

TERMINAL EVALUATION

STRENGTHENING PERSONAL AND COMMUNITY SECURITY IN LIBERIA

SUPPORT TO: THE DEVELOPMENT OF THE LIBERIA NATIONAL POLICE

IMPLEMENTED BY:

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At the same time, the evaluator wishes to state that the views expressed in this report do not represent those of UNDP or LNTA. The evaluator takes full responsibility for the content enclosed in this report, and any errors, omissions, or misrepresentations associated with the evaluation process and its outcomes.

2. TABLE OF CONTENTS

Executive Summary	Pages 5-11
Introduction	Page 12-12
Methodology	Page 13-13
Discussions and analysis	Pages 14-23
Relevance	Pages 14-15
Implementation Modality	Pages 15-17
Effectiveness	Pages 17-21
Equity	Page 21-21
Value for Money	Page 21-21
Impact	Page 22-23
Sustainability	Page 23-23
Annexes	Pages 24- 32

3. Acronyms:

CSSC	Community Security and Social Cohesion
CTA	Chief Technical Advisor
DACT	Donor Aid Coordinating Team
DEX	Direct Execution
ERU	Emergency Response Unit
GOL	Government of Liberia
LNP	Liberia National Police
MOJ	Ministry of Justice
NPTA	National Police Training Academy
PRS	Poverty Reduction Strategy
PSU	Police Support Unit
SGBV	Sexual and Gender Based Violence
ToR	Term of Reference
WACPS	Women And Children Protection Section
UNDP	United Nations Development Programme
UNMIL	United Nations Mission in Liberia
UNOPS	United Nations Office for Project Services
UNPOL	United Nations Police
UNSC	United Nations Security Council

4. EXECUTIVE SUMMARY:

In June 2013, the United Nations Development Programme (UNDP) commissioned a terminal evaluation of a one year project within the security sector entitled: "Strengthening Personal and Community Security in Liberia with an emphasis on the development of the Liberian National Police (LNP)". The project which was funded by the Government of Norway and implemented by UNDP was for one year (July 20th, 2010-June 30th, 2011)¹ and valued at \$2.465 million United States Dollars. The project was implemented in collaboration with the Ministry of Justice (MoJ), the LNP, United Nations Police (UNPOL) and United Nations Mission in Liberia (UNMIL).

The overarching goal of the project was to strengthen the operational and technical capacity of the LNP in terms of basic resources and infrastructure to fill the gaps and to complement the project restructure and training of officers of LNP thereby improving community security by building greater police capacity to provide and deliver effective policing services.² In pursuit of this goal, the project had the following objectives:

- To upgrade the National Police Academy through fencing of its premises, and constructing of extra buildings and facilities, and furnishing with equipment and the construction of four regional centers;
- To upgrade 10 LNP County headquarters with Women and Children Protection Units by fencing the 10 headquarters and supplying them with solar panels and additional furniture.

Pursuant to the above objectives, the project had three broad categories of deliverables or outputs.

- 1) National Police Training Academy (NPTA) rehabilitated, equipped and furnished as well as the construction of 4 regional training centers;
- 2) Ten (10) LNP county headquarters with WACP units rehabilitated, equipped and furnished;
- 3) Project Management, Monitoring and Evaluation.

The project was aligned with the government's national security strategy, the LNP strategic plan and built synergy with other interventions supported by several actors including:

- Federal Republic of Germany
- Government of Denmark
- Government of Ireland to the Emergency Response Unit (ERU)
- Peace-building fund to enhance relationship between the police and communities
- United States Government to the ERU
- Federal Republic of Nigeria to the Police Support Unit (PSU)

¹ Even though the project document states that the duration was from March 2010-February 2011, the contract between UNDP and the Norwegian Government was signed on July 20th, 2010, the beginning date of legal or contractual obligation between the parties.

² This goal which is rather long and complicated was taken from one of the narrative reports submitted by UNDP to the donor.

In order to assess the extent to which the project's objectives were achieved, the evaluation adopted a participatory approach using a combination of quantitative and qualitative data gathering tools. The tools included literature review for quantitative data collection and conducting interviews with diverse stakeholders (qualitative data collection) who are knowledgeable about the project. They included staff members of UNDP, UNOPS, NPTA, UNPOL Trainers, County Commanders of LNP, and Officers of the WACP Section.

Findings: Based on the interviews conducted and the analysis that followed, the evaluation reveals the following findings and proposes several recommendations for consideration by the actors concerned with the project.

Unintended Outcome:

This project was designed to achieve particular results at the outcome level. However, the implementation of projects often leads to the attainment of unintended outcomes that can be attributed to the project. There was one major unintended outcome that can be attributed to the project. The Women and Children Protection Unit of the LNP at the county level is used to host women, particularly traders who are in transit and experience difficulties to find lodging. By providing a safe space for women to sleep, the WACPs are increasing the protection of women and limiting the risk of their being exploited and abused.

Implementation modality was marked by prolonged delays and limited documentation of major decisions:

Perhaps the greatest challenge experienced in the implementation of the project was marred by delays in the delivery of some of the desired or expected outputs in a timely manner. The project which was expected to end by 2011 (See Project Document) dragged on into late 2013. These delays invariably created conditions for the extension of the contractual period. Despite the application of due diligence on the part of UNDP to ensure that UNOPS complied with its obligations as per the standard letter of agreement between the parties, certain outputs of the project were not delivered.³ The causes of the delays and UNOP's inability to complete some of the outputs can be attributed to the following reasons.⁴

The first was the extension of contracts of hired contractors due to bad weather that hindered movement of goods and services. The second was changes made in the sitting of the dormitories. The third was a rejection by NPTA of the type of hydraform blocks that were provided by UNOPS from a local company for the construction of the fence at the NPTA. The fourth was a dramatic increase in the prices of commodities than previously estimated. The fifth and perhaps the most critical reason was a significant change in the scope of work by UNDP which included the following: The construction of a female dormitory, increased the capacity of the kitchen and dining hall, an increased in the 10 class-room building to accommodate additional space for teaching, installation of chain

³ UNDP wrote two reminder letters to UNOPS. The first was on June 21, 2012 and the second on December 2012 (See letters attached).

⁴ These reasons were provided by UNOPS staff members interviewed.

link fence at the academy as well as aluminum sliding window panels and electrical installation.

Due to the slow pace at which work was being completed, UNDP was constrained to intervene directly in the implementation process by delegating other tasks to the NPTA to complete such as the completion of the multi-purpose facility at the NPTA.⁵ Even with this change of plan, the NPTA did not do the work in time which can be attributed to limited institutional capacity and limited liquidity problem faced by national contractors. A second direct intervention by UNDP was to complete the regional training center in Harper⁶ which was dedicated a month ago. These actions by UNDP were not a part of the original design of the project as UNOPS was contracted to perform all the infrastructural work but UNDP was constrained to have taken these steps in light of shortcomings from UNOPS. UNDP wrote a formal communication to UNOPS cancelling certain items from the list that UNOPS was to handle.⁷

A second major challenge in the implementation of the project was limited documentation and untimely sharing of communication between UNDP and UNOPS of decisions reached on changes made in terms of deliverables of project outputs. This drawback made it difficult to hold parties accountable for the decisions that were made. For instance, UNOPS could not provide any formal communication that was written to UNDP informing UNDP of the implications of the decisions reached to make changes in the scope of work. Similarly, communication was not provided by UNDP informing UNOPS that its decision to build the training center at the Security Hub was unilateral.

