has a portfolio of mature initiatives that enables an examination of the extent to which its practices adhere to SSC principles. The Fund Managers have undertaken an internal review of the Fund’s structure and activities in an effort to contribute an evidence-based account which will serve as a publicly available record.

IBSA’s approach is to improve the way capacity development interventions are conceptualized, designed, implemented and monitored in countries of the South, and help to improve the linkage between agency outputs and outcomes and the broader goals of the national priorities. As it is developed within the framework of IBSA, it also enhances knowledge networking including sharing of best practice, and thus become an important element for mainstreaming South-South Co-operation.

In Sierra Leone, the project was limited to the MFAIC, the Presidency including the Cabinet Secretariat, senior leadership and enhanced Results-Based Management training of select MDAs. In total, this constitutes only about 3-5% of the public service. However, it was a highly strategic

¹⁰ South-South Cooperation Principles in Practice: The IBSA Fund Experience, October 2012.

and influential 3-5%.¹¹ Therefore, the systems put in place by the project benefits the entire public service in terms of more efficient management and guidance to the public service. Some other key elements include but not limited to:

- South-South dialogue, co-operation and common positions on global and multilateral issues of importance;
- Trade and investment opportunities between the three regions, as well as the exchange of information, expertise, technologies and skills;
- International poverty alleviation and social development;
- Co-operation in a broad range of areas e.g., culture, defence, education, energy, health, human settlement, public administration, science and technology, social development, trade and investment, tourism and transport; and
- People-to-people co-operation

The relevance of the SSC was echoed by the former Director at the Public Sector Reform Secretariat (PSRU) thus:

“SSC has been established by the richer countries in the Global South (namely South Africa, India, Brazil) as a counter-bloc to the traditional western countries that have strangled development in poorer countries through harsh conditionalities. SSC examines and discovers the potentials within developing countries with the view to tapping those potentials to reverse the shackles of poverty and want prevalent in poor countries. It portends to build the human and institutional capacities of developing countries that had been largely latent. It proposes to utilize the expertise from within to build strong institutions that have the capacity to withstand external shocks especially from traditional allies and partners from the Global North”.

3. Project Effectiveness

3.1 Coherence of the Design

Overall, the IBSA project framework supports human development and poverty reduction in a way that is non-linear and indirect. The focus was on strengthening leadership and operational effectiveness of public sector agencies and institutions that make key decisions and execute service delivery functions that affect the wellbeing and living standards for poor people in Sierra Leone. IBSA project design and implementation was to a large extent successful in targeting the right stakeholders that are strategically positioned to influence policy and actions in government, for the wider benefit of the public and the poor in particular. For example, the major beneficiaries of the project-i.e. the Office of the President, SPU, MFAIC, the Cabinet Secretariat and HRMO, occupy enormous authority and influence over policymaking and allocation of state

¹¹ See Final Project Document for more details

resources, which underscores the need to make these entities more effective in conducting the business of government. Even within government entities that participated, the project design was quite rational and strategic in targeting officials.

Leadership in public sector institutions naturally falls to personnel in senior management positions. They open or close the door to institutional reform and change management, genuinely adopt and institutionalize practices in new public management or chose to approach the process with superficiality and suspicion. Attempts to reshape leadership thinking, improve competence and preparedness of public sector entities to fight poverty and respond to the needs of the poor should seek buying-in at the top of government, including the executive and civil service. To some extent, IBSA succeeded in fulfilling this critical condition, given the persistent participation of senior managers in the various leadership and capacity building activities supported by the project.

Perhaps the most significant content of IBSA project design, vis-à-vis its ability to improve leadership capacity and institutional development in the public sector, is reflected in specific themes and actions chosen for the intervention. The civil service, which was the major beneficiary of the intervention, functions as a bureaucracy that simply administers policy, laws and regulations from the executive, without necessarily taking personal responsibility for its effectiveness and outcomes. This tends to take away the incentive for civil servants to assume personal responsibility and accountability for public policy and programme outcomes. Reforms are actively promoted in many countries to change this relationship and increasingly make civil servants more accountability for policy outcomes through performance management mechanisms.

In Sierra Leone, however, the concept of performance based approach is nascent to the public sector, possibly taking centre stage in policy making circles somewhere in the first presidential term of the current presidency¹². Prioritization of actions to promoting performance based systems and practices are certainly crucial to strengthening leadership and accountability standards in public sector institutions. At the same time, the project also recognized the worth of improving results based management skills as a requisite condition for leadership and institutional capacity development. The evaluation examined the five outputs thus:

Output1: The Presidency, Ministers and Senior Government officials in the MDAs have the capacity for strategic and modern management and decision-making skills linked to the Agenda for Change.

Table: Rating of Output

Project Overarching Outcome: Strengthen the leadership and institutional capacity of key MDAs to deliver on their mandate and to meet the policy objectives and targets set under the Agenda for Change			
Output 1: Improved institutional, structural, administration and operational systems and set ups			
Planned Key Activities	Excellent	Done	Partiall

¹² The present administration was elected in 2007, and re-elected for second five-year term in 2012.

			y Done
Senior government officials in the MDAs able to lead and manage change	X		
Staff Appraisal system improved through the adoption of competency-based systems	X		
Staff performance improved through the adoption of RBM		X	
Average rating for Output 1.	Excellent		

Key achievements of this output were: Strengthening of learning and knowledge networking and experience sharing on Public Sector Management involving senior government officials from the Government of Kenya, Ghana, Nigeria, Rwanda, Lesotho and Tanzania; Completion of a major reform initiative with the Ministry of Foreign Affairs to revamp its Policy, Planning and Research Unit with substantial investment in defining its programme of work and basic operational equipment and facilities; Institutional ‘surge’ capacity support to the Cabinet Secretariat including a study tour of the Sierra Leone Cabinet Secretary to Ghana and India; and through the SPU, the design and roll-out of competency and skills development on results-based management for technical staff of MDAs as well as the design and roll-out of performance contracting in the public sector.

Furthermore, MFAIC representatives, led by the Director of the Policy Planning and Research Unit (PPRU), also visited Egypt.¹³ The delegation got insight into operations of several departments in the Egyptian foreign ministry, including the Policy Planning and Crisis Management unit. A much diverse team of representatives from Office of the President, Ministry of Finance and Economic Development (MoFED) and the Open Government Initiative (OGI) also visited Rwanda to familiarise themselves with important leadership actions that country had embarked in the post-war period. Rwanda was of particular interest to the political and civil service leadership in Sierra Leone because of the success of their counterparts in reducing poverty, improving public service delivery and promoting national cohesion after the genocide.

About 20 officials from various MDAs, including HRMO and SPU were sent to participate in the Commonwealth training in performance management and contracting, organized in Kenya. The government has in fact used its interface with Kenya officials to sign a memorandum of understanding with the Kenya Institute of Administration (KIA) to support permanent secretaries in Sierra Leone on civil service development and strengthening as when this may be required by Sierra Leone. The leverage these key MDAs enjoy with enhanced capacity have placed and positioned them to lead and manage change in the country’s public sector reform process. The project has supported the resuscitation of the Civil Service Training College, a key arm of the Presidency spearheading leadership development and performance management training for civil servants. At a ceremony organized at State House in November 2011, UNDP handed over sets of equipment and furniture including two desk top computers, a photocopier, comb-binding machine, a projector, various furniture for office and classrooms, air conditioners, fridge/freezers, flip chart and flip chart stand valued at over \$36,000.

¹³ This report exists in the PPRU Directorate at the MoFAIC as was indicated by the Director.

