

MAKING AID MORE EFFECTIVE THROUGH GENDER, RIGHTS AND INCLUSION: EVIDENCE FROM IMPLEMENTING THE PARIS DECLARATION

Sierra Leone Case Study



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Preface and Acknowledgements

This is one of six country case studies (Bangladesh, Bolivia, Kenya, Sierra Leone, Uganda and Vietnam) undertaken as part of a study supported by the British, Dutch, Irish and Norwegian governments that aims to:

- Generate an evidence base on how human rights, gender and equity issues have been integrated into and benefit current approaches to aid effectiveness.
- Build support among Paris Declaration stakeholders.
- Provide practical recommendations for strengthening the focus on human rights, social exclusion and gender equality, and poverty outcomes, for the Third High Level Forum in Ghana (2008) and beyond.

A Synthesis Report has been prepared that draws on the country case studies (together with additional desk-based case studies) to provide overall findings and recommendations.

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Thanks are due to the large number of government, civil society and donor staff who made their time available to the team. Information was collected during a visit to Sierra Leone in January 2008.

This study represents the views of the consultants alone and conclusions or comments should not be attributed to the governments and donor agencies involved in supporting the study.

Executive Summary

This country case study contributes to gathering evidence on the relationship between aid effectiveness and gender equality, human rights and social exclusion, focused on strengthening the poverty impact of the Paris Declaration. The aim of the overall study is:

- to generate an evidence base on how human rights, gender and equity issues have been integrated into and benefit current approaches to aid effectiveness
- to build support among Paris Declaration stakeholders
- to provide practical recommendations for strengthening the focus on gender equality, human rights and social exclusion, and poverty outcomes, for the Third High Level Forum in Ghana (2008) and beyond.

The study involved a review of the aid effectiveness and social issue context, and three more detailed case studies of particular initiatives that illustrate interactions between the PD Principles and social issues. Findings and conclusions from the case study are presented.

Aid effectiveness context

Social issues are recognised as particularly important in Sierra Leone in the aftermath of the conflict. Youth employment, the effectiveness of the justice system, and the rights of citizens, in particular women and children who were among those who suffered most from the violence, are of crucial significance for peace-building. The main initiative to take forward the aid effectiveness agenda is the provision of budget support by the major donors, though severe weaknesses in government capacity following many years of conflict pose challenges for effective ownership and for alignment with government systems.

Sierra Leone's ownership of its development agenda is supported by the fact that it has a PRSP programme (2005-7) which spells out the country's priorities for poverty reduction. However implementation of the PRSP, and the monitoring and evaluation of its impact have been weak. A significant fact is that the PRSP ended in 2007 with no successor programme in place.

Mutual accountability is weak. Donors interviewed agree that mutual accountability could be strengthened if the government were more assertive in its relationships with donors. However the government is not assertive, probably due to the high level of aid dependence.

There is more progress in harmonisation of aid. The donor community in Sierra Leone is small; with the result that informal coordination of donor effort is relatively easy. In addition formal coordination structures have been agreed with the government, and the Development Aid Coordination Office (DACO) acts as a secretariat for aid coordination.

Only limited progress has been made in measuring development results. DACO has a PRSP monitoring unit, and several PRSP monitoring structures have been created, but DACO does not yet have data on development impact.

Context: Human rights, social exclusion and gender equality

A major cause of political instability leading to brutal armed conflict has been extremely poor governance, widespread corruption, and the marginalisation and disempowerment of the rural communities, through overpowering and inefficient central government intervention in the delivery of public services. Sierra Leone is ranked bottom of the 2007 UNDP Human Development Index.

Some of the major contributions to the conflict that led to the civil war in Sierra Leone were corruption and gross violation of human rights. During the war even more horrendous human right violations were committed. After the war, a Truth and Reconciliation Commission was set up and made several key recommendations. Some of the recommendations, such as the creation of a Human Rights Commission, and the enactment of a Child Rights Act, are being implemented. However, some of the root causes of civil conflict, including human rights abuses committed during the war, and reparations for victims, particularly women, war-affected children and amputees, have yet to be addressed. The enactment of the Gender Acts will facilitate observance of women's rights. Issues of access justice by the poor, especially women and the socially excluded, are being addressed by the Justice Sector Development Programme.

The least progress has been made in addressing social exclusion. Key issues relating to social exclusion include ethnicity, the disabled from the war, reintegration of child soldiers back into their societies, unemployed youth, and the rural-urban split. Efforts were made by the National Commission for War Affected Children to fast track the rehabilitation and reintegration of children affected by the war. Youth unemployment was addressed by the Youth Empowerment Programme with funding from the UNPBF. However youth still feel marginalised. Little has been done for the disabled and war wounded, and they feel that their voice is not being heard.

Key issues relating to gender are gender based violence, access to justice, discriminatory laws, high maternal mortality, high illiteracy rates, especially among women and girls, poor representation of women, oppressive traditional practices such as female genital mutilation, and the fact that women form the bulk of agricultural labour but cannot own land. There is also the issue of lack of representation in leadership and politics. Progress is being made in school enrolment for girls, and there is a vibrant women's movement addressing the above issues. Efforts were made to increase women representation in the last elections, and though largely unsuccessful, there is renewed effort to prepare women better for the local government elections in 2008. A coalition of women's groups, the UN and donors succeeded in getting three Acts, which provide a legal base for addressing key gender issues, passed by the last Parliament. Efforts are now being directed at enforcing the laws.

Case study examples

The lack of progress with the aid effectiveness agenda beyond the area of budget support (and the small number of donors operating that reduces incentives for harmonisation) limits the range of possible case studies of the interaction between this agenda and rights, social exclusion or gender equality. Three specific examples of initiatives are discussed:

- Donor support for 2007 elections. This example shows the value of basket funding arrangements in assisting in the process of holding peaceful elections, a process of particular significance for the process of conflict resolution and social inclusion. The example also suggests that the impact of donor support could have been enhanced by using the basket funding arrangement for civil society organisations.
- Decentralisation. Support to decentralisation provides an important potential means for deepening accountability as well as improving service delivery, around a performance review system. The process illustrates the difficulties involved in capacity development and the role and potential of local CSOs.
- Justice Sector Development Programme. This is the first attempt to develop a sector programme in Sierra Leone, within a sector of central importance for human rights.

Findings

Specific findings on the interrelationship between aid effectiveness and social issues include the following:

- Social issues have not received prominence among the triggers for Multi Donor Budget Support instrument in the Performance Assessment Framework.
- In practice, much of the progress that has been made in the social arena has been supported either separately by donors in-country or by funding from outside, rather than through the MDDBS mechanism.
- Donor harmonisation was an important element in ensuring that external resources were used effectively and efficiently in supporting the elections in 2007.
- Donor action in support of the election process could have been even more positive if it had provided for support to civil society, and youth in particular, through the funding basket.
- The Justice Sector Development Programme has contributed to improvement in access to justice and institutional strengthening in areas of key importance for human rights.
- Some of the harmonised activities undertaken in the last few years have the potential to improve mutual accountability, and indirectly to foster improved social inclusion.
- Civil society organisations have played an important role in promoting and catalysing action on social issues but donors have not provided support in a harmonised or strategic framework. Donors and international organisations have provided effective support in some cases, but given the limited capacity of government, there is a case for a more systematic approach by donors to engagement with civil society:
- The campaign in support of the gender bills only achieved momentum when a coalition of actors, including CSOs, UN and government agencies, was formed and worked towards a common goal. Harmonisation should not be an issue for donors alone. Other actors should take the principle to heart.

Conclusions

Country ownership and mutual accountability

The case of Sierra Leone illustrates some of the difficulties of taking forward the aid effectiveness agenda in a post-conflict situation where government and other forms of capacity and social capital have been largely destroyed. Effective ownership can be a matter of capacity as well as political will. There has been weak ownership by government of the PRSP and initiatives and prioritisation appear in practice to be heavily dependent on donors. This general point has affected the attention paid to social issues which likewise has been largely dependent on donor decisions. The focus on the use of multilateral budget support as a principal instrument for engagement in this post-conflict context has the potential to strengthen systems and ownership but also carries significant risks of funding disruption because of concerns about fiduciary risk.

Civil society has been given some space, for example in the design phase of the JSDP, to advocate for their concerns, in particular with respect to rights and inclusion. There still needs to be greater capacity for CSO engagement with government (the objective of ENCISS) but also for government to be prepared to engage with civil society outside the context of election campaigns. The view is frequently expressed that CSOs, and also women in general, are neither capable nor interested in filling the places set aside for them in pillar working groups, or at ward level committees. It is being left to CSOs themselves to address these perceived deficiencies, with some donor assistance through ENCISS. Donors are funding considerable capacity building activities with government. There could be more recognition of the need to do the same with civil society.

Civil society has played an important advocacy and sensitisation role in addressing these issues, but support to these organisations has been rather ad hoc. If basket funding for local NGOs were to be developed, this could have the positive effect of requiring a greater level of organisation from CSOs, while developing a more coherent approach to addressing rights, social exclusion or gender equality. DFID has established and funded ENCISS to address issues of capacity building and support to CSOs, in particular in their engagement with the state, but important challenges remain in finding ways of providing effective support to national civil society.