A third challenge was a change in the original scope of work⁸ without a proper fundraising plan put in place to ensure that funding is readily available for the completion of the additional tasks. In a meeting held on June 14, 2012 involving diverse stakeholders linked to the project, decisions were reached to alter the scope of works and actions to be taken to complete the project. In that meeting, there was a total cost of \$27,457.00 as variation cost. The agreed action at the end of the meeting was that the approved changes in scope of works document and justifications should have been revised to include recommendations from the meeting and attach to letter from UNDP to inform the Government of Norway and request for supplementary funding to complete project activities. It is not clear whether such a document was ever communicated to the Norwegian Government.

⁵ For delays by UNOPS, UNDP through a letter of agreement delegated the task of completing the multi-purpose hall to the NPTA.

⁶ Due to the experience with UNOPS and the need to complete the project, UNDP was constrained to directly implement this portion of the project by contracting a national construction company. The facility is expected to be handed over to the NPTA in August.

⁷ This communication written on October 1, 2012 could have been the basis for UNDP's direct action in implementing portions of the project and delegating others to the NPTA based on delays in meeting outputs in time. Communication is attached.

⁸ See annex for minutes of the meeting held, justification for the changes and actions to be taken to complete the project.

Completion of outputs is estimated at 90%:

On the overall, major components of the project at the NPTA, two training centers and furniture at 10 WACP Units at county police stations were completed and are being utilized. Apart from the two facilities mentioned above that are nearing completion, other outputs that were not achieved include the following:

- Solar panels not delivered to six of the ten WACP Units at county police headquarters.
- The perimeters of three of the ten police stations at the county level were fenced but no gates were installed.
- Two of the four proposed regional centers were constructed.

Relevance:

The relevance of this project cannot be overstated. It is a given fact that UNMIL will transition and internal peace and security will be maintained by the LNP. This requires increasing the strength of the LNP and the infrastructure to train them. This project contributed in that direction. Moreover, sexual and gender based violence against women and children is still taking place and the LNP needs the capacity both in terms of number and skills to adequately handle cases of this nature. This intervention has contributed to an increased enrollment of women in the LNP who have acquired specialized skills to be responsive to SGBV cases.

Effectiveness: The project did make a difference in the performance of the NPTA in the following areas:

Operational and Institutional capacity of NPTA is strengthened:

The facilities constructed and renovated under this intervention at the NPTA have substantially increased the institutional capacity of the NPTA. This has made a huge difference in its training programme. Instead of training 150 officers, the NPTA is now training 300 recruits and is positioned to provide training for officers of other security agencies.

Responsiveness of WACP Units to survivors has increased:

The furniture provided to the WACP Units has made the units more functional and responsive to the needs of women and children who are survivors of sexual crimes. The fencing of the premises of the three county police headquarters coupled with the provision of furniture has also established a safe space and created the environment wherein confidentiality of survivors is adhered to.

Teaching and learning environment at the NPTA is enhanced:

As compared to the old classrooms, the newly built classrooms have facilities, such as overhead fans in a tropical climate, quality furniture, and PowerPoint projector and computer laboratory, which, are conducive for learning and create the opportunity for effective teaching to take place.

Training opportunity for LNP Officers is decentralized:

For too long, employment and educational opportunities have been centralized as if Monrovia is Liberia. The regional training center is expected to be handed over to the NPTA in August 2013. The facility will be an important asset to foster government's decentralization efforts by providing the opportunity for LNP officers in the south east to have access to quality refresher courses.

Key recommendations: The following recommendations are advanced for action targeting specific stakeholders associated with the implementation of the project:

For Norwegian Government:

A need to support the maintenance of the infrastructure but for a limited time:

While it is true that the Government of Liberia (GoL) is under obligation to provide the resources needed to maintain the structures that have been built, it is equally important that the Norwegian Government provides support for a limited timeframe (one year) while the (GoL) secures funding for the continued maintenance of facilities at the NPTA.

For UNDP:

Undertake periodic analysis of a situation before altering scope of works of a given project:

In order to limit the game-blame in project implementation, it is imperative that a timely and periodic analysis of the situation is done and that additional funds are assured before any significant change is made in the original scope of works of a given project.

Improve communication with implementing partners, donor and beneficiaries:

The effective and timely sharing of information on major decisions reached particularly in any change in the scope of works and alert donor on any delay is necessary for coordination and increased accountability of the actions of all parties in the implementation of a project. Communication with the direct beneficiaries on the expected outputs of a given project is critical in managing expectations.

Build in the budget recurring cost for maintenance:

There is a general consensus that the government is responsible for the maintenance of projects from external funding. Due to competing needs marked by resource constraints, it is important that a certain percentage of a project of this value be built in the budget to cover recurring expenses on maintenance for a period of not more than a year. This amount can be matched with existing LNP budget for maintenance. This combined amount can contribute significantly in reducing the fast depreciation of newly constructed buildings.

Develop a Memorandum of Understanding:

It is important to develop a Memorandum of Understanding (MoU) with the LNP or any state institution prior to the implementation of the project. The MoU should contain clearly defined roles and responsibilities of the parties. This will go a long way in helping

to improve communication, foster mutual accountability, manage unrealistic expectations and ensure collaboration between the parties in the attainment of the desired outputs.

For LNP:

Strategically position a staff responsible for infrastructural development:

Given the technical nature of infrastructural development and the time it requires for effective monitoring, it is essential that the LNP recruits an infrastructural development supervisor whose time will be fully dedicated to providing technical expertise to the LNP when erecting or renovating structures. This will increase the capacity of the LNP to monitor the implementation of projects with support either from the government or external donors to ensure quality and that the outputs are valued for money.

Institutionalise a culture of maintenance:

Due to competing interests in the region, external resources are bound to reduce with time and the LNP will have no alternative but to assume leadership role in maintaining its infrastructures. The LNP needs to be innovative in finding other ways by which structures that are being built can be kept in good shape long after external funding ends. One of the ways is to design the training programme in such a way that it creates the opportunity for trainees to acquire and specialise in technical skills that can be placed at the disposal of the LNP in the maintenance of its property. It is also important to develop a maintenance strategy and policy.

Develop a plan to generate internal resources:

While the LNP continues to negotiate with the government for increased budget allocation, it is equally important that the LNP develops a plan that will enable it to generate resources that can be used internally for maintenance purposes. For instance, the LNP can provide protective services to banks for transporting money across the country and the income generated goes toward this purpose. This arrangement can be concluded with the Ministry of Finance so that the LNP has the authority to place such revenue directly into its account.