The former Director of the PSRU had this to say during the ceremony, “...the completion of the building and the donation of the equipment to help the college become functional will propel the process of transforming the civil service and improve the standards of the service to match other countries”.¹⁴

Noted Challenges:

The RBM and Performance Management System face enormous challenges taking off largely due to lack of internal generation of funds for such a public sector reform project as is the case Kenya. This has implications for not only for design and implementation but also for monitoring and evaluation.

The evaluation also noted from the interviews that in Sierra Leone, unlike Kenya, government Ministers (with little or no public sector reform expertise) drive and lead change and not civil servants who have the expertise to performing such responsibilities. As such, the relationship between civil servants and Ministers (whose responsibilities are limited to policy making) have become frosty in most MDAs thereby slowing down reform processes.

There is a problem of varying implementation modalities with respect to the three implementing partners as there is no micro assessment for MFAIC or CABSEC except for SPU, which an LOA has been signed.

Table 1: Rating of Output 2

Project Overarching Outcome: Strengthen the leadership and institutional capacity of key MDAs to deliver on their mandate and to meet the policy objectives and targets set under the Agenda for Change			
Output 1: SL’s international image is enhanced through a re-capacitated MOFAIC			
Planned Key Activities	Excellent	Done	Partially Done
4. MOFAIC policy and research unit’s capability improved	X		
5. MOFAIC’s internal and external communication improved through an enhanced ICT	X		
6. MOFAICs staff capacity enhanced	X		
Average rating for Output 2.	Excellent		

Key Achievements: IBSA provided other support of tangible forms, mainly to MFAIC and the Cabinet Secretariat. At the request of MFAIC, the UNDP procured information, communication and technology (ICT) equipments in order to improve the capacity of the ministry to interface

¹⁴ See “UNDP hands over furniture and equipment to new Civil Service College”, 30 November 2011.

with its diplomatic missions and other governments. Various items were purchased, including computers, printers and projectors. Internet connectivity was also included in this package; while installation is complete at the newly designated MFAIC office building, the connection will be tested when power supply is available in the new building. MFAIC also took opportunity of IBSA assistance to establish the PPRU, which it envisages to use as its internal think-tank to guide foreign policy decisions and engagements with foreign governments; a resource centre was also established and stocked with the relevant Foreign Service reference materials. Foreign language training equipment and relevant resources, furniture and televisions sets were also procured with IBSA funds; training in diplomatic protocols was also organized for career diplomats at MFAIC.

“The Directorate has become the most resourced with varying tools and working materials procured from the IBSA funds. Six laptops, 6 desk tops, projectors, furniture, flip charts, ICT equipment and many other items have made the PPRU the most resourced unit at MOFAIC” - **Statement by the Director of PPRU--MoFAIC**

The evaluation noted that this has enhanced the capacity of staff at PPRU to use materials/equipment to deliver on their assignments and to fast track communication within the Ministry; staff were very instrumental in the design and development of the 5-year Strategic Plan for the MOFAIC; The Director has acted as Secretary to the Change Management meetings Chaired by the Minister and have produced timely reports largely due to the equipments bought from the IBSA funds; the PPRU spear-headed and led the process leading to the African Union meetings and representatives of AU committee on UN reform and the Directorate also collaborated with UNDP in launching of the 2013 Human Development Report.

The PPRU is now re-tooling itself, applying the new tools with an additional staff compliment to spearhead its work that covers *three* key areas:

- providing evidence-based high-quality advice on all traditional and emerging foreign policy matters, and coordinating policy inputs among directorates;
- providing analytical support to the GOSL in projecting the country's business opportunities and attracting private foreign investment; and
- providing guidance and support to the sister directorates in the preparation and implementation of performance contracts, monitoring and evaluating their performance, and reporting to appropriate authorities.

Through the IBSA project, UNDP is at an advanced stage in *installing an effective communication, connectivity and data management in the Ministry's new ultra-modern building*. This is being achieved through the installation a PABX, a new integrated voice and data Local Area Network (LAN), configuration and implementation of all profiles, workstations and printers, installation of vigorous anti-virus and back-up system, set up an applicable network policy for effective LAN administration. Completion of this work has been challenged by lack of electricity in the building to enable the vendor test the installations and be disengaged. Alongside this, UNDP also provided support through a specialized training firm to provide training in standard computer applications MS office for 40 service personnel of the MFAIC. It is also worth noting that 50% of the beneficiaries are female workers of MFAIC. The training is expected to enhance the knowledge and skills of the participants, build their aptitudes to improve

productivity and service delivery in line with the Ministry's objective of building a first class Foreign Service

Noted Challenges:

- Internet installation at the PPRU has not been fully completed to facilitate the work of the research unit;
- Delay in the induction of newly recruited staff attached to the PPRU was a major gap in human resource capacity;
- The Ministry is yet to relocate to its newly acquired and refurbished building at Tower Hill where the Ministry's operational levels will be enhanced
- The CABSEC lacks personnel to take responsibilities in enhancing the reform process largely due to the lack of progress in effectuating pay increase for civil servants
- CABSEC internet installation faces some challenges as some of its computers and installation facilities were found to be sub-standard

Output 3: A RBM platform is enhanced, a system of performance monitoring and HR management strengthened

Table 2: Rating of Output 3

Project Overarching Outcome: Strengthen the leadership and institutional capacity of key MDAs to deliver on their mandate and to meet the policy objectives and targets set under the Agenda for Change			
Output 1: <i>A RBM platform is enhanced, a system of performance monitoring and HR management strengthened</i>			
Planned Key Activities	Excellent	Done	Partially Done
4. Results orientation among MDAs enhanced thro training of key staff		X	
5. Installation of RBM procedures and systems	X		
6. RBM further devolved and expanded	X		
Average rating for Output 3.	Excellent		

Key Achievements: The Strategic Policy Unit (SPU) in the Office of the President manages performance contracts for the public sector. As SPU spearheads this function, it received substantial support from IBSA funds to promote performance contracting. Local and external trainings have been attended by many government officials on this subject.

IBSA sponsored several initiatives to sensitize MDAs and local council representatives in performance contracting in-country. SPU organized workshops for local council chairmen, representatives from university management, and MDAs on how to develop performance works programme. HRMO, which is the department in charge of human resources in the public sector, also got a major contribution from IBSA funds to organize refresher workshop for managers in "Individual Performance Appraisal System" methodology. Other training initiatives were also sponsored, which complemented efforts to promote performance-based culture. Orientation was

organized for senior officials from selected MDAs in the use of the results based management (RBM) toolkit.

The contribution of this support is raising the profile on the performance based contracting and stimulating ownership and leadership of that process at the highest echelon of government. The evaluation noted that the project now observe significant articulation and focus in performance management discussions with public sector staff, especially among those that attended the training sessions. With sustained commitment on the side of the executive, the chances are much better for the SPU and HRMO in particular to deepen and institutionalize performance management framework in the public sector.

Government Ministers, civil and public servants currently sign performance contracts with their employees to ensure that they deliver on their stated responsibilities thereby strengthening public institutions.

“The PPRU Directorate at the MOFAIC has been responsible for the preparation of the Ministry’s performance contract disseminating the preparation to other divisions in the Ministry”- Statement from a Senior MoFAIC Official

The SPU has within an expert team of Advisers and Analysts who have continued to provide support in the design and roll-out of performance management, including monitoring the performance of Ministers. It has also a team of Performance Coordinators that also provide support to the process; the team will be relied on to support the roll-out of RBM to MDAs.