Harmonisation and alignment

Donor support on social issues has been limited in scope, in part because, although there are only a few donors operating in-country, most of them have quite small offices and a limited capacity to manage a range of complex activities. Budget support has been one response to this, but the effect this has on social issues depends on the priority government places on them, as well as the capacity of government to deliver programmes through its systems. For example, the new government has taken over six months to articulate how it intends to operationalise its commitments to youth, as expressed in the election campaign. The example of Sierra Leone suggests that while there is some progress in harmonisation between those donors who are actively involved in Sierra Leone, at a wider level the donor community may not be coordinating effectively to ensure resources and engagement are available for a country where issues about human rights and addressing pressing social concerns are central to the sustainability of peace building initiatives. The lack of capacity in government and civil society may mean that on a transitional basis at least, donor programmes to address these problems need to be particularly intensive in staffing and management. This may cause tensions with the general pressure on donors to reduce the proportion of their budget spent on “administration” and to economise on in-country staffing.

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Abbreviations

CBO	Community Based Organisation
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CG	Consultative Group
CLoGPAS	Comprehensive Local Government Performance Assessment
CRC	Convention on the Rights of the Child
CRISE	Centre for Research on Inequality, Human Security and Ethnicity
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DACO	Development Aid Coordination Office
DecSec	Decentralisation Secretariat
DEPAC	Development Partnership Committee
DFID	Department for International Development
ENCISS	Enhancing Interaction and Interface between Civil Society and the State
EURODAD	European Network on Debt and Development
FGM	Female Genital Mutilation
GEMS	Grassroots Empowerment for Self-Reliance
GoSL	Government of Sierra Leone
HIPC	Highly Indebted Poor Country
HRC	Human Rights Commission
IDP	Internally Displaced Person
IRC	International Rescue Committee
IRCBP	Institutional Reform and Capacity Building Project
JCS	Joint Country Strategy
LAWCLA	Lawyers Centre for Legal Assistance
LAWYER	Legal Access for Women Yearning for Equal Rights
LRC	Law Reform Commission

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MDBS	Multi-donor Budget Support
MODEP	Ministry of Development and Economic Planning
MSWGCA	Ministry of Social Welfare, Gender and Children's Affairs
MTEF	Medium Term Expenditure Framework
NACSA	National Commission for Social Action
NDI	National Democratic Institute
NEC	National Election Commission
OSIWA	Open Society Initiative for West Africa
PAF	Performance Assessment Framework
PIU	Project Implementation Unit
PIVOT	Promoting Information and Voice for Transparency
PPP	Purchasing Power Parity
PRSP	Poverty Reduction Strategy Paper
RRR	Reconstruction, Resettlement and Rehabilitation
RUF	Revolutionary United Front
SLANGO	Sierra Leone Association for NGOs
SLPP	Sierra Leone Peoples Party
TRC	Truth and Reconciliation Commission
UNAMSIL	United Nations Mission in Sierra Leone
UNIOSL	United Nations Integrated Office in Sierra Leone
UNPBF	United Nations Peace Building Fund

1 Introduction

This country case study assesses how gender, rights and exclusion are being addressed in Sierra Leone in the “new aid environment” of the Paris Declaration and specifically through the aid instruments, partnerships, and dialogue and accountability processes that provide the mechanisms through which the Paris Declaration and its Principles are being operationalised.

Sierra Leone provides an example of a post-conflict transition where human rights abuses and social exclusion were central causes of conflict, and where addressing these issues is crucial to minimising the risk of the country lapsing back into conflict. At the same time, a consequence of conflict has been the destruction of capacity in government and across society. There is an active civil society but it is highly dependent on donor support and its capacity to engage in policy processes is limited. The lack of capacity increases the urgency of the aid effectiveness agenda in a context of a high level of aid dependence (e.g. the need for harmonisation to reduce demands on limited government management capacity) but also poses substantial obstacles to effective ownership and accountability.

The case study report is structured as follows. Section 2 summarises the main features of aid in Sierra Leone and provides an overview of progress in application of the PD Principles. Section 3 provides an overview of the opportunities and challenges for gender equality, social exclusion and human rights in Sierra Leone and the main policy initiatives to address these challenges. Section 4 focuses on specific examples of how gender, rights and exclusion are being addressed as part of the aid effectiveness agenda. The examples selected were:

- The use of basket-funding arrangements for donor support to the 2007 elections;
- Support to the decentralisation process;
- The Justice Sector Development Programme.

Section 5 presents the findings of the case study for Sierra Leone. The findings suggest that there is scope for more harmonised and systematic approaches to support to civil society, while progress in taking forward the aid effectiveness agenda has been quite limited.

Section 6 provides conclusions and wider reflections from the experience reviewed in terms of the relationship between the Paris Declaration Principles and progress in addressing gender equality, rights and exclusion.

Additional material is included in Annexes. The terms of reference for the study are in Annex A, and Annex B contains the Performance Assessment Framework for budget support.

2 Context: Aid Effectiveness

2.1 Aid in Sierra Leone¹

As it emerges from prolonged conflict, Sierra Leone is highly aid dependent. In 2005, ODA to Sierra Leone was equivalent to around 30% of Gross National Income (GNI). The main donors are the EU, DFID, the World Bank and IMF, African Development Bank, Irish Aid and USAID. Indications are that ODA flows increased further in 2006. Most aid was provided in the form of project support but budget support is also important, funding 22% of total government expenditure in 2005 (Lawson, 2007, p.6). Support through NGOs is also a significant amount of aid – 15% in total, with all of USAID's aid coming in this form. The United Nations continues to play an important role in engagement with government, a legacy of its peace-keeping role in the immediate post-conflict situation.

The UK, USA and recently Ireland provide almost 70% of bilateral ODA, with the DFID by some way the most significant bilateral donor. This reliance on a small number of donors can create risks of aid volatility. The UK signed a ten-year MoU with Sierra Leone in 2002 in part to assure more consistent aid flows. Sierra Leone reached HIPC completion point in December 2006. It has also qualified for further debt relief under the Multilateral Debt Initiative from WB, African Development Fund and the IMF.

Sierra Leone developed its PRSP in 2004, in order to qualify for HIPC debt relief. The PRSP is structured around three pillars: good governance, peace and security; pro-poor sustainable growth for food security and job creation; and human development. Pillar working groups were set up around these, to monitor implementation. These working groups include donors, and have a place for CSOs. However, for the most part, CSOs do not attend the meetings, a reflection of a lack of both resources and capacity. The current PRSP ended in 2007, and moves to develop a new PRSP began only during 2008.

Donors engage with government through annual Consultative Group Meetings, the last of which, in 2006, was held in Freetown (previous CG Meetings were held in London). The Development Partnership Committee (DEPAC) is a forum for dialogue between donors and government, and this now meets twice a year, though while the PRSP was being developed it met on a monthly basis. These meetings have not been held since the change in government following elections in 2007.

Budget support has become an important aid instrument in the post-conflict period, but until 2006 support was on a bilateral basis. For DFID it was linked to the 10-year MOU signed in 2002, for the World Bank and the African Development Bank it was linked to the Poverty Reduction Support Credit (PRSC), and the EU provided support under a Macroeconomic Budget Support arrangement.² In 2006 a joint review of budget support was held, and this was followed by a joint Memorandum of Understanding and a shared Performance Assessment Framework (PAF). Since 2006, there has been a multi-donor budget support (MDBS) framework in place, signed by the four donors providing budget support.

Although a joint PAF should streamline the assessment process, in practice the PAF is largely an aggregation of the indicators used individually by the four donors. The PAF for 2007 (see Annex B)

¹ Information here is based on OECD-DAC statistics and a study by the UN Peace Building Support Office, <http://www.oecd.org/dataoecd/18/26/39718221.pdf>

² Lawson, A., 2007, 'DFID support to Budget Support to Sierra Leone 2004-7', London: ODI

contained 37 indicators,³ covering all three pillars of the PRSP. It is notable that the PAF contains separate indicators from the EU and DFID for health and education, and only one indicator (for girl's education) relates directly to rights, social exclusion or gender equality. Interpretation of the PAF is dominated by perceptions of high fiduciary risk.

A poor report from the IMF in early 2007 raised concerns about macroeconomic management, and in particular poor revenue mobilisation. The IMF recommended that the Ministry of Finance move to cash budgeting, a situation which was made worse by the MDBS development partners delaying disbursement in response to a combination of the poor IMF report and, for the EU and DFID, concerns about the audit process. In the end, DFID disbursed its full core tranche and £3m of a potential £5m variable tranche based on performance against the PAF, but in November rather than May. The EU disbursed its basic tranche but not the variable tranche, in August rather than January, and the World Bank did not disburse at all, though it hopes to disburse the delayed amount in 2008. Given that MDBS amounts to around 25% of government expenditure, this caused considerable problems for government, almost certainly meant that some targets in the PAF were not met because of lack of resources, and led to rumours amongst civil society that the donors were deliberately undermining the then government. MDBS certainly appears to have reinforced donor power over the Sierra Leone government.

2.2 Attitudes towards aid and progress with the Paris Declaration agenda

ODA and government engagement with donors is managed by the Development Assistance Coordination Office (DACO) in the Office of the Vice President. The DACO is responsible for collating information on aid flows to Sierra Leone, from development partners to government and also through NGOs. This has proved a challenging task given government's very limited capacity. DACO is also responsible for developing an aid policy. This is at an early stage, but consultative workshops are currently being planned. DACO is also responsible for the monitoring of the PRSP, at both national and district level. Each district should have a PRSP M&E focal point. However district capacity is very limited and indications are that the system is not yet working effectively.