Develop a plan to upgrade the NPTA to a college level:

As a result of this intervention, the NPTA has the requisite infrastructure and facilities to upgrade the status of the NPTA to a college level and begin offering a full degree in criminal justice. The programme should be designed in a way that allows individuals to have a choice to pursue the college degree or serve the country at the current standard of training at the NPTA. This will contribute immensely in raising the professional standard of the LNP and putting its officers on par with other colleges in the country.

Limit the dependency on external sources for funding:

After nearly ten years of external support to the LNP in terms of operational, human resource, institutional and technical capacity building interventions by different actors, the LNP needs to show greater ownership of this process. The sooner the LNP can limit its dependency on external actors for continuous support the better it will be for the institution to own the reform process. This will require sustained engagement and lobby

by the leadership of the LNP and MoJ with the National Legislature to see reason for regular budgetary increment.

For UNOPS:

Develop a system for documentation and communication:

Because UNOPS operation is project-based and staffs are retained based on resources, it is necessary to develop a system of documentation and communication so that personnel in transition can have access to decisions reached in the implementation of projects.

Do a comprehensive analysis of the project scope before signing off on the contract:

In order to avoid delays as well as the incompleteness of some of the project's deliverables it is a necessary requirement to undertake a comprehensive assessment and financial analysis of the works that are to be completed before entering into a legally binding contract that requires specific performance.

For MoJ: Given that the government has allocated some funds in the 2013-2014 budget of the LNP for maintenance, it is critical that the MoJ commissions regular audits to be done by the General Auditing Commission (GAC) to assess the extent to which funds allocated for maintenance purposes are utilized for those purposes.

5. INTRODUCTION:

Through a participatory process, UNDP in collaboration with the LNP, MoJ and UNPOL, developed this one year proposal (March 2010-February 2011) to strengthen the institutional and training capacity of the NPTA and the WACPS. The project supplements previous support provided by the Government of Norway in the amount of (US \$1,618,720.00). The aim of the previous support was to strengthen the operational and technical capacity of the LNP which was focused primarily on basic resources and infrastructure. This past support contributed significantly to the rebuilding of the LNP as an institution but there were funding gaps due to the enormity of the problems.

The government, in 2006, inherited an LNP whose institutional, professional, operational and human resource capacity was severely limited. This has undermined its ability to provide security service and maintain law and order across the country. This limited capacity has also affected the National Police Training Academy's (NPTA) ability to deliver advanced, specialized and on-going training.

Within the broader Security Sector Reform (SSR), the police remain the fundamental state institution that is responsible for maintaining internal peace and security. This means that the police are the first point of contact with community members. As such, police-community relationship needs to be cordial and marked by mutual trust.

Given the history of the police in Liberia, engendering the confidence of communities in the police requires that the members of the force exhibit a high degree of professionalism and integrity in the discharge of their duties. At the moment, the LNP is starting from scratch and is faced with numerous challenges to implement preventive, enforcement and investigative strategies. The LNP represents a youth police service and is striving to attain the level of professionalism that is required to gain the trust and confidence of the public.

Despite these challenges that undermine the ability of the LNP to be effective, the institution has made some gains and is moving in the right direction in terms of institutionalizing basic policies and procedures necessary for accountable and democratic security governance. Some of the policies and procedures include the LNP Standard Operating Procedures, a revised LNP Duty Manual, Use of Force and Firearms policy, Detention Policy, Training Policy, Gender Policy, Recruitment Policy and the recently established Professional Standards Division. This Division will strengthen the capacity of the LNP to investigate police misconduct and engender accountability and enhance professionalism.

At the same time, a strategic plan has been implemented and will come to an end this year. The plan has mapped out the operational, technical and institutional capacities required to become an effective and professional police service. A Women and Children Protection Section has been operational for the past four years and needs regular capacity strengthening efforts to make it more responsive in addressing issues affecting women and children. Part of the support includes strengthening the capacity of the NPTA to provide specialized training and to have the infrastructure that will serve as an incentive to attract women to the force.

6. METHODOLOGY:

According to the Term of Reference (ToR), the goal of the programme was to strengthen the operational and technical capacity of the Liberian National Police in terms of basic resources and infrastructure. In pursuit of this goal, the programme had two specific objectives:

- To upgrade the National Police Academy through fencing of its premises and constructing of extra buildings and facilities and furnishing with equipment and the construction of 4 regional training centers;
- To upgrade 10 LNP County headquarters with Women and Children Protection units by fencing the 10 headquarters and supplying solar panels and additional furniture.

Pursuant to the goal and stated objectives, the evaluation has the following purpose: to assess the relevance, effectiveness, and contribution of the planned activities to the stated objectives. In pursuit of this purpose, the evaluation was focused on the following areas:

- Assess the design of the programme to determine its relevance within the current country context;
- Assess the implementation modality and its effectiveness in the delivery of outputs;
- Assess the partnership arrangements and their operational effectiveness relative to the timely and efficient delivery of outputs;
- Assess the usefulness and impact of the infrastructure improvements made by the project;
- Assess the effectiveness and impact of support provided with respect to the attainment of the objectives of the project.

In pursuit of these intended outcomes, the overriding methodology of the evaluation was participatory using a combination of quantitative and qualitative data gathering tools. The tools included a review of relevant documents and Key Informants Interviews (KIIs).

Literature Review

Prior to conducting interviews in the field, several documents of relevance to the implementation and evaluation of the project were reviewed. The revision set the framework for the gathering of qualitative data on the evaluation. Documents reviewed included:

- Project Proposal including the narrative, logframe, workplan and budget
- Progress and annual narrative reports submitted to the Government of Norway
- Contract between UNDP and UNOPS
- National Policy Strategy (2009-2013)
- Cost sharing agreement between UNDP and Norwegian Government

Key Informant Interviews

To gather qualitative data, several Key Informant Interviews (KIIs) were conducted with diverse stakeholders who are knowledgeable about the project. They included staff members of UNDP, UNOPs, leadership of the NPTA, UNPOL, the heads of WACPS at LNP headquarters and at county level and the Police County Commanders (See annex 1 for list of interviewees).

7. Discussions and analysis:

Relevance:

Since the signing of the Comprehensive Peace Agreement (CPA) in August 2003 that paved the way for the deployment of United Nations Mission in Liberia (UNMIL), the maintenance of internal peace and security has largely been the responsibility of the mission. Under the agreement, UNMIL was responsible to lead the training of the police under the government's reformed and restructured programme.

In partnership with the Liberian Government and support from UNPOL and other countries, over 4,000 police officers have graduated from the National Police Training Academy (NPTA) and a little over 1,000 officers have completed advanced, specialized and management training. In preparation for UNMIL transition, the LNP needs a police force of up to 8,000 to have the numerical strength to deploy across the country to provide peace and security. This will require the training of additional 4,000 officers.

In order to meet this target, the technical and infrastructural capacities of the NPTA need to be strengthened so that the LNP is strategically positioned to provide this service in a professional and effective manner. Professionalizing the police will need the quality of training that will move officers up to a level that they will feel confident to take over the security in the absence of UNMIL.