The evaluation noted that more than 5 sensitization sessions were held with key stakeholders for performance contracting. One key outcome of these meetings was Stakeholders’ deeper understanding of the relevance of the performance contracting tool and how the tool can be used to inject performance in the public service and clarity of utilization of public funds. Through this was a novel situation to Tertiary Educational Institutions in the country, they have embraced performance contracting and are in the process of developing Performance Tracking Tables (PTT) that will be subjected to quarterly performance reviews. These workshops brought together a combined total of over 156 participants. Through these initiatives, Performance management is permeating to the local level and beginning to change the perceptions and work ethics in the public service.

Through the IBSA project, the Office of the Chief of Staff working through the Strategy and Policy Unit organized a series of sensitization and knowledge building workshops on performance management system for senior leadership teams representing four key constituencies, namely, tertiary institutions, local councils, MDAs and State-Owned Enterprises (SOEs). The first set of workshops took place in Bo between 15-16 June 2012 covering tertiary institutions and local councils, held in separate sessions, while the last two, representing MDAs and SOEs took place at the Civil Service Training College, Freetown between 18-19 June 2012.

The SPU also organized a refresher training programmes for middle level managers from select MDA’s in July 2012 at the newly refurbished civil service training college at tower hill in Freetown. The training attracted 21 attendees, 6 of whom were female participants. A key

outcome of these trainings was a deeper understanding of the relevance of the performance contracting tool and how it can be used to inject performance in the public service and clarity of utilization of public funds. Through this, new category of MDAs, namely, Tertiary Education Institutions have embraced performance contracting and are in the process of developing Performance Tracking Tables which would be the subject of quarterly performance reviews.

Through the IBSA project, provided support in developing the result based management (RBM) web portal to further improve public awareness and provide an on line forum for peer to peer learning and knowledge networking in performance management.

Noted Challenges

- A major challenge posed to government, however, is the transitioning from recurrent budgeting to performance based budgeting. This poses a major reform issue in Public Finance Management in 2012 and beyond;
- It has been difficult for RBM and performance management systems to take off largely because the country relies more on donor funding rather than internal resource generation as the case in Ghana. The cost for implementation poses a serious challenge.

Table 3: Rating of Output 4

Project Overarching Outcome: Strengthen the leadership and institutional capacity of key MDAs to deliver on their mandate and to meet the policy objectives and targets set under the Agenda for Change			
Output 4: <i>CAB-SEC technical and advisory functions are strengthened and its strategic positioning enhanced</i>			
Planned Key Activities	Excellent	Done	Partially Done
3. CAB-SEC able to address key priorities and make more informed decisions		X	
4. CAB-SEC data and information management capacity improved thro installation of IT-based systems and procedures	X		
Average rating for Output 4.	Good		

The Cabinet Secretariat in Sierra Leone has not been getting enough from the central government in terms of regular budget to undertake reforms and to strengthen its capacity (infrastructure, technical skills). As a matter of fact, computer hardware and software, IT and office equipment were generally lacking. The Permanent Secretary had this to say;

The Secretariat hardly benefitted from study tours, very little support from regular government budget and did not generally enjoy the goodwill other MDAs enjoyed. Officials transferred to the Secretariat would all in their powers to work elsewhere because the Secretariat was referred to as “Dead Zone”.- **Statement by Permanent Secretary, CAB-SEC**

Key Achievements: Prior to the commencement of the IBSA support to the CAB-SEC, UNDP organized a two-day workshop for all implementing partners including the CAB-SEC. The workshop exposed all attendees to the operations and administration of UNDP especially regarding its partnership and coordinating roles, which culminated in the exchange of notes between the Secretariat and UNDP.

“In early November 2011, the Secretariat started exchanging notes with UNDP on the implementation of one of its activities (provision of office and IT equipment and other items). It should be noted that the items supplied were carefully selected by the Secretariat, although the quantity required for some of the items did not survive the scrutiny of UNDP”- Statement by the Permanent Secretary at the CAB-SEC

The evaluation noted that two key officials at the CAB-SEC were engaged in a one-week study tour to Ghana in January 2012. The objective of the study tour was to expose officials to the management of the cabinet especially cabinet's processes and procedures. The two officials were privileged to have insights into the workings of the cabinet in Ghana, they witnessed one of the Cabinet Sub-Committee meetings and to sit in one of the Cabinet meetings. The tour was an eye opener to the officials to take lead and manage change so that they can address key national priorities and make informed decisions. One of the conclusions drawn from the tour was for UNDP to provide support to Sierra Leone's CAB-SEC to review its Manual on Cabinet Procedures to meet international standards.

Study tours to Ghana and Kenya have benefitted the Secretariat in many ways:

- The idea to reinstate the District Officers system in a decentralized country was borrowed from the study tours IBSA funded for Secretariat staff;
- The CAB-SEC has developed a new Civil Service Code, Rules and Regulations, a feat only realized after study tours funded by IBSA
- CAB-SEC also benefitted from a study tour on Performance Management in Kenya. Performance Management and performance tracking systems are a novelty in Sierra Leone and contemporary institution building mechanisms require countries to undertake such modern techniques to ensure effectiveness and efficiency of public officials in the discharge of their duties and in delivering on their mandates.

The Cabinet Secretariat has also benefitted from computing and network printing facilities, internet connectivity has been installed to improve communications with MDAs and other stakeholders that the secretariat does business with. Cabinet Secretariat further utilized IBSA funds to overhaul its data management capability. A data centre was established to electronically archive cabinet documents. As electronic data transmission capabilities improve in Sierra Leone, the secretariat has positioned itself to efficiently reach MDAs and other key stakeholders.

Key informant interviews with CAB-SEC officials revealed that the installation of the LAN system to support data and voice communications, and to create secure, reliable and scalable platform for intra and inter office communication and collaboration has been completed and the Secretariat is currently utilizing this facility.

Noted Challenges:

- CAB-SEC lacks personnel to effectively carry out and manage its responsibilities because the Secretariat is still being frowned on by civil servants;
- The Secretariat has a dual portfolio (Head of Civil Service and responsible for Cabinet Affairs). In most cases, more attention is paid to the Cabinet than to managing the civil service. There is need to separate the two to ensure that the civil service is not neglected as is currently experienced;
- It is difficult for the civil service to take lead in the institutional reform process as is the ideal case. Rather, Ministers take the lead.

Output5: Partnership within S-S Cooperation in general and IBSA in particular forged and strengthened

Table 4: Rating of Output 5

Project Overarching Outcome: Strengthen the leadership and institutional capacity of key MDAs to deliver on their mandate and to meet the policy objectives and targets set under the Agenda for Change			
Output 5: <i>Partnership within SS-Cooperation in general and IBSA in particular forged and strengthened</i>			
Planned Key Activities	Excellent	Done	Partially Done
3. SL PRS program adopts a modern and innovative practices and procedures thro increased knowledge networking and best practice with S-S framework		X	
4. Connectivity improved and data management capability on IBSA established and functional	X		
Average rating for Output 5.	Good		

Key Achievements: the IBSA project funded two people from the Government of Sierra Leone Anti Corruption Commission to participate in the 15th International Anti-Corruption Conference in Brazil on 7th -10 November 2012. Under the theme “Mobilizing people: Connecting Agents of Change,” the conference attracted anti-corruption experts from the world over to share experiences in the implementation review processes, take stock of lessons learnt and chart a way forward in the work on the anti-graft agenda. The evaluation noted that the team acquired some fresh ideas and injected greater impetus to push forward the anti-graft agenda with new knowledge, tools, skills and networks established through this conference.

Additionally, IBSA provided support to two HR staff from the PSC and one from HRMO on study tours to Lesotho, Tanzania and Botswana to examine the advances made in these countries in public sector reform in general and human resource management in the civil service in particular. This increased and helped forge partnership with UNDESA on Advancing S-S co-operation in HR management.