Ownership

There was an extensive consultation process as part of the development of the PRSP, and CSOs, coordinated by ActionAid played an active role. However, the PRSP is rather broad brush, and not strongly prioritised, which leaves donors able to support those elements which best suit their own priorities. There has been little effort to identify funding gaps in the PRSP, and government has not taken a proactive approach to directing donor engagement. The team were told by one donor that it would be better if government had the confidence to stand up to donors on occasion. CSOs have not been heavily involved in the implementation of the PRSP, though they have space reserved for them at Pillar Group meetings. There have also been efforts to involve civil society in the monitoring of district development expenditure in support of the PRSP, but the awareness of progress in implementation is limited. As discussed above, the conditionality associated in practice, if not in principle with budget support, has limited government ability to implement the PRSP. Overall both government and broad national ownership of the development agenda is limited.

³ "Old habits die hard: Aid and accountability, Eurodad with the Campaign for Good Governance, January 2008

Mutual accountability

In relation to mutual accountability between donors and government, government has great difficulty in putting together a full picture of ODA to Sierra Leone, in particular funds channelled through NGOs. Some funds go directly to ministries and are not well reported at national level, and reporting varies as to committed funds and disbursed funds. In the most recent Development Assistance Report from DACO, only DFID and Irish Aid, amongst the bilateral donors, report on aid disbursement relative to commitment. CSOs have even more difficulty accessing information about ODA to Sierra Leone, and the team found considerable scepticism amongst CSOs about the amounts of ODA reported to have been received. Action Aid's work on Real Aid has been well absorbed by national NGOs and reinforces this negative impression. Given the dependence of development expenditures on ODA (and even recurrent expenditures on MDBS), many of the leading CSOs feel it is difficult to hold government to account without a better understanding of how the budget is affected by donor decisions. There is some engagement from CSOs in the budget process (see section 3.2). Accountability is seen as being focused upwards rather than downwards.⁴ In terms of wider accountability and democratic governance, much attention has been attached to strengthening the electoral process (see section 4.1).

Alignment

In principle, all donors are aligning with the PRSP. The Joint Country Strategy of DFID and the EU is focused on the PRSP and DFID's related results framework is consistent with the PRSP, but the overall implementation processes of the PRSP are sufficiently broad to allow for DFID priorities to dominate, in the absence of a strong leadership from the government of Sierra Leone.

In other areas of alignment, the record is less positive. Much of ODA is channelled through Project Implementation Units (PIUs). The major WB Institutional Reform and Capacity Building Project incorporates support to the decentralisation process, which is managed by the Decentralisation Secretariat (Decsec), a PIU which is located within the structure of the Ministry of Internal Affairs, Local Government and Rural Development but ultimately responds to the World Bank. Similarly DFID's Justice Sector Reform Programme, although planned to migrate to the Ministry of Justice, is managed by a team from the British Council. Project support made up 44% of ODA to Sierra Leone in 2006, and the major part of these funds is managed by PIUs. Procurement is almost entirely through donor channels, rather than government mechanisms. Information on ODA disbursement and planned ODA is slow in coming through, and disbursement schedules, including disbursement of MDBS, are not in phase with budgetary processes. This makes planned utilisation of ODA more difficult, a factor which is reinforced by considerable donor slippage on disbursement.

Harmonisation

Given the small number of donors in Sierra Leone, harmonisation should be easier to achieve than in many other countries. There is considerable informal consultation between those donors who are present in-country and there are examples of harmonisation around specific areas. For example, development partner support to the 2007 elections (see below for more detail) took the form of basket funding, with a steering group, and even those donors who could not formally participate informally ensured that their own activities in this area were complementary. Similarly, DFID and the EC support decentralisation activities through a Trust Fund which is managed by the WB through its IRCPB programme and specifically the DecSEc. DACO is another example, supported through joint EC, DFID and UNDP with funding managed by UNDP.

⁴ Eurodad, op.cit.

Donors are moving towards fewer and bigger programmes, and there are more plans for harmonised approaches. A forthcoming energy programme is setting up a Trust Fund to be managed by the African Development Bank. This will have quite a complex structure to enable all interested donors to participate. Donors within sector working groups (a subset of the pillar working groups, particularly in health and education) are moving towards presenting government with a joint working programme.

At a broader level, there are only two formal harmonisation initiatives: the MDDBS and the DFID/EC Joint Country Strategy (JCS). In 2007, the EU and DFID, along with the Government of Sierra Leone agreed a joint country strategy to cover the period 2008-2013. One of the priorities of the JCS is to focus more resources on growth, infrastructure and basic services, while building on the gains in governance and security. Other donors have expressed interest in this process, but have not been able to synchronise their own country processes with the timing of the JCS. Despite the joint agreement on strategy, both are still currently using different results frameworks. The text of the JCS says little about how the strategy will be monitored, though it is expected that this will be undertaken on a joint basis. Other donors, in particular WB have expressed interest in joining the JCS. However the EC and DFID were the only development partners who had the willingness and appropriate timing of their strategic planning processes to go ahead. For donors, their own processes still appear to take precedence over harmonisation principles. The JCS makes reference to three “major groups” that are “systematically disadvantaged because of discrimination”: women and girls, youths of both sexes, and the disabled. The JCS commits to ensuring that cross-cutting issues are addressed, either by direct support or through mainstreaming into other programmes.

As mentioned above, the MDDBS in practice has a long way to go before it becomes good practice in harmonisation. There is slow progress towards reducing the number of indicators in the PAF, and the four member development partners still make their disbursement decisions on a bilateral basis with government, though with mutual consultation.

Managing for results

The results framework for the PRSP is reported on at a number of different levels; by the pillar working groups; by individual line ministries; and at district level. Reporting focuses on indicators of output rather than of impact. The results framework has 36 indicators under Pillar 1, 35 under Pillar 2 and 28 under pillar 3. At the most recent meeting of DEPAAC posted, in the first quarter of 2007, between a third and half of the indicators had been achieved for 2006. However, there is a feeling both in the Ministry of Finance and with donors that capacity for implementation and monitoring within many of the sector ministries is weak. Given the weight placed on the PRSP indicators within the MDDBS and individual donor country programmes, improvement in sector ministry monitoring should be seen as a priority.

At local level, DecSec has instigated a Comprehensive Local Government Performance Assessment (CLOGPAS) which is used to allocate the Performance Incentive Grant to Local Councils. This identifies certain minimum conditions for functional capacity of local councils, and also performance measures to capture progress made in implementation and management of projects. Seven out of nineteen councils failed to receive any top up grant because of poor performance, and six got the maximum grant. These indicators focus on process rather than outcome indicators, but they appear to be working well as a stimulus to improve performance at the local level.

3 Context: Human Rights, Social Exclusion and Gender Equality

Sierra Leone has had a history of severe political instability and economic decline culminating in a brutal armed conflict that lasted for just over ten years (March 1991-January 2002). The social and economic impact of the 10-year civil conflict was devastating. An estimated 20,000 people were killed and thousands more injured or maimed. Over two million people were displaced (500,000 fled to neighbouring countries). There was a mass exodus of skilled professionals, to Freetown and out of the country, leaving most of the country drained of any skilled manpower. Most of the country's social, economic and physical infrastructure was destroyed. Local community social and productive infrastructure such as markets, stores, rice mills, and community service buildings were completely vandalised. At the height of the civil conflict, there was almost a complete breakdown of civil and political authority in the country, giving rise to tremendous human rights abuses.

The final phase of disarmament and demobilisation of all combatants got underway from May 2001 to January 2002, following the Lomé peace accord, supported by a multi-donor funded Disarmament, Demobilisation and Reintegration (DDR) programme. A total of 72,490 combatants were disarmed and 71,043 demobilised, including 6,845 child soldiers. The rebel war was declared over on 18th January 2002. By the end of February 2004, over 56,000 ex-combatants had received support for their reintegration into active community life. The Reconstruction, Resettlement and Rehabilitation (RRR) programme supported the resettlement of refugees and internally displaced persons (IDPs) in their communities. A Truth and Reconciliation Commission (TRC) was set up as a mechanism to help heal the war-related "wounds". The Commission successfully concluded its work in June 2004 after two years. A UN-sponsored Special Court was established in 2003 for prosecuting those that "bore the greatest responsibility for the war damages". The court has commenced the trials process, scheduled to end in 2008.⁵

These events paved the way for peaceful National Elections (both legislative and presidential) in May 2002, in which the Revolutionary United Front (RUF) participated as a political party, and the gradual restoration of civil authority all over the country. In 2004, the United Nations Security Council commenced a gradual, phased withdrawal of the United Nations Peacekeeping Mission in Sierra Leone (UNAMSIL), taking into account a number of security-related factors, including the continued restructuring and development of the national military and police forces to prevent any renewed instability.⁶ UNAMSIL ended its oversight of Sierra Leone in December 2005, handing back sovereignty to the Government of Sierra Leone on 31 December. In August and September 2007 Sierra Leone held the first elections organised by the sovereign nation since the end of the year. The elections were generally held to be free and fair, resulting not only in a change of government but the consolidation of peace and stability. The next step in national rebuilding is the local government election scheduled for mid 2008.