This requires improved teaching and learning environment, better facilities for feeding, construction of dormitories to accommodate both male and female recruits and fitness facilities. Prior to the implementation of this project, the NPTA had the capacity to host 150 recruits at a given training cycle. The design of the project was responsive to the institutional needs of the NPTA to strengthen its capacity in responding to the services that are required for training.

At the moment, all fresher training courses for officers from across the country are held at the NPTA and this puts extreme pressure on infrastructure that is already inadequate. Moreover, officers from distant counties face challenges in attending the training in time due to deplorable road conditions. Because of this constrain, many police officers from counties where roads are impassable during the raining season miss the opportunity for renewed training. The project was strategic in that it included in the design the construction of a modern regional training center in addressing the problem of a centralized refresher training programme for all LNP officers in the country. This is another relevance of the intervention to the needs of individual officers.

At the county level, the intervention has been responsive in creating an environment for confidentiality when investigating sexual and gender based violence cases. The construction of police stations in the counties and even at the national headquarters was not sensitive to gender issues. No consideration was given for the protection of survivors of sexual violence because when an investigation is taking place the station is overcrowded with onlookers and in many instances this undue interference undermines

the quality and credibility of the investigation.⁹ The idea of constructing and equipping the WACP units and the fencing of county police stations was relevant to the professional capacity of the LNP in addressing issues related to sexual and gender based violence facing women and children, a key component of the LNP's strategic plan.¹⁰ The relevance of the erection of the fence, the installation of solar panels and provision of furniture is two-fold. The first is to strengthen the operational capacity of the LNP/WACPS in terms of fostering confidentiality of the victims of SGBV. The second is to protect the identity of victims of SGBV during preliminary investigation and to prevent intruders from interfering during investigation.¹¹

Similarly, the exposure of the police stations at the county level has created a scenario wherein the police is unable to control crowds of young people particularly motorcyclists who often demand immediate justice when there is an incident that results in the death of one of their members.¹² In addition, there are other instances where a person is accused of a crime notably murder and the crowd usually converge at the station and this impedes negatively on the ability of the police to carry out an effective preliminary investigation. The design of the project to provide fencing (wire) and gates for police stations was responding to a problem of crowd intrusion during investigation of sensitivity cases such as murder and rape.

8. Implementation Modality for the timely delivery of outputs:

The project was implemented under the UNDP DEX Modality with overall supervision of the implementation being managed by the Resident Representative of UNDP, and the Deputy Resident Representative for Program. The day to day of the implementation was the responsibility of the Chief Technical Advisor (CTA) and head of the Community Security and Social Cohesion Program (CSSC).

Under the DEX Modality, UNDP, as the Executing Agency entered into a contractual agreement on August 30, 2010 with the United Nations Office for Project Services (UNOPS) in the amount of \$1,875,085.20 for UNOPS to provide construction services to rehabilitate and improve infrastructure of the NPTA. According to the agreement, UNOPS was to perform the following specific tasks:

1. Kitchen: Rehabilitate and new equipment including refrigeration
2. Fencing of the NPTA premises
3. Construction of dormitories for 150 students, 10 class rooms with furniture and new washroom facilities and procurement of furniture for dormitories
4. Renovate existing structure to a hall for multi-functional purposes and renovate sports facilities
5. Upgrade Firing Range
6. Renovate garage and construction of new car port

⁹ Interview conducted with an Officer at the WACP Unit at LNP Headquarter.

¹⁰ See LNP Strategic Plan 2009-2013 Section 4.4.5.3

¹¹ Interview conducted with the head of the Women and Children Protection Section of LNP.

¹² Interview conducted with the County Commander from Bong County.

7. Construction of Regional Training Centers and basic dormitories and service facilities
8. Procure and supply furniture to 10 police HQs with WACP Units
9. Supply and install solar powered lighting for 10 Police County HQs
10. Construct security perimeter fence at 10 police Stations in County HQs

Under the Letter of Agreement for the project, UNOPS was expected to have completed all activities by March 31, 2012. There was an apparent delay on the part of UNOPS in meeting the required timeline for completion of the agreed tasks. In a communication¹³ to the Manager of UNOPS, UNDP extended the completion date to December 31, 2012 apparently based on request from UNOPS.

In reply to UNDP's December 13, 2012 communication, UNOPS replied¹⁴ saying that it was unable to complete all the activities due to the lack of funding which resulted from an underestimation made by UNOPS. In that letter, UNOPS provided an initial estimate of \$65,000 to have completed the fence and installation of solar panels. According to the letter, by 2012, UNOPS had fenced three of the ten police stations and installed solar lights to five police stations. UNOPS informed UNDP that it would require an additional funding of \$95,000 to complete this portion of the work.

To a large extent, UNDP exercised due diligence in holding UNOPS accountable evident by several communications written to UNOPS. The first was on June 21, 2012 and the second was five months later, on December 13, 2012. Despite UNDP's flexibility in providing an extension to UNOPS to enable it to achieve the desired outputs such as the fencing of all 10 police stations and the Harper Training Center, UNOPS did not complete these activities.¹⁵ The completion of the Harper Training Center was therefore taken over by UNDP through a contractual arrangement with a national construction company.

While it is true that UNOPS took responsibility for failure to have completed all the tasks as agreed, its action was unprofessional. This is in light of the fact that it had officially informed UNDP of its inability to complete the project in its totality only after UNDP had sent the reminder letter. It appears that UNDP made an assumption about UNOPS that it had the institutional competencies and capacity to have delivered the agreeable outputs in a timely and professional manner.

Apart from UNOPS, UNDP also needed the support and cooperation from the NPTA for the completion of some of the project's outputs. For instance, UNDP through a Letter of Agreement (LoA) delegated the task of completing the multi-purpose hall directly to the NPTA in the wake of prolonged delay by UNOPS, but up to the time of compiling this

¹³ The communication was written on December 13, 2012 (Letter No. 193 and Letter Reference: ORG/130/2/52)

¹⁴ UNOPS reply was dated December 19, 2012 under the signature of Ershad Karim.

¹⁵ The first communication was written on June 21, 2012 and reminder letter was written on December 13, 2012 (See letters attached).

report the facility is yet to be completed. The intention of UNDP was to strengthen the capacity of the NPTA in managing tasks of this nature.

Despite technical support provided by UNDP to the NPTA in terms of the design of the structure and monitoring the contractor, the facility is yet to be completed. The first national contractor hired by the NPTA defaulted and the contract was terminated. The NPTA hired another national contractor¹⁶ to complete the work. With technical support from UNDP engineer, the multipurpose facility is nearly completed.

The completion of the dining hall and the installation of equipment were also significantly delayed. A case in point was the delay in the installation of the freezing equipment because it was not clear between UNDP and the NPTA on who was responsible to provide the wiring to power the equipment even though UNDP had flown in a consultant to install the equipment.