The evaluation noted that the study tours provided the officers with an opportunity for hands-on experience sharing and knowledge networking with peers within a SSC framework. This was made possible through a partnership with the UNDESA under project that supports Human Resource Officers/Managers undertake Study Tour in Africa to benefit from comparative experience.

The evaluation found that the IBSA project has facilitated the development of a Country Office Expert Roster, which is part of the WIDE (Web of Information for Development System). The roster is an improved on-line mechanism to invite, receive, screen, and manage expert CVs and recommendations, based on the sharing of past experiences of working with consultants, and providing the foundation for a reliable quality control mechanism and most importantly reduces the turnaround time to hire these experts. The evaluation also noted that about 160 experts have already been uploaded in the roster, which is now fully functional and accessible to further support recruitment processes.

Other Project Effectiveness Components

The IBSA project is at the core of the government of Sierra Leone's Agenda for Change, which constitutes its central planning instrument. It is, therefore, strictly aligned with the priorities at the highest-level of government. From its design to date, this project has remained a priority for the government authorities.

National Leadership and Ownership: Key interviews, observations and available literature revealed that this component has been accomplished. The evaluation noted that “the government has actively advanced the formulation and implementation of this project, including convening and chairing the project Steering Committee, defining knowledge-sharing visits interests and agendas, outlining needs and supporting the undertaking of studies, and leading the development of training curriculum and of government-tailored software platforms, performance monitoring and technical and advisory tools”¹⁵. It was also revealed during interviews that no buy-in process has been necessary because the project was designed and led by officials occupying the highest level of government.

Mutual Benefits: The MDAs in Sierra Leone have immensely benefitted from study tours in various IBSA and African countries. Since the project relies heavily on southern capacities, MDAs have been privileged to share experiences and conduct and receive visits from, for instance, the presidential Cabinets in Ghana and Kenya. Such tours and visits have helped Sierra Leone key government officials to make comparisons and to learn lessons from what obtain in other countries in terms of institutional reforms.

The GoSL and UNDP have engaged in many efforts to provide IBSA with visibility locally and during study tours, including press-releases about project activities, use of banner with IBSA logos during project meetings or trainings activities. Various workshops and seminar sessions

¹⁵ See, for instance Global South-South Development Academy Discussion Papers Series, October 2012

have been conducted in-country to share experiences and ensure that local institutions mutually share knowledge and experiences.

It was noted during interviews that the support provided to Sierra Leone has elevated IBSA's visibility as a SSC major player and with a concrete expression of solidarity that IBSA has showcased in important international for a such as an Exhibition at the UN Secretariat in New York and the Global South-South Development Expo. Invariably, this visibility has certainly leveraged IBSA countries influence within the wider multilateral system.

Horizontality and Equality: It must be noted that IBSA is structured on a well-established horizontal approach as a complement to the traditional North-South relationship. The project's objective is to enhance knowledge networking among countries in the global south. "The project document outlines six horizontal learning exercises. The methods and objectives of peer-learning entail that actors engaged in peer-sharing interact on the basis of equality, and discuss each others' context, instruments and strategies from a levelled-perspective"¹⁶.

Sierra Leone has benefitted from its equal standing during knowledge-sharing exercises, which is ingrained in the government's proactive role discussing the institutional and systemic challenges they face, as well as learning about the institutions, methods and processes of other African or IBSA countries such as Rwanda, Kenya, India and Ghana.

Non conditionality: It was revealed from key interviews conducted and from the literature reviewed that IBSA did not establish any conditions for its establishment of relationships and cooperation with poorer countries.

Institutional Support: The overarching IBSA objectives focus on strengthening institutional and management capacity of public sector entities (MDAs) to fight poverty. This objective essentially complements mainstream poverty reduction initiatives. Because of this indirect relationship, it is more realistic to measure IBSA outcomes on account of changes in management thinking and actions rather than linking it to any specific change in concrete conditions of poverty. This is the approach used by the evaluator to discuss concrete outcomes of IBSA intervention

Acquisition of new ideas and in limited instances the establishment of new structures is the most referenced theme from officials that participated in IBSA programme. Knowledge visits provided the opportunity for senior government officials from some MDAs to interface and compare administrative systems and operating procures and practices with counterpart agencies in other developing countries. These visits have stimulated some MDAs to take specific actions to improve functional capacity. For example, the Cabinet Secretariat updated its operating manual to incorporate useful practices, after the Ghana visit. The HRMO decided to establish the Performance Management Directorate after the visit to Kenya. This unit takes responsibility for appraising civil servants, and is in full control of managing the individual performance appraisal system.

¹⁶ Ibid., p.3

Along with the tangible outcomes, there is considerable evidence that knowledge exchange missions have influenced some senior managers to compare notes and be open about some underlying issues that continue to constraint performance of the civil service in particular. Rwanda was an interesting comparator in this context, bearing in mind both countries share a common narrative of being devastated by war (although Rwanda was more devastated). Rwanda ranks much better to Sierra Leone in the human development index. Among other reasons that could explain the disparity, it was reported Rwanda had a single long term plan, spanning 25 years; the content of every other plan, medium and short term, is organised to realise the long plan. In essence, the 25-year plan is the blueprint for the country's development that no other planning framework can set priorities outside of it. Further to this, the level of programme level collaboration and coordination across ministries is more advanced in Rwanda. In Sierra Leone, on the other hand, there are various national development plans; the objectives and priorities are not always consistent.

Challenges in Managing the Intervention

Some challenges were experienced at the implementation phase:

- The disbursement procedure required MDAs to submit formal requests to UNDP, before it could release funds. Some of the MDAs, however, delayed on many occasions to submit requests on schedules stipulated in the project disbursement plan. Delay of this nature not only affected the execution of task, it also hindered the ability of UNDP to prepare and submit financial reports within schedule;
- UNDP requires its partners to open up their administrative and financial systems for micro assessment before it can earn the trust and confidence to directly manage funds earmarked for that partner. Otherwise, the UNDP will manage project finances for a partner that does not fulfill this fiduciary requirement. This arrangement is not ideal to UNDP, because of demands to execute financial transactions for every partner, or the partner, who have to come to the UNDP anytime it wants to access funds. This was, however, the situation, as most of the participating MDAs have not been micro assessed;
- Reporting was also an issue that UNDP experienced with MDAs. Deadlines were usually exceeded for individual MDAs to submit reports to the UNDP for consolidation. Because of these delays, the UNDP office in Sierra Leone, which had non-negotiable timelines for submitting report to its headquarter in New York often struggled in compiling progress reports; in most cases, the officer in charge of that project had to build report based on disbursement information and local knowledge of project events.

4. Project Efficiency

The total cost of the project was US\$1,000,000 million over 24 months, which covered salaries, travel, workshops and seminars, operating costs, grants, sub-contracts and M&E,¹⁷ which was

¹⁷ See Final Product Document for detailed budget of the project

IBSA's contribution. Under its 2011 Annual Work Plan for support to Public Sector Reform already signed with Government, UNDP committed some \$600,000 to which the IBSA project would be a major complement in bringing about tangible results in Sierra Leone's reform efforts. Strategic linkages were, therefore, established to maximize on joined up activities. In addition, a resource mobilization strategy was mounted to mobilize additional resources during project implementation. In this connection, besides direct financing, efforts were made to develop parallel financing and build partnership with bilateral and multilateral donors providing TA/Capacity Building. UNDP would use the annual review meetings of the project to engage a dialogue with the donor community in support of the project. Other avenues were explored to make more effective the resource mobilization efforts.