⁵ In 2002, as part of the peace-building process, the Truth and Reconciliation Commission (TRC) was set up to take evidence on the causes, nature and extent of violations and abuse carried out during the war, to report findings and make recommendations about how to prevent a recurrence. The most important of these recommendations, labelled "imperative", are required by law to be implemented as soon as possible by the government. Although these recommendations are only noted in passing in the PRSP, and in donor strategies, the team were struck by how often these recommendations were used to support activities by civil society, with whom they clearly carry great weight.

⁶ Government of Sierra Leone, POVERTY REDUCTION STRATEGY PAPER (SL-PRSP) A National Programme for Food Security, Job Creation and Good Governance (2005 – 2007)

The proportion of people living in extreme poverty reached an estimated 89 percent by 2002. The 2004 Integrated Household Survey indicated that 70% are poor (\$1/day) and 26% extreme poor (33% rural and 15% urban) on calorific intake measure, and with a Gini index of 66, Sierra Leone had one of the most skewed income distributions in the world. Since 1996, Sierra Leone has been ranked among the least in the UNDP Human Development Index, and is ranked bottom in the 2006 Index. Life expectancy was 48 years according to the 2004 census. The poverty situation is worsened by the rising incidence of HIV/AIDS, typhoid, malaria and communicable diseases including tuberculosis. Sierra Leone ranked 177 out of 177 in the latest (2007) Human Development Report. GDP per capita was estimated at PPP\$ 806, a rank of 169, and its rankings for education enrolment and adult literacy were higher. However life expectancy was amongst the very lowest in the world, bringing the overall ranking down.

The Government of Sierra Leone's 2005 report on Progress towards the MDGs is surprisingly positive about the probability of the country reaching the MDG targets by 2015. Each individual target is deemed either probably or potentially reachable. The income, health and education environments are assessed as strong, and all the others as fair, with the exception of gender equality, which the report judges to be weak, but improving.

3.1 The role of civil society

As outlined below and in the case studies, civil society in Sierra Leone has played an active role in relation to advocacy on social issues, including action on the findings of the TRC. There are a number of CSOs active in the HR area. These are often organized in loose coalitions, but are not always strategically placed to access funding. However, civil society capacity remains heavily constrained, and highly dependent on donor funding and interactions with international NGOs. Ninety five percent national NGOs funds come from donors.

Civil society has also been provided with opportunities to participate in budgetary processes. There are major public meetings, both on policy hearings where selected lead sectoral ministries make presentations, and bilateral budget discussions with district committees, civil society and MPs, before the formal budget hearings. However, civil society has not been able to make the most of these opportunities. Papers are slow to be circulated, and there is limited capacity to critique effectively in budget matters. This is improving. In 2007 the head of the Budget Office was called to present to the National Accountability Group, a coalition set up to fight corruption, the week before the budget presentation. There is also a Budget Advocacy Network supported by Christian Aid, which is beginning to look at ways of monitoring budget expenditure.

DFID has launched ENCIS⁷ (Enhancing Interaction and Interface Between Civil Society and the State to Improve Poor People's Lives) as a programme to increase the capacity of representative civil society to participate in, influence, contribute to and monitor the PRS and local government policy planning and implementation; and to strengthen the capacity of the GoSL to engage in constructive dialogue with civil society. However, many local CSOs feel that donors are only prepared to work with or through international NGOs (ENCIS is implemented by CARE⁸, USAID works largely through international organisations) and that, as a result, the cost of the services funded is inflated.

⁷ ENCIS is a DFID programme. It is planned that the EC will provide joint funding in Phase 2.

⁸ ENCIS is meant to interface between CS and government, but many CSOs do not appear to understand this fully, and focus on its secondary function, of funding certain CSOs to carry out work important to this interface.

3.2 Human rights

Corruption and gross violations of human rights were major contributions to the conflict that led to the civil war in Sierra Leone. During the war even more horrendous human right violations were committed. After the war, a Truth and Reconciliation Commission was set up and made several key recommendations. Some of the recommendations, such as the creation of a Human Rights Commission, and the enactment of a Child Rights Act, are being implemented. However, some of the root causes of civil conflict, including human rights abuses committed during the war, and reparations for victims, particularly women, war-affected children and amputees, have yet to be addressed.

There has though been some advance in addressing Human Rights. The Human Rights Commission (HRC) Act was passed in 2004, and after a long recruitment and confirmation process, the Commissioners were eventually sworn in December 2006. There was also a flurry of legislative activity in 2007, before the elections, which saw the passing of three gender acts (see elsewhere in this report) and a Child Rights Act. The Ministry of Gender and Social Welfare submitted its first report to CEDAW at the end of 2006, after a two-year research process to prepare this. This was accompanied by a shadow report, submitted by the Sierra Leone Association for NGOs (SLANGO) on behalf of civil society.

The HRC has had problems in accessing financial resources to enable a full programme of activities. Nonetheless, it has started to implement its mandate, which consists of investigating complaints of HR abuse, preparing an annual report on HR for government, and monitoring GoSL commitments under the various HR conventions. There are proposals from Irish Aid to support the HRC in its work on gender, through UNDP. It is proposed to set up a funding basket. The HRC is close to finalizing a report on the status of the TRC recommendations – what has been done and by whom. The HRC is the custodian of the TRC materials.

Timely access to the justice system is another important HR issue in Sierra Leone. The new government has established a task force to look at cause of delay in the justice system, which has representation from the HRC. CSOs such as Prison Watch have also been active in protecting the rights of prisoners. These issues are also being addressed by the Justice Sector Development Programme (JSDP) which is discussed in section 4.3.

There are many areas of HR which could be more effectively addressed in Sierra Leone, if and when resources allow. Two which were brought up in discussions with stakeholders were the issue of Female Genital Mutilation (FGM) and reparations and counselling for victims of the civil war. Both of these are sensitive, for different reasons. FGM in particular is seen as a clash between modern and traditional values, with concerns expressed as to the impact that banning FGM would have on livelihoods in the rural areas. A number of women's organisations are working to reduce the practice in a manner that is acceptable to communities who practise it.

3.3 Social exclusion

The main causes of social exclusion include negative traditional practices, corruption and poor governance, and the rural –urban imbalance, or as the TRC findings put it, “bad governance, endemic corruption and poverty, disenchanting youth, a dictatorship that closed legitimate avenues of political expression, the dubious policies of the former colonial administration, uneven

development in the country, capital punishment, a sclerotic elite, autocratic chiefs, a demented gerontocracy, and patrimonial politics"⁹

Some traditional practices are a continuing source of social exclusion. These include a traditional justice (chief and local courts) system that is arbitrary and serves as a form of unfair tax and extortion by the Chiefs and other traditional rulers at the expense of the rural poor, especially women and the youth¹⁰. In addition traditional practices such as initiation rites for boys and female circumcision for women add to the social exclusion. Not only is it traumatic to the women, but those women who do not undergo the practice are shunned by their peers. In addition the initiation rites require that the parents of poor initiates use up most their assets in paying the traditional leaders, thereby deepening their poverty.

The political system also acts to deepen social exclusion. Those with access to power have tended use it corruptly to enrich themselves and exploit the rest of the population. Once again, it is women and the youth who bear the brunt of this political exclusivity and corruption. Despite a vocal women's movement, only sixteen women were elected to parliament in the last general election, and there is further push to increase women representation at the local government level.

The rural–urban divide in Sierra Leone means that even though most of the population lives in rural areas, most of the development infrastructure is confined to urban areas. In 1989, 76% of the rural population was below the poverty line, compared with 53% of the urban population. The national poverty rate was estimated at 68%. In 1996-1997, only 21% of the rural population had access to safe drinking water, compared to 58% of the urban population. Access to sanitation fell along the same lines with coverage of only 8% of the population in the rural areas. The urban coverage was double that at 17%, still very low¹¹. This imbalance is exacerbated by the fact that the ruling elite tend to live in urban areas. However the poor in urban and peri-urban areas may well fare much worse than the rural poor.

Other groups affected by social exclusion are the disabled and war wounded. A War Victims Fund was set up to cater for the wounded, but most war victims are still destitute. Representatives of the disabled feel that their voice is being ignored. Women disabled suffer even more than their male counterparts.

It can be argued that the youth (over 70% of the population is under 35¹²) in Sierra Leone are among the groups who experienced the highest degree of marginalisation and that this marginalisation has been a major factor in promoting conflict.¹³ Across the board, data gathered from all sides of the conflict – villagers, RUF and Civil Defence Force (CDF- a militia formed in 1996 from earlier village-based anti-RUF vigilante groups) fighters – has corroborated the significance of a combination of poverty and injustice as strongly affecting youth and motivating them to fight. This was made worse by a breakdown in patrimonial values that had previously

⁹ Frances Stewart et al (2005/6) *Social Exclusion and Conflict: Analysis and Policy Implications*, Centre for Research on Inequality, Human Security and Ethnicity (CRISE)

¹⁰ Catholic Church's Access to Justice Project Lawyers Center for Legal Assistance (LAWCLA) Tinap for Justice: No one to turn to: Women's lack of access to justice in Sierra Leone, Briefing paper.