The Donor Aid Coordinating Team (DACT) led by the Ministry of Justice (MoJ) was also instrumental in providing feedback and making concrete suggestions on how to address emerging challenges affecting the implementation process. Despite the major challenge of achieving specific milestones by the implementing actors in a timely manner, the MoJ is pleased with the quality of the facilities and infrastructure built.¹⁷ Similar view was shared by the Consular of the Norwegian Embassy in Monrovia. The major concern expressed by both the MoJ and the Norwegian Government is the maintenance of the facilities and infrastructures over a period of time given the weak institutional capacity of the LNP and limited budgetary allocation by the government to carry out regular maintenance.

9. Effectiveness¹⁸:

Within the framework of this evaluation, effectiveness is defined as the extent to which outputs contributed to the attainment of desired results. The outcome of the evaluation showed that there were gains in achieving some of the results while there were challenges in other areas. However, in the attainment of outcomes, an implementing agency may not exercise direct control over the process but it is equally important for an intervention to show how outputs contribute to the achievement of results at the outcome level. This intervention has indeed made some differences at strengthening the institutional capacity of the NPTA as well as the professional development of police officers. The project had two broad output indicators:

- Output 1: National Police Training Academy rehabilitated, equipped and furnished and the construction of 4 regional training centers;
- Output 2: Ten Police Stations HQ with WACP Units rehabilitated, equipped and furnished; WACPS LNP HQ building constructed and equipped.

¹⁶ The name of the second contractor is Modern Construction and Contractors Services.

¹⁷ Interview conducted with the Director of the Donor Aid Coordinating Team at the MoJ.

¹⁸ Effectiveness is defined as the extent or degree to which the stated outputs, outcomes and objectives were achieved (See the ABCs of Evaluation, By John Boulmetis and Phyllis Dutwin)

National Police Training Academy: Under the first output, the following interventions were earmarked:

Security:

As a security institution the NPTA was not properly secure and this has contributed to the encroachment of the land by community members. The premises were enclosed by barb wire that was easily destroyed by bush or worn out. As a result of this intervention, security of the premises has been improved and secured with the erection of a fence made with bricks. The two gates that were supposed to be erected are not completed and there has been claim and counterclaim among different actors on who is to perform this task.¹⁹

Classroom Buildings:

The class rooms of the original structure are not adequate enough to respond to the training needs of the current number of recruits. As a result of this constraint, tents and the kitchen were used to conduct lectures for the trainees. This intervention has produced 12 new class rooms with electricity and overhead fans installed. Each classroom can accommodate 25-30 recruits. The facility is modern and has substantially improved the environment for effective teaching and learning to take place as well as to handle the number of recruits per training cycle.

Construct new dormitories:

The current dormitory facilities are able to accommodate 110 male recruits and 52 female recruits. With the steady increase in the number of recruits, this existing capacity at the NPTA is inadequate to respond to the accommodation needs of the total number of recruits. With the newly constructed male and female dormitories, the institutional and enrolment capacity of the NPTA has been doubled. The NPTA is now positioned to recruit and accommodate 300 officers as compared to last year's figure of 150. With this recruitment pace, the LNP will be able to meet the benchmark of training 4,000 police officers over a three year period. At the same time, the facilities such as laundry and shower that go with the dormitories serve as an incentive to attract young men and women to the police.

Washroom facilities:

Since the establishment of the NPTA in the early 1960s, maintenance of the facilities has been a challenge. The 50 years old sewerage system has been severely damaged. Septic tanks are available but the pipelines were in bad condition and this posed serious sanitation problems for the institution. The sewer system was rehabilitated and two washrooms built in the administrative building, one for male and one for female officers. These facilities have significantly increased the sanitary condition at the NPTA.

Installation of kitchen equipment:

Part of the infrastructural development was the construction of a kitchen. Equipment at the kitchen was inadequate and did not have storage or freezing facilities. Kitchen equipment and freezing facilities have finally been tested after months of delay in making

¹⁹ UNOPS claims it is the responsibility of the NPTA to build the gates while the NPTA claims it is an output under the project and expects UNDP to do it.

them operational. With the installation of these facilities, the NPTA is now in the position to cater to more than 300 police recruits and officer from other security apparatus.

Firing Range:

Prior to the implementation of this project, the firing range at the NPTA did not meet acceptable international standard and ran the risk of rounds fired from going beyond the boundaries of the range. The firing range was extended and upgraded to meet international standard. With this improvement, the shooting skills of recruits will be sharpened thereby contributing to their professional development.

Multi-purpose facility:

Physical fitness is an integral part of the training programme at the NPTA. A multi-purpose training facility including a gym is under construction. Fitness equipment has already been procured. When completed, the training facility will serve a useful purpose of providing the recruits with the opportunity to exercise and keep fit, two essential requirements for the professional development of police officers.

Garage and Parking:

With the gradual increase in the number of operational vehicles attained by the NPTA, it was important that a garage and car park be constructed and extended, respectively. This component of the project was completed thereby beefing up the operational capacity of the NPTA.

Computer Laboratory:

One of the 12 newly constructed classrooms has been allocated for a computer laboratory. 15 desktop computers and a printer have been procured and installed to provide training for the recruits. The NPTA is developing a training schedule for the use of the computers. This facility will go a long way in making the officers computer literate, thereby increasing the human resource capacity of the LNP. Moreover, computer literacy is a skill that is necessary for any police officer in this age as it improves the quality of their work. At the same time, the LNP will need to make available staff members from HQ who will make the time to provide training at the NPTA. At the moment, the room that is hosting the computers has no air conditions so the NPTA is urgently required to install an air condition so that the risk of damage to the equipment can be minimized.

County In-service Training:

To provide on-going and refresher training courses for police officers in the leeward part of the country without necessarily coming to Monrovia. The project envisaged the construction of 4 regional training centers in Zwedru, Harper, Tubmanburg and Gbarnga but only two were constructed. The original idea was to build the training center to cater to the needs of LNP Officers but UNOPS strayed away from this²⁰ and built one of the centers in Gbarnga but within the facility of the Security Hub. As a result, the police do not have complete access to the facility as other security apparatus and judicial officers

²⁰ Interviewed conducted with Project Staff of UNDP.

use it to hold joint security meetings. So far, no training has been conducted for LNP Officers at the Gbarnga training center.²¹ On the other hand, UNOPS claimed that the facility was built at the Security Hub with the constant of UNDP.²² The training center, however, is used to host meetings of the joint security apparatus of the County.

The total allocation for the construction of the 4 training centers was \$200,000.00. UNOPS spent \$50,000.00 to construct the Gbarnga Center.²³ Due to the delay by UNOPS in delivering other outputs, UNDP directly implemented the construction of the training center in Harper through a national construction company. The cost for the construction of the Harper Center was around \$150,000.00.²⁴ The combined figures from the Gbarnga and Harper constructions amount to the total allocation in the budget and thus the other two centers in Zwedru and Tubmanburg could not be built.