This section of the evaluation required the consultant to identify the areas of effective use of project resources/funds. Efficiency looks at the degree to which project results justify resource injection, whether resources were used as planned and the ratio between administrative and operational costs. To a large extent, the evaluation found that the project resources were efficiently utilized. Key elements of efficiency as identified in the project document included: strengthening of learning and knowledge networking and re-tooling initiatives involving senior government officials from the Government of Kenya and the Government of Sierra Leone; a major reform initiative with the Ministry of Foreign Affairs to revamp its Policy, Planning and Research Unit with substantial investment in defining its programme of work and basic operational equipment and facilities; institutional 'surge' capacity support to the Cabinet Secretariat including a study tour of the Sierra Leone Cabinet Secretary to Ghana; and through the SPU, the design and roll-out of competency and skills development on results-based management for technical staff of MDAs as well as the design and roll-out of performance contracting in the public sector

Resources were targeted to planned activities: To a very large extent, UNDP disbursed funds/resources to meet the targeted planned activities. The project produced budget statements, which would link expenditure and disbursements from the executing agency-- UNDP.

Good Project Governance Structures: The main layers of checks and balances of the Steering Committee or the Project Board Chaired by the Chief of Staff and Co-Chaired by UNDP Country Director and made up of all partner institutions oversaw the management of project funds, which brought about transparency. Key donors such as the World Bank, DFID and EU were also participated in the Steering Committee or Project Board. The Steering Committee exercised overall authority and policy guidance for the project, including its strategic links with the public sector reform programme, the broader goals of the Agenda for Change, and that it reflected both the IBSA and South-South principles in its implementation All requests for funds made to UNDP were approved by the Steering Committee. The project was also subjected to annual audit systems. The project also reported quarterly to the IBSA Fund Board of Directors, which oversaw progress and challenges and strategic directions.

Areas requiring improvement:

- The evaluation noted delays in the disbursement of funds due to UNDP procurement rules and regulations. This slowed down the timely completion of planned activities such as the setting up of the ICT at CAB-SEC, and

- The evaluation observed that the project was implemented by DIM giving UNDP absolute authority for all procurement activities. At every stage, beneficiary institutions were consulted in the provision of specifications of goods and services procured. It was noted that the recipient institution, which had the responsibility to certify satisfactory delivery was slow in providing the required information for UNDP to effect payment. This caused delays in the provision of services.

5. Partnership, Coordination and Management Activities

As indicated above, the project was implemented over a two year period (2011-2012). Since the ultimate objective of the project was to strengthen the overall delivery capacity of the State, the Chief of Staff, Office of the President approved the project on behalf of the Government of Sierra Leone, ensuring leadership and accountability for overall results. The PSRU provided technical coordination as well as fostering synergies with the overall Public Sector Reform Programme, including feedback and reporting to the PSR/CSR Steering Committees. However, the Cabinet Secretariat, the MFAIC and the Strategy and Policy Unit approved and signed off on the specific outcomes and outputs for which they are responsible through a consolidated Annual Work Plan (AWP) covering the period 2011-2012, thus making them the primary implementing partners.¹⁸

A good measure of partnerships was demonstrated during the implementation of the IBSA project. Collaboration with the key partner agencies, namely MFAIC, CAB SEC and SPU was commendable as they all demonstrated enthusiasm remaining actively engaged and providing the necessary support and leadership. Partnership within the broader CSR programme remained strong with the Steering Committee remaining actively engaged in providing overall policy and prescriptive guidance.

From the execution point of view, a UNDP funded Civil Service Reform Adviser was based at the HRMO to act as focal point for the project. He was responsible for ensuring that the project realized the results described in the project document working closely with focal points at the respective implementing partners, namely, MFAIC, SPU and the Cab Sec. He will also work with other specialist teams and consultants ensuring that project documentation is set up and maintained and that relevant project reports, minutes of meetings, etc are recorded and kept. He will also support and facilitate progress reporting to the SC, working with the implementing partners. UNDP CO will ensure overall project quality assurance as well as compliance with the applicable rules and procedures.

Externally, and in the context of the S-S, partnerships were forged with the Kenya Government on performance management, with UNDESA on Advancing S-S co-operation in HR Resource Management, Rwanda through a study visit which could result in twinning arrangements and/or bilateral capacity building and mentoring programmes that could prove useful to both countries in taking their PSR processes forward; as well as the Australia-based *global Cabinet Network*, through which a partnership between the Cabinet Secretariats of Sierra Leone and Ghana is being

¹⁸ For details, see the Final Project Document and IBSA's Annual Report

pursued, and which will also involve close partnership with a sister UNDP Country Office in Ghana.

6. Lessons Learned

This section of the report addresses the lessons learned over the two-year period the project was implemented. Generally, the IBSA project is a new model of fruitful engagement between countries in the Southern hemisphere. It is a partnership forged to create a bloc for the South and for this bloc to act as a counter-weight to countries of the North. The project is about building and utilizing the human and material capacities of the countries in the South and strengthening their institutions through the exchange of experts, transfer and sharing of knowledge and to leverage state ownership of development projects that could reduce poverty and bring about sustainable development.

National/Institutional Ownership of project: Authentic ownership, which is demonstrated through the fundamentally key role the Office of the President and the MoFAIC play as sites for the IBSA project, is an essential ingredient for promoting SSC and for elevating poorer countries from the aegis of poverty. As Sierra Leone continues to deal with post-war reconstruction, it needs to reconfigure and rebuild state institutions and systems with the view to strengthen them to deliver of the development priorities outlined in the Agenda for Change. The evaluation noted national ownership of the project right through it phases.

Building Local Capacities: One lesson Sierra Leone can learn from the IBSA project is the drawing and reliance on its own local capacity to help alleviate poverty and promote sustainable development. The involvement of local councils and the benefits accrued to them was quintessentially critical in poverty alleviation and sustainable development. Equally worthwhile is the fact that a critical mass of skilled, educated professionals from the country live and work in the Diaspora. Sharing knowledge how the South African principle of “Coming Back Home” was articulated and implemented in the aftermath of the Apartheid era to lure its professionals to return home can serve as a good lesson for Sierra Leone in its post-war reconstruction efforts.

Inclusivity: The experience from the evaluation demonstrated that strong involvement of partner institutions in project design, planning, implementation and management, and being part of the project’s coordination and management systems was very visible and evident. This has increased the participation of and alignment with other state institutions such as the ACC and Local Councils, and national ownership which forms the bedrock of successful implementation and M&E.

Catalytic Effect: The IBSA support facilitated by UNDP has created tremendous appetite for potential donors to contribute to the institutional and human capacity building project in Sierra Leone. There is, therefore, the exigency for the GoSL to rework future project outcomes and outputs that would attract more funding from IBSA in order to expand the scope and objectives of operations especially to the lower strata of the state.

Conclusion and Recommendations

From the foregoing analyses, there is abundant evidence that the IBSA Fund has greatly contributed in strengthening leadership management (skills, systems and processes) in the major MDAs in Sierra Leone. The project provided the logistics, tools and training to senior officials and thus helped the target MDAs in addressing the capacity gaps that had characterized the public sector in the country. In line with the Agenda for Change, the Fund has helped to strengthen learning and knowledge networking and experience sharing by senior government officials through study tours to a number of countries. More importantly, the PPRU at MoFAIC has been revamped with substantial investment in basic operational equipment and facilities, and through the SPU, the design and roll-out of competency and skills development on results-based management for technical staff of MDAs were undertaken.

The evaluation also concludes that IBSA support to the SPU to promote and roll out performance contracting and sensitization of MDAs and local council representatives in performance contracting have been successfully carried out. The project's support to the HRMO to organize refresher workshop for managers in "Individual Performance Appraisal System" methodology have greatly enhanced the capacities of public officials to deliver on their mandate. Other strengths of the project include: CABSEC benefitted from computing and network printing facilities; internet connectivity has been installed to improve communications with MDAs; Cabinet Secretariat data management capability strengthened; and installation of LAN system to support data and voice communications, and to create secure, reliable and scalable platform completed.