¹¹ Frances Stewart et al (2005/6)

¹² World Bank and ENCISS (2007) *Youth and Employment in Sierra Leone*

¹³ TRC Report 2006

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ensured access to education and jobs, and a biased justice system where older rural chiefs manipulated the justice system against male youths.¹⁴

As a result, after the Lomé peace accord, a lot of attention was given to addressing youth issues by the UN and the government. The UN Peace Building Fund (UNPBF) initiated a number of initiatives to promote youth employment and the government set up a Ministry of Youth and Sport, and developed a youth policy.

Some successes have been registered in addressing youth issues in Sierra Leone since 1999:

- Through the UNPBF youth employment programmes were established, giving employment to over 9000 youths. The UNPBF is still continuing, and currently USD\$8 million out of USD\$35 million allocated to Sierra Leone is set aside for youth programmes.
- A Youth Policy was adopted, providing for the creation of formally recognised youth structures across the country. The policy provided for the formation of a National Youth Council, and a District Youth Committee in each district to spearhead youth development programmes.
- Through ENCISS, DFID are funding programmes that support greater youth social and economic participation, including capacity building for the Ministry of Youth and Sport.
- Youth across the country have formed youth organisations promoting a wide range of activities from income generation, recreation, community involvement, security, to sport.
- Through their organised groups, the youths have played a crucial role in promoting peaceful elections as discussed in section 4.1.

Despite these sizeable achievements registered in addressing youth issues, a number of significant challenges still exist as emerged from discussions with youth groups:

- Youth groups interviewed are of the view that the Youth Policy has not been effectively implemented and it is in need of review. To date the National Youth Council has not been established, and only three of the possible sixteen District Youth Committees have been formed. Weak implementation of the policy means there lacks a formal coordination mechanism for youth activity.
- There are a number of agencies involved in funding youth programmes¹⁵ but there are concerns about the focus of some of this funding and the means by which it can be accessed. The focus has tended to be on short term job creation, and on a small scale. What seems to be lacking is a vision for a longer term, more sustainable programme. The result is that youth groups feel that there has been minimal funding of youth programmes from government, and they do not see the funding that goes into capacity strengthening for government (Ministry of Education, Youth and Sport) as beneficial to them. DFID is supporting the Ministry to develop a strategy that is more sustainable and linked to the private sector.
- There is also disquiet about utilisation of funds donated for youth programme; stories (founded or not) abound about abuse of these funds. Youth organisations find it difficult to receive direct funding from donors based in Sierra Leone. Where donors provide indirect funding through sub-contracting by larger organisations, youth groups faced obstacles from what they see as

¹⁴ Frances Stewart et al (2005/6)

¹⁵ Most of the direct funding to youth groups identified (except for the UNDP and UNIOSL, ENCISS and small grants from JSDP, USAID through NDI for election activities) comes from organisations outside Sierra Leone. Those mentioned include the Westminster Foundation, Open Society Initiative for West Africa, and the Princess Diana Fund. The UNDP supported Youth Employment Secretariat based in the Ministry of Education, Youth and Sport coordinated PBF and other donor funds, from inside and outside Sierra Leone. There is also a UNDP basket and other UN and bilateral funding for specific programmes.

gate-keepers within these organisations, even though the reality may be that they do not meet funding criteria.

3.4 Gender equality

The post-war position of women in Sierra Leone presents a number of challenges. Women suffered gender-based violence during the war, and were faced with discriminatory laws, high maternal mortality, high illiteracy rates, poor representation of women in political processes and oppressive traditional practices such as female genital mutilation. Women form the bulk of agricultural labour but cannot own land. Progress is being made in school enrolment for girls, and there is a vibrant women's movement addressing the above issues. However, action tends to focus around specific issues, such as the election, rather than be a continuous force for advocacy around women's issues. This is not atypical of the grouping and regrouping which take place with CSOs in Sierra Leone.

One of the actions which women's groups collaborated on very effectively in 2007 was support for the passing of three gender laws. These comprised –1) Domestic Violence Act; 2) Registration of Customary Marriages and Divorce Act; 3) Devolution of Estates Act, and addressed a number of existing discriminatory practices. CSOs and other agencies are now putting together plans for, disseminating and sensitising communities about these laws, in preparation for implementation.

Another event which brought women's groups together in 2007 was the national election. ENCISS was active in supporting women candidates in the election, plus, in conjunction with 50/50 and NOW-SL, they launched Women's Election Watch Plus: Nine Days To Go Campaign. During the launch meeting, the Atlantic Declaration was adopted, which calls for action on recommendations from the Beijing Platform for Action to be adopted, for gender relevant recommendations to be adopted and for the Constitutional Review Commission to recommend a 30% minimum quota for female members of Parliament. The local government elections will take place in June 2008, and CSOs and ENCISS, at national and local level, are making plans as to how best to encourage and support women candidates.

Gender issues were addressed in the PRSP, and were supposed to be mainstreamed into PRSP activities. Unfortunately, this does not seem to have happened effectively, and many feel that gender issues have insufficient focus in government activities. There are individual initiatives to address gender issues: DFID has funded a gender advisor in DecSec, though the person has recently left and not yet been replaced; the National Commission for Social Action (NACSA) has a gender policy which requires gender mainstreaming in NACSA activities; and the recent service delivery survey disaggregates its results by sex.

Advocacy for gender laws

The passing of the three gender laws in 2007 was without doubt an important step in gender equity and the legal recognition of human rights. In 2003, Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA), the Law Reform Commission (LRC) and the International Rescue Committee (IRC) working in collaboration with UNIFEM and UNICEF, organised a consultative workshop on the theme, "Building a Women's Law Reform Agenda". This was attended by participants from civil society, government agencies, NGOs and academics. This process was followed up by a series of consultative meetings throughout the country in 2004, conducted by the Human Rights Parliamentary Committee, in conjunction with other women's rights actors. Four areas were identified where there was need for urgent reform of the law: Succession and inheritance law; Registration of Customary Marriages; Domestic Violence; Matrimonial Causes.

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A parallel process of drafting bills on these areas appeared to take place with two different groups. The LRC and MSWGCA were working on one set of drafts, and the UN and Parliamentary Committee on Human Rights on another set of drafts. These were brought together into one set of drafts and submitted to the Attorney General's Office, where they remained, in the absence of leadership and commitment to take the bills forward. As the end of the then government's term drew to a close, there was concern that the gender bills would not become law, and would fall by the wayside if there were a change of government. A Gender Task Force¹⁶ was formed to support the passage of the bills, and on International Women's Day, 2007, it presented a position paper to the President, who then announced his intention to issue a "certificate of urgency" to enable the bills to pass through Parliament before it dissolved prior to the general election. The Domestic Violence Act, Registration of Customary Marriages and Divorce Act and the Devolution of Estates Act came into law on June 14th 2007, a mere three months after the president's statement on International Women's Day.

There was no major donor funding for this process, though funds from the UN Democratic Governance Trust Fund were used to fund some of the consultations and initial drafting. A number of the NGOs would also have had donor funding for their activities, but much of this is likely to have come from small grants from external sources. However, at least one major CSO umbrella body told us that pressure from a combination of elite women in Freetown and diplomatic and donor pressure had been critical in ensuring that the gender bills passed.

Now that the gender bills have been passed, attention has switched to how to sensitise the community, and in particular traditional chiefs, about their content and implications. In rural areas it is likely that many disputes are heard in customary courts, and it is important that these courts work in line with the gender acts (and also the child rights act). It is also important that women understand their rights under the new laws, and feel able to seek redress under them. GBV is a particularly difficult issue in Sierra Leone, as over the last few decades it has become almost customary for a husband to beat his wife in some areas, and initial workshops have shown that women do not necessarily see this as an infringement of their rights.

¹⁶ The Gender Task Force comprised a number of CSOs, including IRC, ActionAid International, SLANGO, Legal Access for Women Yearning for Equal Rights (LAWYER) and Grassroots Empowerment for Self-Reliance (GEMS), along with UNIOSL, the HRC, and was supported by the Speaker and Clerk of Parliament, and led by the Parliamentary Committee on Human Rights.

4 Case Study Examples

The lack of progress with the aid effectiveness agenda beyond the area of budget support (and the small number of donors operating that reduces incentives for harmonisation) limits the range of possible case studies of the interaction between this agenda and human rights, social exclusion and gender equality. Three specific examples of initiatives are discussed:

- Donor support for 2007 elections. This example shows the value of basket funding arrangements in assisting in the process of holding peaceful elections, a process of particular significance for the process of conflict resolution and social inclusion. The example also suggests that the impact of donor support could have been enhanced by using the basket funding arrangement for civil society organisations.
- Decentralisation. Support to decentralisation provides an important potential means for deepening accountability as well as improving service delivery, around a performance review system. The process illustrates the difficulties involved in capacity development and the role and potential of local CSOs.
- Justice Sector Development Programme. This is the first attempt to develop a sector programme in Sierra Leone, within a sector of central importance for human rights.