Work at the training center in Harper is 90% completed and will be turned over to the LNP in August this year. The cost for the construction is relatively high as compared to the Gbarnga Center because the facility includes the following: one big classroom, dormitories to accommodate 24 male and female officers, one dining room, two wash rooms (one for males and one for females), a library, a kitchen and the installation of solar panels. The NPTA has identified a training Coordinator and formed an administrative team who will be based at the Center and a team of instructors from the NPTA will be formed that will travel to Harper to conduct in-service training. This will contribute immensely to the decentralization of the NPTA in-service training programme.

Police County HQ: Under this component of the project, the following areas were identified:

Fencing of 10 County Police HQ:

An integral part of the proposal was to erect wire fence and install gates around the police stations in 10 County Headquarters. Of the 10 police stations, UNOPS completed the fencing of three premises. They include Sanniquelle, Gbarnga and Kakata. UNOPS failed to attach gates to the completed fences and without the gates it is difficult for the police to prevent intruders from interfering when sexual violence cases are being investigated. This breaches confidentiality and reinforces stigma of the survivor.

According to UNOPS, the overriding reason for its inability to complete the work was due to the underestimation of prices UNOPS further said that by the time work for the fencing was about to commence, there was a dramatic increase in the prices of building materials. These problems combined made it difficult for UNOPS to have completed the remaining work as the entity ran short of money.

Installation of solar panels at 10 WACPS Units in the counties:

²¹ Interview conducted with the Police Commander of Bong County.

²² Interview conducted with UNOP project staff

²³ Interview conducted with a staff member of UNDP.

²⁴ Interview conducted with UNDP Engineer.

For this portion of the work, UNOPS completed the installation of solar lights at the WACPS Units at four county police stations. They are Zwedru, Harper, Barclayville, and Fishtown, all in the south-eastern part of the country that is not easily accessible during the rainy season. UNOPS' inability to complete the installation of the solar panel at the remaining 6 locations is due to the same reason aforementioned.

Provide furniture for WACPS Units at 10 Police HQ:

UNOPS completed the procurement and supply of furniture for the WACPS Units of 10 police headquarters. The locations include: Zwedru, Harper, Fishtown, Buchanna, Gbarnga, Sanniquelle, Kakata, Tubmanburg, Barclayville, and Rivercess. The furniture has increased the operational capacity of the unit in providing quality service to women and children who are survivors of domestic and sexual violence.

10. Equity:

The project has been gender sensitive. While it is true that the project was heavy on infrastructure, the resources and outputs will serve equally men and women. However, this does not mean that equal number of men and women will benefit from the investment. This is against that background that there are more men than women in the LNP. The LNP is yet to reach the 20% benchmark for the recruitment of women but has made gains in this direction. The intervention has extended the capacity of existing facilities and positioned the NPTA to respond adequately to the needs of women who will be recruited for training. The investment in the WACPS Units will also have a long term effect on the protection of women and children.

11. Value for Money (VfM)²⁵:

Despite the numerous challenges that have been outlined which hindered the achievement of all the expected outputs, the completed ones collectively bring an added value to the quality of the services that are provided by the NPTA. The environment for teaching and learning to take place has been substantially upgraded as a result of modern dormitory facilities, and improved classrooms conditions. Others include the opportunity for officers to increase their knowledge and skills in the use of computers and access to exercise facilities to keep trainees physically fit. Furthermore, the LNP now has the infrastructure as compared to two years ago, to provide quality training for more recruits not just from the LNP but from other national security agencies such as the Bureau of Immigration and Naturalization (BIN).

²⁵ Value for Money (VfM) is about maximizing the impact of each dollar spent to improve the condition of the target beneficiaries. This is a definition by DFID in a publication entitled DFID's Approach to Value for Money (VfM) published in 2011.

12. Impact of the support: The intervention has made significant differences in the technical and institutional capacity of the NPTA.

Encroachment of land is minimized:

The administration of the NPTA is no longer worried about constant encroachment on the land of the NPTA because the entire premises have been fenced. Energy and time spent on settling matters with community members on contested property can now be directed to handling other administrative and operational matters in making the NPTA more effective in meeting its human resource development agenda.

Enrolment of recruits has doubled:

By strengthening the institutional capacity of the LNP, the number of intake per training cycle has been doubled from 150-300 and the NPTA has demonstrated its ability to manage an increase in the caseload while at the same time maintaining the quality of the training provided. By doubling the enrolment rate, the LNP will expand its human resource base to respond to the growing need for security personnel to be deployed across the country.

Enrolment of female recruits has increased:

The construction of a female dormitory has established a healthy environment for the attraction of female recruits. The ratio of women to men in the force has increased and this has afforded the LNP to deploy more officers in the area of sexual based crimes. Because most of the victims of sexual crimes are women and children, it is practical that women officers are preferred to men officers during investigations.

Quality of training has improved:

As compared to two years ago, current recruits are learning under a more improved environment due to the modernization of training facilities. Lectures and presentations are presented using PowerPoint and this brings a new dimension to teaching and learning at the NPTA.

Public image of the WACPS Units has increased:

The provision of furniture has given a facelift to the unit. Citizens who come to the unit have a place to sit and officers have a proper desk to work from and furniture for a conference where investigations sometimes take place to ensure confidentiality of the survivor. This institutional support has given an improved public image of the unit and increased citizens' trust to come forward with complaints.²⁶ This is evident by the number of recorded cases. For instance, between 2012 and 2013, 13 rape cases were documented by the WACPS Unit in Bong County and 20 cases were recorded in Kakata. These cases, confidential in nature, are not electronically documented at the county level. Also, accessing the files is not easy as for the same reason.

²⁶ This view was gathered based on interviews conducted with the commanders from the WACPS Units from Bong and Margibi Counties.

The payment of fees to register a rape case has stopped:

Prior to separating the WACPS Unit from the main police station, there were reports of officers charging survivors of SGBV fees before their cases were registered.²⁷ The separate building for WACPS Unit coupled with the level of training and institutional support, the practice of asking survivors and parents of survivors of sexual violence has stopped. This has created a safe space and accelerated public confidence in the Unit.

13. Sustainability:²⁸

In conceptualizing the development of the project, UNDP made a general assumption that the MoJJ/LNP will ensure that fiscal budgets submitted to the government include adequate representation of post-implementation recurrent costs for the proper and sustained maintenance of facilities and equipment provided. Allocation will also be made for operational training expenses at the NPTA and regional training centers.

For the past two years now, allocation for operation and maintenance for the NPTA has been \$10,000.00.²⁹ This amount has not increased even though there has been a steady increase in the number of facilities at the NPTA. Despite efforts by the NPTA to advocate and justify for an increase in the line for maintenance, it is unlikely that this amount will be increased when the 2013-2014 budget is passed. The \$10,000 allocation is grossly insufficient as the amount can barely cover the recurring and maintenance cost for the existing facilities for six months.³⁰

With the construction of additional facilities this amount if not substantially increased will be absolutely inadequate to provide quality service in maintaining all the facilities at the NPTA so that they last for a good period of time. Maintenance of facilities and office equipment as well as the repairs of vehicles have been a perennial problem facing many state run institutions but is acute at the LNP.