In terms of national ownership and strengthening leadership, the evaluation discovered that the government has actively advanced the formulation and implementation of this project, including convening and chairing the project Steering Committee, defining knowledge-sharing visits interests and agendas, outlining needs and supporting the undertaking of studies, and leading the development of training curriculum and of government-tailored software platforms, performance monitoring and technical and advisory tools. The experience from the evaluation demonstrated that strong involvement of partner institutions in project design, planning, implementation and management, and being part of the project's coordination and management systems has been evident. This has increased the participation of and alignment with other state institutions such as the ACC and Local Councils, and national ownership which forms the bedrock of successful implementation and M&E.

However, the project was faced with some challenges. For instance, the CAB-SEC lacks personnel to effectively carry out and manage its responsibilities because the Secretariat is still being frowned on by civil servants. The Secretariat has a dual portfolio (Head of Civil Service and responsible for Cabinet Affairs). The government also faces a challenge in transitioning from recurrent budgeting to performance based budgeting. This poses a major reform issue in Public Finance Management in 2012 and beyond. Equally worth noting is the difficulty for RBM and performance management systems to take off largely because the country relies more on donor

funding rather than internal resource generation as the case in Ghana. The cost for implementation poses a serious challenge.

Regardless of the above limitations, one can conclude that in the execution of the project, UNDP maintained its focus in strengthening the technical and operational capacity of key PSR institutions. It has also continued to provide a ‘helping hand’ in the design or adaptation of necessary tools and frameworks, and providing basic systems and tools as well as skills training opportunities to enhance delivery of service to the people of Sierra Leone. The overall performance of the IBSA project was largely successful and beneficial to partner institutions in Sierra Leone in the country’s quest to reduce poverty and promote sustainable development. The partner MDAs are seen to have immensely benefitted from support provided by UNDP especially regarding outputs 1, 2, 4 and 5. The outcome of the evaluation reveals that to a large extent the implementation of planned outputs contributed to the achievement of the overarching outcome.

Table 5: Overall Performance of Project Outputs

Project Overarching Outcome: Strengthen the leadership and institutional capacity of key MDAs to deliver on their mandate and to meet the policy objectives and targets set under the Agenda for Change			
Outputs	Excellent	Done	Partially Done
6. The Presidency, Ministers and other senior officials in the MDAs have the capacity for strategic and modern management and decision-making skills	X		
7. SL’s international image is enhanced	X		
8. A RBM platform is enhanced, a system of performance monitoring and HR management strengthened		X	
9. CAB-SEC technical and advisory functions are strengthened and its strategic positioning enhanced	X		
10. Partnership within SSC in general and IBSA in particular forged and strengthened	X		
Average Rating of Project Performance	Excellent		

Recommendations to GoSL:

- Review of institutional policies, strategic plans and procedures paying particular attention on consolidating the strategic priorities and objectives, costing the plan, designing results framework, setting out project indicators, baseline and target values, and a detailed action plan for implementation;
- Prioritise, develop and roll out an efficient monitoring and evaluation framework for the RBM Performance Tracking and Management at all levels of engagement;

- Endeavour to develop achievable job descriptions that can contribute positively to and consistent with the performance tracking system and RBM;
- Involve local institutions and agencies such as the local councils in future project design and implementation to ensure ownership at the local level with to effectively decentralize RBM and performance management systems;
- To forge and sustain strong linkages with countries within IBSA especially African countries that are well ahead in institutional reforms, strategic decision-making and poverty alleviation efforts;
- To formalize capacity building policies by ensuring that attendees of training and skills development programs, and study tours hold experience sharing fora/sessions with other staff members;
- The GoSL to provide incentives to civil servants through pay increase in order to effectively and efficiently deliver on their mandate;
- The Government to ensure that civil servants are given the space to lead the change necessary for poverty alleviation and promote sustainable development as is the ideal case in other countries such as Kenya; and
- Design and develop internal control system, especially in the financial management arena that opens up institutional bureaucracies with the view to guarantee transparency.

Recommendations to UNDP

- ICT and training/skills development programs remain the biggest challenge. UNDP should assist partner institutions especially CAB-SEC to complete the unfinished ICT component of the project, train staff in ICT related technologies, develop an e-library and create a research unit with the MDAs that has international standards. This is key to ensuring the modernization of MDAs with the wherewithal to making them effective and efficient in delivering on their mandates;
- There is need for UNDP to attract more funding to undertake the following: provision of furniture and ICT equipment all MDAs; training of senior and middle level officials in RBM, Strategic Management, ICT, administration, and good governance. UNDP can collaborate with tertiary institutions such as IPAM to provide these services;
- In order to ensure that the MDAs are efficient and effective in the discharge of their core mandate, it is critical to continue investing in professionalism through training programs, adherence to the separation of roles and responsibilities between Ministers and Civil Servants. Civil Servants should take the lead in reform process;
- UNDP should provide assistance to MDAs to develop Strategic Plans, procedures manuals by contracting Strategic Plan experts with the skills to develop an achievable and attainable plan;

- Towards ensuring strengthened project accountability and improved reporting, project supervision, monitoring and analytical evaluation by South-South Partners should be prioritised, engaging partners as much as possible, including through reports, events, meetings and visits; and
- There is need to improve disbursement of funds in a timely manner.

Recommendations to IBSA

- As the centre of global geo-politics continues to shift and the recognition of emerging economies of the South and their importance in global political and economic affairs increase, there is need for IBSA to redouble its effort in engaging countries of the South by identifying and pulling their human and material capital with the view to improve the conditions of the lives of the people and promoting sustainable development;
- It is essential for IBSA to engage civil society because civic groups have an important role to play in informing and shaping public opinion with regard to governments' priorities and activities.

Annexure

Annex 1: TOR

Background:

The lack of capacity has been the single most compelling development challenge facing Sierra Leone since the country ended its decade old conflict and embarked on the journey of reconstruction, peace building and peace consolidation. Capacity constraints have been serious impediments to the design and implementation of growth oriented poverty reduction policies and programmes and even undermining government's efforts at consolidating peace and promoting good governance. The Sierra Leone Government on election in 2007 crafted a robust poverty reduction strategy, the Agenda for Change, which sought to lift the country from poverty and bring about shared growth and societal transformation. The Government's determination to deliver on that strategy further necessitated the requirement for robust institutional frameworks with the requisite capacities, systems and tools to deliver on the Agenda for Change. It was against this background and in consonance with the broader Public Sector Reform Programme that the Sierra Leone India-Brazil-South Africa (IBSA)¹⁹ project entitled ‘**Leadership Development and Institutional Capacity Building for Human Development and Poverty Reduction in Sierra Leone**’ was conceived and designed. Following successful consultations between the Government of Sierra Leone and the IBSA Partners through UN Office for South-South Co-operation, a full project document, titled, ‘**Leadership Development and Institutional Capacity Building for Human Development and Poverty Reduction in Sierra Leone**’ was developed which helped to mobilize US\$1m from the IBSA Trust Fund and UNDP was entrusted to manage the funds which were released in August 2011. The IBSA project serves as a complement to the Transitional Joint Vision Programme Cluster 1; Support to Good Governance, which aims to strengthen national institutions to perform their core functions more effectively and deliver services at national and local levels in a transparent and equitable manner

The overall objective of the project is to strengthen the leadership and institutional capacity of key government agencies to deliver on their mandates and to meet the policy objectives and targets set under the Agenda for Change. Specifically, the project aims to, i) strengthen the institutional and operational capacities of the Ministry of Foreign Affairs and international Co-operation, as well as the Cabinet Secretariat; and ii) through the Office of the President (SPU) and other agencies such as HRMO, strengthen the leadership and management skills of senior officials of government, through among other tools, the adaptation and roll-out of enhanced results-based management.