4.1 Donor Support for 2007 Elections: Two uncoordinated Approaches

Donor support for 2007 elections: two uncoordinated approaches

The elections held in 2007 were the first elections held by the Sierra Leone government (the 2002 elections were run with the presence of the UN Peacekeepers). It was recognised by both development partners and government that it was critical for the continued stability of the country that these elections were run in a way that was recognised as free and fair, that the process was not marred by violence and the result was accepted. From this perspective it was important that sufficient funds were available to support the election process, and that there was appropriate technical assistance and capacity building to ensure that the Sierra Leone authorities, and in particular the National Election Commission, were appropriately prepared.

The election basket fund

Donors came together in 2005 to develop a basket fund to support government, and the National Election Commission (NEC) in particular, for the election. This fund was managed by UNDP and ensured that the elections were properly funded, particularly important as at the actual time of elections, the government had been forced to operate on cash budgeting because of shortage of funds. The basket funded NEC organisational strengthening, and in particular training, the provision of monitors, security, logistics, voter education and the creation of two special election courts to hear electoral disputes. The fund was supported by EU, DFID, Irish Aid and Japan, all of whom signed a Memorandum of Understanding with UNDP for the fund management. There was a steering committee which met and shared information. Some donors provided earmarked funds, for example Japan supported the construction of the NEC building, and others provided more general funding. The steering committee provided a vehicle for harmonisation with donors whose own regulations prohibited them from participating in the basket, in particular USAID and Germany. These donors shared information on their plans, to ensure that there was no overlap.

In many respects the basket fund worked well. UNDP provided technical support which was well regarded by development partners. The elections themselves were run well, and reckoned free and fair by international observers. The SLPP government was defeated and stepped down

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peacefully, a remarkable achievement given Sierra Leone's recent history and the history of elections in Africa. The NEC was praised for conducting the elections in a professional, transparent and impartial manner.¹⁷ However, the voter education function was less successful. There were significant numbers of spoiled ballots.

Some of the donors found working with UN processes cumbersome, and there were complaints that UN coordination with government was poor, leading to inappropriate use of funds. One example was the purchase of motorbikes which were inappropriate for local conditions, in spite of the motorbikes having been clearly specified by the NEC. Also some donors pointed out that they had not got reports in time to release more funds in a timely manner.

In addition to funding through the basket fund, donors also provided funding to the election process through their traditional vertical programmes. For instance DFID provided significant funding through ENCISS and the Promoting Information and Voice for Transparency on Elections Programme (PIVOT).

Civil society's role

Civil society played an important role in the elections; in particular they took a strong stance against violence in the elections. Towards the summer of 2007, CSOs became concerned that violence was a real possibility in the build up to elections, and came together, along with ENCISS, to form the Civil Society Action Group. They developed an awareness campaign, which turned into a nation-wide rally, led, in particular by women's groups, who felt that women, in particular would be marginalised from the election if violence broke out. This campaign culminated in a series of candle-lit marches in Freetown and other major towns.

CSOs did not have access to the election basket, which was focused on the NEC. They carried out a limited amount of voter education, and there was a feeling amongst groups that we met that they could have performed this function more effectively than the NEC. However, CSOs had to find funds from other sources to carry out their election activities. Some of these were funded by ENCISS, others by USAID and locally based donors.

Other funds were accessed from outside of Sierra Leone. Youth organisations got funding from Westminster Foundation, the Princess of Wales Fund (for youth monitors), Open Society Initiative for W Africa (OSIWA), and NDI. There were also small grants from the British High Commission and the EU. However most donors in Sierra Leone feel they have not the human resources to engage with local CSOs but on an ad hoc basis.

There were two more structured programmes which worked with NGOs to support citizens to be more involved in the election process. DFID provided £3 million through the PIVOT programme in support of a combination of international and national NGOs. NGOs were asked to look at issues of gender and youth in the work they were doing. ENCISS also was active in the run-up to the elections, in particular looking at women's participation. They presented a paper to the Constitutional Review Commission on developing a quota of 30% women representatives in Parliament, which had been a recommendation of the TRC. They also developed a campaign, Women's Election Watch, with nine coalition partners. This trained women observers, on leadership roles and developed the Atlantic Declaration, based on the Women's Manifesto of 2002, to demand equitable representation in the political arena. USAID also played a role funding NDI (which has a strong in-country presence) to undertake work with national CSOs around voter education and promoting peace, e.g. helping set up Democracy Sierra Leone, a coalition of national CSO, as well as Search for Common Ground.

¹⁷ http://www.eueomsierraleone.org/PDF/EU_EOM_Sierra_Leone_Preliminary_statement.pdf

Women's representation

Women's representation has become an important issue in the election. In the 2002 election, the party-list system was adopted, and this was seen as a way to ensure that more women were given a chance to stand as candidates. 18 women MPs were elected, and two parties fielded women as running mates to presidential candidates. In 2007, the first-past-the-post was adopted. Out of more than 560 candidates for election, only 54 were women and the number of women elected fell to 16. Political parties failed to meet commitments to adopt women candidates, and without party backing it is difficult for women to fund an election campaign. In addition to the cultural constraints facing women, few women in Sierra Leone have their own money.

There have been a number of events since the election to encourage continued women's political engagement. Oxfam, in conjunction with 50/50 has held a workshop to analyse the experience of women candidates, with a view to improving the success rate at the forthcoming local elections. In early January, ENCISS in conjunction with the Ministry of Social Welfare, Gender and Children's Affairs held an event honouring women active in political life from across Sierra Leone.

Youth participation

In past elections, youths in Sierra Leone have been used by politicians to foment violence. Aware of this history, youth organisations came together and worked with women's organisations to campaign against violence. Youths also provided monitors on the actual Election Day. Around 9,000 youths were trained for engagement with the NEC and, of 6,000 national election observers over half were youth (under 35). However youth groups interviewed feel that they, like the women, were marginalised when it came to political representation as many who wanted to stand for election were not supported by established political parties.

2008 Local elections

Local elections are to be held in mid-2008. The donors intend to support them through the same mechanisms that were used for the 2007 national elections – a basket fund, and DFID will continue with PIVOT. However the team understands that little new funding has been committed, with the exception of \$5 million from the EU, who are also continuing a capacity building programme¹⁸. We understand that there is relatively little left in the election basket. However, the local elections are likely to require support on the same magnitude as the national elections, as they involve more candidates, and more places on district councils. As stated above, ENCISS, which has district offices as well as their national HQ, intends to support potential women councillors through the primary process in their three pilot districts, and across all parties. At district level the support will focus on helping women in speeches, radio programmes, and to produce banners. In one district we visited, local women's organisations are contemplating supporting independent women candidates to counteract the high level of politicisation that they see happening at local level. Although the national elections passed without violence, the political situation is still fragile, and there are concerns that the local elections may take an extremely partisan turn. There is concern that donors are not taking the local elections as seriously as last year's national elections, and that there may be insufficient funding for monitoring and security to keep potential violence under control.

¹⁸ DFID is considering contributing an additional £5 million to the basket, but this has not yet been finalised.

4.2 Decentralisation

Decentralisation, involving the creation of local government structures, was reintroduced into Sierra Leone in 2004¹⁹ following over 32 years of direct central government rule. As result, most adults in Sierra Leone have no concept of local government other than rule by traditional chiefs. Only the elders have some recollection of local government. The Local Government Act provided for the creation of localities and local councils made up of elected representatives and Paramount Chiefs.

The Local Councils are the key administrative vehicle for decentralisation. They oversee Chiefdom Councils and Ward Committees. They also have budget responsibility and have a number of government functions devolved to them to deliver services within the area of their jurisdiction.

Funding and implementation structure

In view of the absence of experience and the scale of change represented by the Local Councils, it was necessary to create an implementation structure and provide funding for the decentralisation process.

Initial funding was through the World Bank Institutional Reform and Capacity Building Project (IRCBP), which started in 2004. In 2006 DFID and the EC came in with additional joint funding for the programme, with their funding directed at Chiefdom Governance Reform and capacity building, and strengthening the gender component through the employment of a Gender Officer.

The programme is currently run from Washington, with the Decentralisation Secretariat in Freetown as the project implementation unit. This affects decision making and increases transaction cost, so consideration is being given to having a programme officer based in Freetown.

The main programme components are Decentralisation, Public Financial Management (also covering central government) and the development of an IT based Development Learning Centre. The Decentralisation component is the largest, covering decentralisation policy, start-up support for local councils, capacity building, fiscal decentralisation, chiefdom governance, legislative review, information, education and monitoring and evaluation, and support to service providers (support to tertiary institutions to deliver training to local councils).

Progress in implementation

Since 2004 local councils have been created, and elections for councillors were held and councils have been functioning for the last four year. In that period systems have been put in place and capacity building has been carried out. Institutionalisation of local councils is well underway, and preparations are underway for the next council elections in 2008.

Devolution of functions is occurring, but behind the statutory schedule. By 2007 all service delivery functions except procurement of educational materials should have been devolved. So far primary health, primary education, youth and sport, rural water, fire prevention, waste management, and livestock extension have been devolved. The core service areas such as hospitals, secondary education, power, infrastructure, agriculture etc. have yet to be devolved.