In similar vein, the regional training facility that has been erected in Harper runs the risk of not being fully utilized if there is no commitment on the part of the government to increase the training budget of the NPTA for 2013-2014 and subsequent years to follow. Currently, the NPTA spends around \$80,000.000 a year to provide feeding for 150-200 trainees and a yearly training stipend that is estimated to be \$150,000-175,000.³¹

When the regional center is in full operation, this feeding cost and stipend will definitely increase. If the budget cannot provide for the additional cost, the NPTA will be constrained to make some strategic decisions on where to allocate the resources. The government is preparing to meet the benchmark of having 8,000 trained LNP officers by the time UNMIL draws down. As such, it is unlikely that the LNP will support the diversion of resources from training more recruits at the NPTA to pay for refresher course at the regional training center.

²⁷ Interview conducted with the Commander of the Gbarnga WACPS Unit.

²⁸ For the sake of this evaluation, the evaluator is defining sustainability as the ability to sustain an action.

²⁹ Interview conducted with the Training Commander of the NPTA.

³⁰ Ibid.

³¹ Ibid

Annex 1: List of interviewees:

Napoleon Abdulai	0886464224	UNDP
Samuel Dakana	0886550095	Commandant/NTPA
Messie Allen	0886521508	Director (DACT)
Vera Manly	0886114007	Director (WACPS)
Fred Rasmussen	0880381639	Norwegian Consular
Morris Teemah	0886512696	Police Commander/Bong
Ahmadu Jalloh	0886697133	Engineer/UNDP
Vanetta Johnson	0886354421	Journalist (LWDR)
Vance Gariba	0770319302	UNPOL Trainer
Bangaly Saysay	0886816446	WACP/HQ
Lily Guparaayi	0888035931	UNOPS
Samuel Paye	0886564878	Commander/WACP/Kakata
James Gborzee	0770800792	Commander/WACP/Gbarnga
Ershad Karim	0880703744	Head of Office (UNOPS)
Mr. Rogers Ndege	0888035960	Chief Engineer (UNOPS)

Annex 2: List of documents reviewed:

1. Project Proposal
2. Narrative Reports
3. Contract between UNDP and UNOPS
4. Communication from UNOPS to UNDP
5. A series of communications from UNDP to UNOPS
6. LNP Strategic Plan
7. The Government's Poverty Reduction Strategy
8. Minutes of a joint stakeholders consultation meeting with diverse stakeholders held on June 14, 2012 on completion of the Government of Norway funded project.
9. Mid-term evaluation report

Annex 3: List of communications between UNDP and UNOPS:

First letter of reminder from UNDP to UNOPS

United Nations Development Programme



Letter No.: 091

Reference: ORG/130 /1 /UNOPS

21 June 2012

Dear Mr. Papastavrou,

Re: Cost sharing agreement between Norwegian Ministry of Foreign Affairs and the United Nations Development Programme regarding LNP Development-Strengthening Personal and Community Security in Liberia

With reference to the 2010 Memorandum of Understanding (MOU) between UNDP and UNOPS and the amendment of 2011, I am pleased to attach the timeline you presented to the meeting between UNDP, UNOPS, National Police Training Academy (NPTA) and the United Nations Police (UNPOL) on Thursday, June 14, 2012 in my office.

As per the understanding of all parties at the meeting, UNOPS must adhere to the timeline as completion of the project is extremely important for the further development of the Liberia National Police (LNP) and the UNMIL transition plan.

Yours sincerely,


Dominic Sam
Country Director

Mr. Lakis Papastavrou
Chief Technical Advisor
United Nations Office for Project Services
Monrovia, Liberia

CC: Mr. Moustapha Soumaré
Resident Coordinator

Letter of cancellation of some of the items that were to be delivered by UNOPS:

United Nations Development Programme



Letter No. 198
Ref: ORG/130/1/UNOPS

1 October 2012

Dear Mr. Papastavrou,

Re: Amendment to Letter of Agreement for the Project: "Rehabilitation and Improvements of Infrastructure at the National Police Training Academy of Liberia"

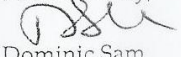
With reference to the 30th June 2010 Letter of Agreement between UNDP - Liberia and UNOPS for implementation of the project: "Rehabilitation and Improvements of Infrastructure at the National Police Training Academy Of Liberia," and the outcome of the review process in June 2012; the National Police Academy have expressed concern over the delays in completing the outstanding project activities and have rejected the quality of sample mattresses provided by UNOPS.

As you are aware of the urgent needs of the National Police Training Academy to utilize the facilities for training of recruits and police support units officers to meet the targets of UNMIL transition plan, and the changes in the scope of works that affected the project cost during the review in June; as a matter of urgency UNDP will procure the mattress, kitchen items and sporting equipments required by the Police Academy in order to meet its target for 2012. In this regard the changes which affect the work to be performed by UNOPS in "Attachment 2 " of the letter of agreement are as follows:

- (i) Item No: 1.1.a Kitchen Equipment - Cancelled
- (ii) Item No: 1.1.c Procurement of furniture for dormitories: Mattresses - Cancelled
- (iii) Item No: 1.1.d Renovation of existing structure to a Hall for Multifunctional purposes and renovation/equipment of sports facilities - Cancelled

We expect UNOPS to complete the balance on-going activities at the Police Academy premises and at the ten Police HQ with Women and Children Protection Units in the counties on the 31 December 2012.

Yours sincerely,


Dominic Sam
Country Director

Mr. Lakis Papastavrou
Chief Technical Advisor
United Nations Office for Project Services
Monrovia, Liberia

CC: Mr. Patrick Fruchet,
Deputy Operation Centre Director OIC
Kenya Operations Centre- KEOC UNOPS Africa Regional Office -AFO

UNDP Liberia, Grand Central Station, PO Box 1608, New York, NY 10163, Vsat Tel: 31-205407121, Vsat Fax: 31-205407127 /2831

Second letter of reminder from UNDP to UNOPS:

United Nations Development Programme



LIBERIA

Letter No. 193
Letter Ref.: ORG/130/2/52

13 December 2012

Dear Mr. Karim,

Re: Letter of Agreement for the Project: "Rehabilitation and Improvements of Infrastructure at the National Police Training Academy of Liberia"

With reference to the 30th June 2010 Letter of Agreement between UNDP-Liberia and UNOPS for implementation of the project: "Rehabilitation and Improvements of Infrastructure at the National Police Training Academy Of Liberia," and the outcome of the review process in June 2012.

UNOPS is expected to complete project activities as per amendment No.2 of the Letter of Agreement which extended the completion time for balance activities from the 31st March 2012 to the 31st December 2012 including the end of Defects Liability Period. Timely completion of the project activities is extremely important for the development of Liberia National Police and meeting the targets of UNMIL transition plan, we look forward to UNOPS adherence to the agreed timeline to complete project activities on 31 December 2012.

Yours sincerely,

Dominic Sam
Country Director

Mr. Ershad Karim
Programme Manager/Head of Office a.i
UNOPS

UNOPS response:



19th December 2012

Mr. Dominic Sam
Country Director, UNDP Liberia
UNDP Building, UN Drive
Monrovia, Liberia


Reference: The Letter of Agreement between UNDP-Liberia and UNOPS for the implementation of the "Rehabilitation and Improvement of Infrastructure at the National Police Training Academy of Liberia.