Considerable results have been achieved in the course of the implementation of the project. Key among these has been significant learning, knowledge networking and experience sharing on Public Sector Performance Management between Kenya and Sierra Leone. This resulted in the design and adaptation of the requisite tools for monitoring and evaluating performance contracts and staff appraisal systems. Others have included a study tour by the Cabinet Secretary to Ghana and India at the invitation of his counterparts to share experiences on better practices to support the cabinet business processes; and a major input by the Nigeria Foreign Service Academy to Sierra Leone's effort to reform its foreign service.

Other key results have been the resuscitation of the Policy, Planning and Research Unit at the Ministry of Foreign Affairs; an institutional 'surge' capacity support to the Cabinet Secretariat including enhanced connectivity; the design and roll-out of skills training on results-based management for technical staff of MDAs; and the design and roll-out of performance contracting with seven pilot ministries, 19 local councils and 17 state corporations, among others.

In spite of the successes recorded however, the implementation of the IBSA project in Sierra Leone could not have been without some major challenges which could provide a menu of lessons learnt and road map for future project design and delivery

Rationale:

The life of the project comes to an end in June 2013. It is therefore but necessary to interrogate the implementation, note and document challenges and lessons learnt in addressing such challenges which could prove beneficial to IBSA, UNDP and the Sierra Leone Government in considering future project design and delivery. It is also a requirement from the project document that an evaluation be conducted of the project to gauge the following:

- The extent to which the project met its strategic goal of promoting systematic approach to supporting institutional capacity development to reduce poverty, achieve Millennium Development Goals and support Human Development in Sierra Leone within the framework of South/South co-operation
- The extent to which the project met its broad and specific objectives along with their respective outputs/outcomes as spelt out in the project document
- The extent of compliance with some key principles that underline the IBSA project including but not limited to national leadership and ownership of the project; extent to which the project supported activities that were of mutual benefits; horizontality and equality (ie) the extent to which local capacities were identified, utilized and strengthened in the course of project implementation; non-conditionality and complementarities (ie) the extent to which the project was complimentary to north-south cooperation or otherwise
- The extent to which South/South cooperation was mainstreamed in the implementation of the project

Furthermore, the UNDP which executed the project and manages other Multi Donor Trust Funds (MDTF) performance review policy calls for periodic independent evaluations of its policies,

programmes, projects and operations. The outcome of such reviews contributes to informed decision making, support an environment of learning by doing and promotes greater accountability for performance. UNDP is therefore looking for a national consultant to do an evaluation of the IBSA project entitled ‘**Leadership Development and Institutional Capacity Building for Human Development and Poverty Reduction in Sierra Leone**’,

Description of Responsibilities :

Functions / Key Results Expected

Summary of key functions:

Working under the overall guidance of UNDP, the consultancy will cover the following:

- Undertake a stock-taking of implementation of the IBSA project since June 2011 to date
- Conduct an assessment of progress made towards the achievement of results at the outcome and output levels of the project;
- Determine if results contribute to projects overall goals of poverty reduction and sustainable development;
- Assess the reasonability of the relationship between project costs and results;
- Assess performance in terms of relevance of results, sustainability, shared responsibility and accountability, appropriateness of design, resource allocation and informed and timely action;
- The extent of project implementation compliance with some key principles that underline the IBSA project including national leadership and ownership, mutual benefits, equality and horizontality, non conditionality and complementarities
- Identify lessons learnt and provide recommendations for the consideration of IBSA, UNDP, the beneficiary government and other development partners for future project design and delivery.

Organization of the assignment and reporting arrangements

To facilitate the effective delivery of the evaluation exercise, the Country Office will avail you with the following documents to support you in carrying out your assignment (ie) the project document, the Annual Work Plans and the Annual Progress Reports, UNDP Evaluation

Handbook etc. UNDP Sierra Leone will also appoint a focal point including relevant project manager to work with the firm. The relevant programme manager will ensure liaison between the consulting firm/consultants with Country Office Senior Management and external stakeholders as required

The key findings of the evaluation would be presented to UNDP for comments which will be taken into account in finalising the report. The final report of the evaluation exercise will be presented to UNDP and shared with key stakeholders including development partners, representatives of relevant Government institutions and civil society organisations.

Given the scope and expected duration of the assignment, it is proposed that the evaluation is undertaken by an expert/firm

Methodology: (suggested, please review)

Overall guidance on project evaluation methodologies is provided in the UNDP Handbook on Monitoring and Evaluation for Results²⁰ and the UNDP Guidelines for Project Evaluators²¹. Based on these guiding documents, and in consultation with UNDP Sierra Leone, the evaluators should develop a suitable methodology for this project evaluation.

During the evaluation, the evaluators are expected to apply the following approaches for data collection and analysis:

- Desk review of relevant documents (project documents with amendments made, review reports -midterm/final, donor-specific, etc);
- Discussions with the Head of Unit and programme staff of UNDP Country Office;
- Briefing and debriefing sessions with UNDP and the Implementing Partner, and other related bodies
- Interviews with partners and stakeholders (including gathering the information on what the partners have achieved with regard to the outcome and what strategies they have used)
- Field visits to the project sites and discussions with project teams, project beneficiaries;
- Consultation meetings.

Deliverables/Final Products Expected:

This assignment is to be completed within 14 working days. The key deliverables for this assignment include the following: i) inception note with work plan and methodology; ii) draft report and final report

²⁰ <http://www.undp.org/evaluation/handbook/>

²¹ <http://www.undp.org/evaluation/documents/HandBook/OC-guidelines/Guidelines-for-OutcomeEvaluators-2002.pdf>

This assignment is critical to the realization of the proposed schedule:

- Inception report and work plan within 5 days of signing of contract
- Draft final report within 5 days on progress of deliverables
- Final report within 4 days validated and signed off by UNDP

The main outputs of the consultancy will be:

A comprehensive evaluation report that provides a menu of key lessons learnt in the course of project implementation, as well as road map for future project design and delivery

Impact of Results

The key results have an impact on the future project design and delivery especially when the Government of Sierra Leone is currently considering initiating dialogue on a new project in cooperation with IBSA.

Competencies :

Corporate Competencies:

- Demonstrates integrity by modeling the UN values and code of conduct of the Sierra Leone public service
- Promotes the vision, mission and strategic goals of UNDP and Sierra Leone public service
- Displays cultural, religious, race, nationality and age sensitivity and adaptability
- Treats all people fairly without favouritism

Functional Competencies:

- Knowledge management, group facilitation and team-building
- Contributes to UNDP practice areas and actively works towards learning development
- Strong group facilitation, team building and negotiation skills
- Ability to provide top quality policy advice service on issues related to public sector reform

Development and operational effectiveness

- Ability to lead formulation of strategies and their implementation
- Ability to identify and analyze trends, opportunities and threats to organizational effectiveness
- Excellent drafting and presentation skills
- Ability to plan and organize work programme
- Ability to work with minimum supervision
- Strong IT skills

Management and leadership

- Focuses on impact and result for the client and responds positively to critical feedback
- Encourages risk-taking in the pursuit of creativity and innovation

- Leads team effectively and demonstrates conflict resolution skills
- Consistently approaches work with energy and positive, constructive attitude
- Demonstrates strong oral and written communications skills
- Builds strong relationships with clients, work mates and stake holders

Recruitment Qualifications :

Education:

At least an advanced University degree in relevant field and general work experience of at least (5) years. The suitable candidates/firm for this consultancy shall have competencies in strategic planning, extensive experience in conducting evaluation and proven record in delivering professional results

Experience:

- The experts need to demonstrate a proven track record in the fields of public sector reform, human resource management, development of staff training/development plans, institutional capacity development and a high level consultancy experience advising governments in these areas with the West African sub-region being a particular advantage.
- Work experience in evaluating capacity building projects in Sub-Saharan Africa with a previous work/consultancy experience with the public service in post-conflict contexts is desired. Practical experience in research in public administration is an added advantage
- Good knowledge of information systems software such as MS Office Suite (Word, Excel, PP, etc.);

Language Requirements:

- Excellent written and oral communication skills in English.