¹⁹ The Local Government Act 2004, supplement to the Sierra Leone Gazette Vol. CXXXV, No. 15 dated 4th March 2004

Achievements of the decentralisation process

Already the decentralisation process is beginning to show some achievements. There is a sense among communities that control of development is no longer remote:

- A bottom up budget process has been adopted, with Ward Committees compiling the development priorities of their Wards and then these are compiled into the Council budget. This means that the needs of the communities are more likely to be included in the budget than if these were developed at council level.
- There is increasing public interest in Council affairs as communities are educated about the functions of the Councils and citizen rights and responsibilities. Interest is particularly high on Budget days, when Councils approve plans for the year.
- Openness and accountability have been introduced in the management of Council affairs. Councils are required to place tenders on notice boards, and also display their monthly income and expenditure accounts for the public to see. Budget Monitoring task forces have been created in most districts to monitor the budgeting and expenditure process. Also, members of the public are free to attend council meetings as observers.
- There is a degree of civil society (local NGOs, CBOs, youth groups etc.) participation in the affairs of Councils. The quality of participation will increase as capacity is built and as the Councils mature over the years, especially if Sierra Leone maintains political plurality.
- One of the elements of Council governance is the requirement to raise own finances to fund development. Some councils, especially rural ones, have been able to raise sizeable sums for development projects.
- Despite capacity weaknesses, financial management, a key pillar for sustainable development, is sound. The first audits were carried out in 2006, and 17 out of 19 councils had good audits. A contribution to this fiduciary performance is the openness required in financial management, and the watchdog structures created.

A performance review system, the Comprehensive Local Government Performance Assessment (CLoGPAS) has been introduced by the Ministry and is run by the Decentralisation Secretariat. The system assesses the Councils institutional and management structures, compliance with legislation and service delivery. Those Councils that perform well (score 70% or higher) are rewarded with a Performance Incentive Grant which they can use to fund development projects. The first assessment was carried out in 2007 and 12 out of 17 councils were awarded the Grants. Results are publicised, which encourages performance through a 'name and shame' process and the performance grant also acts as a spur for good performance.

Some challenges

The devolution process is not yet being fully implemented. For one thing, the devolution process is behind schedule; the key functions are yet to be devolved. For another, Councils report that when functions are devolved, staff may be transferred to the Councils, but the budgeted funds are not. So they end up with staff, but no office space, equipment, materials or finances to carry out activities. For rural Councils, with small headquarters, council staff tend to live in the larger centres and commute to work. This has a severe negative impact on service delivery.

Institutional and human resources capacity in Councils is still weak. Significant investment in capacity building is still required. Capacity is also undermined by the difficulties faced by Councils in retaining key staff. Conditions such as accommodation and office facilities, power and communication tend to be basic, so staff turnover is high.

CSOs have played a key role in sensitisations, and education on issues around local government and decentralisation. However, it is clear from interviews carried out that local CSOs tend to be weak. Many will only participate in activities for which they are sponsored or paid. Lack of an organised community oversight role could weaken transparency and accountability within Councils. Efforts to improve this are being undertaken. For instance ENCISS does a lot of work in its focal districts on transparency and accountability, working with local CSOs, working with the councils, some conflict resolution; and USAID also has a programme in some districts, that works on the demand-side of decentralisation. Oxfam has worked with Ward Development Committees, and Christian Aid provides a lot of support to Network Movement for Justice and Democracy.

Genuine participation in monitoring council performance is also low. While there is interest in budget days, and in monitoring expenditure, attendance in regular Council meetings is still low. Councils face difficulty in integrating the work of NGOs, especially international NGOs, into their development plans. NGOs tend to develop their plans and carry out their activities independent of Council priorities, thereby failing to support Council effort, and in some cases undermining them. People in not even very remote villages reveal greater understanding of and opinions on INGOs than their local councils.

The decentralisation model adopted in Sierra Leone, if applied fully, could result in a significant power shift from the centre. It also provides a platform for improved governance, public participation in civic affairs, increased space for CSOs and local NGOs to act as watchdogs, and enhancing the role of women in politics and leadership. In that regard it could promote progress in addressing human rights, social exclusion and gender equality. However decentralisation is still in its infancy and will require significant capacity building and commitment from central government and donors to provide funding for social services, as well as local government resolve to mobilise development funding, for it to work.

4.3 Justice Sector Development Programme

The Sierra Leone Justice Sector Development Programme (JSDP) is interesting as the first attempt in the country to create a coherently planned and funded sector programme in the country. The programme encompasses all ministries and departments which contribute to justice in its broadest sense – the Attorney General and Ministry of Justice, Ministries Internal Affairs Local Government and Community Development, Social Welfare, the Sierra Leone Police, the Prison Service, and the Judiciary. The broad goals of the programme are to achieve more effective coordination within the sector, to improve the delivery of justice and ensure access to justice for the poor. The JSDP was designed to be owned and driven by the government of Sierra Leone.

Funding and implementation structures

The JSDP is not a fully fledged sector wide programme, but rather a vertical programme designed to develop into a SWAP over time. The initial funding of £25 million over five years was from DFID, with a Project Implementation Unit (PIU) located in the British Council. Subsequently Irish Aid and USAID also provided funding to the justice sector through the JSDP.

Coordination of donor support to the JSDP is provided through the justice sector Donor Harmonisation Group, made up of the JSDP, ICRC, UNICEF, UNDP, and the UN Integrated Office in Sierra Leone (UNIOSL), Human Rights and Rule of Law, which meets monthly.

Implementation of the programme is in two phases: an inception phase of two years, (2005-2006/7), and an implementation phase of three years (2007-2009/10). During the implementation phase, the Justice Sector Coordination Unit, within the Ministry of Justice, is being set up to take over from the JSDP as the PIU. At that point a fully fledged SWAP is envisaged.

While the PIU is responsible for day-to-day implementation and management of activities and accounting for the funds to the donors, the JSDP created several structures to direct the programme and set priorities. During the inception stage, overall direction lay with a Ministerial Level Steering Committee, chaired by the Vice President. The Justice Sector Task Force was made up of Heads of Institutions and developed priorities and monitored progress. A technical Working Group was set up to develop a Justice Sector Strategy and a costed implementation plan for approval by the Steering Committee. Actual implementation of approved activities lay with the line Ministries and Departments. A new, structure made up of the Leadership Group and a Technical Working Group, is proposed for the implementation phase.

During the inception phase, civil society was represented by two members on the Task Force. These were selected by the Justice Sector Civil Society Committee, a coalition of civil society groups with interest and operations in the justice sector. During the implementation stage it is envisaged that civil society will not be represented in the JSDP structures directly, but will play an independent monitoring role. A Civil Society Strategy is being developed in consultation with a wide range of civil society groups. Once developed, a draft strategy will be discussed and approved by civil society before implementation.

Achievements

During the inception phase significant achievements were registered by the programme.

Significant institutional strengthening was carried out. Training was undertaken, Ministries and departments were supported in developing strategic plans and budgets in line with the new Treasury guidelines for performance based MTEF budgets, and some institutions were provided with organisational development.

A lot of infrastructure was destroyed during the war, so the JSDP invested in rehabilitation and construction programme. Prison infrastructure was rehabilitated to meet minimum prisoner rights programme, courts were rehabilitated or built to ease access by rural communities, and police posts were rehabilitated or built to bring police services closer to isolated communities. In addition offices and accommodation were constructed for officers.

The JSDP has promoted cooperation within the justice sector at the top level through the creation of coordination structures and closer collaboration on the ground by bringing police, prosecutors, magistrates and prisons together to develop ways of improving access for the disadvantaged and speed up the processing of cases.

Through the activities of the JSDP, civil society has been afforded space to play a role in decisions on justice issues. Civil society was represented on the JSDP Task Force and also on the local task force set up in the Moyamba justice pilot project. In addition, the JSDP had a small grants programme which provided funding for local NGOs and CSOs involved in activities relating to human rights, gender and justice. Many CSOs that participated in focus group discussions as part of this case study confirmed receiving funding and being able to extend their activities as a result.

Improvements were made to access to justice in the Moyamba pilot. Cooperation between the justice agencies resulted in speedier processing of cases, and civil society involvement resulted in improvement for prisoners on remand. The construction of a Prison has meant that now relatives are better able to visit prisoners. In addition a circuit court was established, with court officials travelling to 4 areas in the district, rather than relatives travelling to Moyamba.

Through funding from the JSDP, the Law Reform Commission has been able to institute a programme of legal reform. Some of the activities funded or part-funded through the JSDP include,

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a review of customary law, review of the prison statutes, the child rights act, the gender acts, and some review of statutes.

Initiatives to address children and women's rights in the justice system were undertaken. Family support Units within the Sierra Leone police were supported in order to deal more effectively with crimes against women and children. Prison classification is being introduced to protect prisoner rights by making sure that youths and women are not housed together with male prisoners. Facilities for juvenile offenders under the Ministry of Social Welfare – the Remand Home, Rehabilitation Centre and Approved School – were rehabilitated.

Some challenges remain

A significant effort of the JSDP has gone into institutional strengthening. Further institutional strengthening work is scheduled for the implementation stage. However it is not clear that the necessary institutional strengthening work required will be continued by government without donor support, given low revenue generation and high demand for services throughout the country.

The achievements relating to improving access to justices for poor rural communities has been on a pilot scale in Moyamba. The challenge is now to upscale the models and lessons learned in the pilot to the rest of the country in order to have a meaningful impact on access to justice and a sizeable and sustainable improvement in the quality of justice.