Dear Dominic,

In reference to the above one of the deliverables under this project was the construction of Security Perimeter Fences and Installation of Solar Lights to Ten Police Stations around Liberia. UNOPS initially estimated that it would cost approximately \$ 65,000 to complete the work. Later it became clear after applying market rates that it would not be possible to complete the works based on this estimate. UNOPS commenced the work but was unable to complete due to inadequate funds. By October 2012, we had fenced three of the ten police stations and installed solar lights to five police stations. UNOPS estimated that the additional funding requirement to complete this work is \$ 95,000.

UNOPS regrets that the works could not be completed due to lack of funds. It was UNOPS wrong estimation which resulted in inadequate delivery of works and please accept our apology for the inconvenience that has come about as a result. Please be assured of UNOPS commitment to a strong working relationship with UNDP and our continued support to our common objectives under the one UN program.

Yours Sincerely


Ershad Karim
Head of Office a.i



Cc: Napoleon Abdulai, Senior Advisor
Dr. Lancelot Lake, UNDP Infrastructure Coordinator
Lily Gaparayi, UNOPS Project Manager



Stakeholders Consultation Meeting on Completion of the Government of Norway funded Project "LNP Development - Strengthening Personal and Community Security in Liberia"

Minutes of meeting held on 14.06.12, 3:00PM at UNDP

In attendance were:

UNDP: Dominic Sam - Country Director, Fernando Abaga - Deputy Resident Representative /Programme, Napoleon Abdulai -Security Sector Reform Advisor, Lancelot A. Lake - Infrastructure Coordinator, Norway Representative - Thorvald Boye.
UNPOL/ Donor Aid Coordinating Team: Mirat Ellingsen-Team Leader.
Liberia National Police: Col. Samuel F. Dakana - Deputy Director /Commandant, National Police Training Academy (NPTA), Alphonso S. Samukai, Sr., Commissioner/Deputy Commandant, NPTA.
UNOPS: Lakis Papastavrou - CTA.

Purpose of Meeting

To review documents requested from UNOPS and make decision on the way forward to complete project activities. The meeting was chaired by UNDP Country Director - Dominic Sam, and the following were issues on the agenda:

1. Explanation from UNOPS on the last time to complete project activities (kitchen, dormitories, classrooms, firing range, car park, fencing etc.)
2. Update on procurement of goods such as the kitchen equipment etc.
3. Scope of works changes explanation (2010-2012)
4. BOQ for all building with cost differences (2010-2012)
5. Should UNOPS complete the project given the long delays
6. Action to be taken to complete projects: (i) letter to Government of Norway Ministry of Foreign Affairs on Friday 15th and request for supplementary funding

Documents Presented

Document 1 - Updated project completion dates by UNOPS

Document 2 - Justification for changes in project scope of works

Document 3 - List of approved variation in scope of works with original scope /budget and actual costs

Outcome of the Meeting

The chair informed stakeholders that several meetings and follows actions on the project implementations issues have taken place from May to June 2012 and it is expected that consensus will be obtained on the final decisions to move the project forward. The following documents were reviewed and decision taken:

Document 1: Updated project completion dates by UNOPS

- (i) Completion dates for procurement of kitchen equipment revised to 1st week in September 2012. The freezer container will be deliver two months from date of receipt of funds.

Prepared by: Lancelot A. Lake, UNDP Infrastructure Coordinator

Page 1 of 2

- (ii) Sporting Facilities – NTPA to take the lead in providing list of items to be procured within a budget of US\$40,000.
- (iii) Car port construction to be separated from renovation of garage since cost of variations reflected budget overruns therefore this activity will be undertaken when funding is available.
- (iv) Fencing of academy premises - construction of classroom building, male and female dormitories, upgrading of firing range and procurement of furniture all have delivery dates updated and reflected in the attached joint inspection report.
- (v) Classroom building floor repair works - completion date to be determined subject to results of joint inspection schedule for Friday 14 June 2012.

Document 2 - Justification for changes in project scope of works

The list outlined justification for scope changes for construction of new female dormitory, complete rehabilitation of Kitchen Dining Hall following the fire that destroyed the kitchen and request to increase seating capacity from 150 to 300 persons, increasing the size of the 10 classroom building to accommodate additional room spaces for teaching, forensic lab, etc; and the construction of chain link wire perimeter security fence at 10 Police Station HQ with Women and Children Protection Units in the counties.

Decision was taken that the original capacity of the kitchen and dining facilities prior to implementation of project, the need for changes and current capacity of new structures should be reflected in the scope changes justification report.

Document 3 - List of approved variation in scope of works with original scope/budget and actual costs

The list of approved variation in scope of works indicated changes from original planned scope of work and budget for some activities as follows:

- (i) Complete rehabilitation of kitchen dining hall,
- (ii) Construction of new male dormitory,
- (iii) Construction of new female dormitory,
- (iv) Construction of a 2-levels classroom building with 10-classes, 2 administration offices, one Teachers' Lounge, one multipurpose hall/cafeteria,
- (v) Construction of chain link wire security fence at 10 Police Stations HQ with Women and Children Protection Units in the Counties.

The total cost of variations in scope of works amounts to \$327,457.00

Decision was taken that both UNDP and UNOPS should provide explanatory note on the budget to shows the costs of civil works, supervision and management. The explanatory note is required for amendment of the Cost Sharing Agreement between UNDP and Government of Norway, Ministry of Foreign Affairs.

Action to be taken to complete the projects:

The approved changes in scope of works document and justifications should be revised to include recommendations from the meeting and attached to UNDP letter to inform the Government of Norway, Ministry of Foreign Affairs, and request for supplementary funding to complete project activities.

.....
Prepared by: Lancelot A. Lake, UNDP Infrastructure Coordinator

Page 2 of 2



Letter No.: 091

Reference: ORG/130 /1 /UNOPS

21 June 2012

Dear Mr. Papastavrou,

Re: Cost sharing agreement between Norwegian Ministry of Foreign Affairs and the United Nations Development Programme regarding LNP Development-Strengthening Personal and Community Security in Liberia

With reference to the 2010 Memorandum of Understanding (MOU) between UNDP and UNOPS and the amendment of 2011, I am pleased to attach the timeline you presented to the meeting between UNDP, UNOPS, National Police Training Academy (NPTA) and the United Nations Police (UNPOL) on Thursday, June 14, 2012 in my office.

As per the understanding of all parties at the meeting, UNOPS must adhere to the timeline as completion of the project is extremely important for the further development of the Liberia National Police (LNP) and the UNMIL transition plan.

Yours sincerely,


Dominic Sam
Country Director

Mr. Lakis Papastavrou
Chief Technical Advisor
United Nations Office for Project Services
Monrovia, Liberia

CC: Mr. Moustapha Soumaré
Resident Coordinator

Rec'd