Duration of the consultancy

The task is expected to take 14 working days effective from the signing of the contract and payments will be based on deliverables defined above.

Reporting Mechanisms

The consultants will be supervised by and report to the Head of Governance Unit/Portfolio Manager UNDP through the project manager, public sector reform

Payment Modalities

Payment to the Consultants/Firm will be made in three installments upon satisfactory completion of the following deliverables:

- 1st installment-25% upon signing of contract
- 2nd installment-25% upon submission of draft report
- 3rd installment –(50%) upon submission of final report signed off by UNDP

Evaluation of Criteria and Weighting

The Consultancy Firm/consultants will be evaluated against a combination of technical and financial criteria. Maximum score is 100% out of a total score for technical proposal equals 70% and 30% for financial proposal. The technical evaluation will include the following:

- Background and minimum educational qualification of team/Firm/Organization submitting Proposal (10%)
- Proposed Work Plan and methodology indicating substantial professional knowledge and experience in project evaluation, ability to transfer knowledge, skills and experience across sections within and outside the organization and an understanding of mobility expectations (50%)
- Experience in similar consultancies especially in post conflict contexts in Africa (10%)

Application Procedure

Qualified and interested candidates/firms are hereby requested to apply. The application should contain the following

- Brief technical proposal addressing the requirement (methodology)
- Dully completed P11 form
- Detailed achievements based on CVs
- Financial proposal

Note: The Financial proposal should indicate consultancy fee (with a breakdown) or unit price together with any other expenses related to the assignment

Other related documents could be forwarded sorie.kargbo@undp.org

Annex 2: Sample Interview tools: CAB SEC

Relevance

1. What engineered UNDP's support for leadership development and institutional capacity for HD and poverty reduction in SL?
2. Was partnership with IBSA forged?
3. What has the CAB SEC benefitted from this project?
4. How was the project conceived and designed? Who were the key players/stakeholders?

5. In your view how relevant was the project to strengthening south/south cooperation with an improved data management capability of the CAB SEC?
6. How was it relevant to strengthening the technical and advisory functions of the CAB SEC?
7. How involved were the partners and beneficiary institutions like yours in deciding the nature of capacity support?

Effectiveness

- 1 The overarching strategic goal for the support was promoting systematic approach to support institutional capacity development to reduce poverty, achieve the MDGs and support HD in SL within the framework of South/South Cooperation:
 - a) In your view, to what extent has this outcome been achieved?
 - b) Have you delivered on all of the objectives outlined in the project document that speaks to the Cabinet being in a better position to address key priorities and make more informed decisions?
 - c) What is the status and operational capacity of IT-enabled systems and procedures?
 - d) Has the results contributed to project overall goals of poverty reduction and sustainable development?
 - e) Did the project succeed in improving staff appraisal system, performance management, and establishing IBSA data management capability?
 - f) What key challenges did you face during program implementation?

Efficiency

1. How well were resources used?
Probe: Timely disbursement of funds; adequacy of funds; did the results justify the level of resource injection?
2. How do you assess the reasonability of the relationship between project costs and results?

Sustainability

1. In your view, how sustainable was the support provided by UNDP?
Probe: How have you managed the staff appraisal system, staff performance, connectivity and data management system?
Was ownership ensured? If yes, how?
2. How sustainable the project would have been?

Lessons Learned

1. What lessons have you drawn from this experience? Elaborate?

Recommendations: What are your recommendations for future similar projects?

Tool 2: SPU

Relevance

8. What engineered UNDP's support for leadership development and institutional capacity for HD and poverty reduction in SL?
9. Was partnership with IBSA forged?
10. What has the SPU benefitted from this project?
11. How was the project conceived and designed? Who were the key players/stakeholders?
12. In your view how relevant was the project to strengthening south/south cooperation with an improved data management capability of the SPU?
13. How was it relevant to strengthening the technical and advisory functions of the CAB SEC?
14. How involved were the partners and beneficiary institutions like yours in deciding the nature of capacity support?

Effectiveness

- 2 The overarching strategic goal for the support was promoting systematic approach to support institutional capacity development to reduce poverty, achieve the MDGs and support HD in SL within the framework of South/South Cooperation:
 - g) In your view, to what extent has this outcome been achieved?
 - h) Have you delivered on all of the objectives outlined in the project document that speaks to the Cabinet being in a better position to address key priorities and make more informed decisions?
 - i) What is the status and operational capacity of IT-enabled systems and procedures?
 - j) Has the results contributed to project overall goals of poverty reduction and sustainable development?
 - k) Did the project succeed in improving staff appraisal system, performance management, and establishing IBSA data management capability?
 - l) What key challenges did you face during program implementation?

Efficiency

3. How well were resources used?
Probe: Timely disbursement of funds; adequacy of funds; did the results justify the level of resource injection?
4. How do you assess the reasonability of the relationship between project costs and results?

Sustainability

3. In your view, how sustainable was the support provided by UNDP?
 Probe: How have you managed the staff appraisal system, staff performance, connectivity and data management system?
 Was ownership ensured? If yes how?
4. How sustainable the project would have been?

Lessons Learned

2. What lessons have you drawn from this experience? Elaborate?

Recommendations: What are your recommendations for future similar projects?

Annex 3: List of Key Informants Interviewed

Name	Designation	Contact
Charles Kamanda	Former Project Officer, Governance Unit-UNDP	078952801
Sonia Koroma	PSRU, M&E Officer	076795873
Mohamed Yokie	PSRU	076633970
Sulaymana Kpukumu	Director, PPRU--MOFAIC	078695440
James Momoh	DDG, MOFAIC	076613424

Momoh Foh	Permanent Secretary, CABSEC	076608430
Dr. Julius Sandy	Former Director, PSRU	
Val Collier	Chairman, Public Service Commission	076601145
Edward Kamara	Governance Unit, UNDP	033344938
Cleophas Torore	Former Chief Adviser	Cleophas.torori@undp.org
Ansu Tucker	HRMO, Acting DG	
David Banya	Director, HRMO	076222488
Abdul Rahman Sowa	Director, SPU	

Annex 4: References

1. CABSEC Indian Report, 2013
2. Egypt Mission Report, 2013
3. IBSA Annual Report-2012
4. IBSA Brief —2013
5. IBSA Briefing Note, July 2012
6. IBSA Briefing Note, May 2013
7. IBSA Discussion Paper, 2013
8. Project Final Report, June 2011
9. IBSA Write up Sierra Leone 2012
10. Report on MOFAIC Study Tour, 2012
11. Press Release IBSA SC, March 2012
12. Leveraging SSC and Triangular Cooperation, New York, Feb. 2013
13. Annual Progress Report, 2011
14. Handbook on Monitoring and Evaluation for results
15. UNDP Guidelines for Outcome Evaluators
16. UNDP Result-Based Management: Technical Note
17. UNDP Country Program Document for Sierra Leone
18. UNDP Country Programme Document (CPD)