The role of civil society in the implementation stage is not clear. While strategy is being developed, civil society groups are worried that they may be crowded out of the justice delivery arena. Specifically, civil society groups worry that they may not be allowed to play a full watchdog role. Currently the small grants scheme is not operational, further deepening civil society's disquiet. The planned extension of the small grants scheme should allay most of these anxieties.

5 Findings

Social issues are recognised as particularly important in Sierra Leone in the aftermath of the conflict. Youth employment, the effectiveness of the justice system, and the rights of citizens, in particular women and children who were among those who suffered most from the violence, are of crucial significance for peace-building. The main initiative to take forward the aid effectiveness agenda is the provision of budget support by the major donors, though severe weaknesses in government capacity following many years of conflict pose challenges for effective ownership and for alignment with government systems. Harmonised approaches have been used in support of initiatives that are of significance for addressing social goals, notably support to Election processes and the Justice Sector Development Programme. Sierra Leone has an active civil society that has played an important role in focusing attention on social issues and in the implementation of some successful initiatives. Significant donor support has been provided to civil society organisations, but the study suggests there is still scope for expanding this support and in particular for developing more harmonised and systematic approaches to its provision.

Specific findings on the interrelationship between aid effectiveness and social issues include the following:

- ***Social issues have not received prominence among the triggers for Multi Donor Budget Support instrument in the Performance Assessment Framework.*** The adoption of budget support by the key donors has meant in principle that the GoSL has been able to address its own priorities, including in the social area, in a more coherent fashion. This, however, has also meant that when there are concerns with government performance (in a context of very limited capacity), donor action can have a major effect on resources available to government, as was the case in 2007, when three GBS donors withheld support, in some cases for a few months, in other cases for longer. There is a difficult trade-off here. Budget support can reduce demand on government capacity if it leads to a reduction in separate projects requiring management but also risks disrupting funding, including for activities supporting social objectives.
- ***In practice, much of the progress that has been made in the social arena has been supported either separately by donors in-country or by funding from outside, rather than through the MDBS mechanism.*** The main exception to this has been the establishment of the Human Rights Commission, a recommendation of the Truth and Reconciliation Commission. The use of budget funding for the HRC may reflect strengthened ownership of this initiative.
- ***Donor harmonisation was an important element in ensuring that external resources were used effectively and efficiently in supporting the elections in 2007,*** which were generally deemed to have been run in a free and fair manner. The adoption of a basket approach by donors, and the willingness of donors who could not, for organisational reasons, feed into the basket, to ensure that their support did not duplicate efforts within the basket, meant that the National Electoral Commission did not have to engage with multiple donors in the process. This has been generally recognised as critical for the continuing stability of the country in achieving an orderly hand-over of power, based on the population's right to have their political views heard in a non-violent way.
- ***Donor action in support of the election process could have been even more positive if it had provided for support to civil society, and youth in particular, through the funding basket.*** As it was, much of this activity was funded from outside the basket and from outside the country. Donors harmonised their support but with a limited focus.
- ***The Justice Sector Development Programme has contributed to improvement in access to justice and institutional strengthening in areas of key importance for human rights.***

Issues however remain about the extent to which it will be possible to upscale models and lessons learned in pilot activities, and the sustainability of institutional strengthening that has taken place during the Inception Phase. The JSDP is the first attempt to create a coherently planned and funded sector programme in the country, although it is essentially a vertical programme run through a PIU in its initial phase, which is seen as a step towards a fully-fledged SWAp.

- ***Some of the harmonised activities undertaken in the last few years have the potential to improve mutual accountability***, and indirectly to foster improved social inclusion. The basket funding to the decentralisation process, under the aegis of the World Bank, is one case in point. The proposed use of the election basket to support district elections in 2008 is another. Mechanisms have also been put in place for results-based management at district level, and these should ensure greater transparency and accountability of councils.
- ***Civil society organisations have played an important role in promoting and catalysing action on social issues but donors have not provided support in a harmonised or strategic framework***. Donors and international organisations have provided effective support in some cases, but given the limited capacity of government, there is a case for a more systematic approach by donors to engagement with civil society:
- ***The campaign in support of the gender bills only achieved momentum when a coalition of actors, including CSOs, UN and government agencies, was formed and worked towards a common goal***. The main actors were civil society, the UN and a number of government agencies. Multilateral and bilateral donors were said to have put pressure on government, but did not provide much direct support. It could be argued that the UN system did provide an element of coordination/ harmonisation for civil society. In the current situation, there is danger of overlap and confusion – at the very least an inefficient use of resources in producing dissemination materials. ***Harmonisation should not be an issue for donors alone. Other actors should take the principle to heart***. However, perhaps the most important lesson is how difficult it appears to have been to coordinate activity around the gender bills, from government, civil society and donors, and how that lesson does not appear to have been learnt as yet, judging by the current state of dissemination activity.

6 Conclusions

The following conclusions arise from overall reflection on the context and specific examples analysed in Sierra Leone. Conclusions are presented as pointers from experience, rather than in the form of recommendations, given that the evidence base is restricted to only one country. Conclusions are grouped according to categories of the Paris Declaration principles. Inevitably, some reflections touch upon a number of these principles and the categorisation below is intended to be indicative, rather than definitive.

Country ownership and mutual accountability

The case of Sierra Leone illustrates some of the difficulties of taking forward the aid effectiveness agenda in a post-conflict situation where government and other forms of capacity and social capital have been largely destroyed. Effective ownership can be a matter of capacity as well as political will. There has been weak ownership by government of the PRSP and initiatives and prioritisation appear in practice to be heavily dependent on donors. This general point has affected the attention paid to social issues which likewise has been largely dependent on donor decisions. The focus on the use of multilateral budget support as a principal instrument for engagement in this post-conflict context has the potential to strengthen systems and ownership but also carries significant risks of funding disruption because of failure to meet agreed benchmarks and/or concerns about fiduciary risk.

Civil society has been given some space, for example in the design phase of the JSDP, to advocate for their concerns, in particular with respect to rights and inclusion. There still needs to be greater capacity for CSO engagement with government (the objective of ENCISS) but also for government to be prepared to engage with civil society outside the context of election campaigns. The view is frequently expressed that CSOs, and also women in general, are neither capable nor interested in filling the places set aside for them in pillar working groups, or at ward level committees. It is being left to CSOs themselves to address these perceived deficiencies, with some donor assistance through ENCISS. Donors are funding considerable capacity building activities with government. There could be more recognition of the need to do the same with civil society.

Civil society has played an important advocacy and sensitisation role in addressing these issues, but support to these organisations has been rather ad hoc. If basket funding for local NGOs were to be developed, this could have the positive effect of requiring a greater level of organisation from CSOs, while developing a more coherent approach to rights, social exclusion and gender equality. DFID has established and funded ENCISS to address issues of capacity building and support to CSOs, in particular in their engagement with the state, but important challenges remain in finding ways of providing effective support to national civil society.

Harmonisation and alignment

Donor support on social issues has been limited in scope, in part because, although there are only a few donors operating in-country, most of them have quite small offices and a limited capacity to manage a range of complex activities. Budget support has been one response to this, but the effect this has on social issues depends on the priority government places on them, as well as the capacity of government to deliver programmes through its systems. For example, the new government has taken over six months to articulate how it intends to operationalise its commitments to youth, as expressed in the election campaign. The example of Sierra Leone suggests that while there is as has been illustrated some progress in harmonisation between those donors who are actively involved in Sierra Leone, at a wider level the donor community may not be

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coordinating effectively to ensure resources and engagement are available for a country where issues about human rights and addressing pressing social concerns are central to the sustainability of peace building initiatives. The lack of capacity in government and civil society may mean that on a transitional basis at least, donor programmes to address these problems need to be particularly intensive in staffing and management. This may cause tensions with the general pressure on donors to reduce the proportion of their budget spent on “administration” and to economise on in-country staffing.

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List of people met

1. Dr Kai Aiah Kpakiwa - Director General, Management Services, Ministry of Health
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3. Dr Anthony A. Sandy - Human Resource Manager, Ministry of Health
4. Dr Clifford Kamara - Director of Planning, Ministry of Health
5. Mr D. M. Kamara - Deputy Director, Ministry of Internal Affairs & Local Government
6. Mr Raymond Bindi - Deputy Secretary, Ministry of Internal Affairs & Local Government
7. Mr Mohamed Samai - Director of Rural Development, Ministry of Internal Affairs & Local Government
8. Mrs Miatta Johnny - Assistant Secretary, Ministry of Internal Affairs & Local Government
9. Mr P. Yarjah - Assistant Secretary, Ministry of Internal Affairs & Local Government
10. Mr A. Panga - Local Government Inspector, Ministry of Internal Affairs & Local Government
11. Mr Edward Kamara - Programme Specialist, Governance- United Nations Development Programme (UNDP)
12. Mr Naoya Kuboshima - Programme Officer, Aid Effectiveness UNDP
13. Toshihiro Nakamura - Assistant Resident Representative, UNDP
14. Constain Juan - Acting Country Manager, World Bank
15. Mr Thomas Johnny - Research, Policy and Advocacy Manager, Actionaid
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17. Ambrose James - Country Manager, Search for Common Ground
18. Shellac Sonny-Davies - Coordinator, Sierra Leone Association of Non Governmental Organisations (SLANGO)
19. Sybil Bailor - Organisational Development Adviser, ENCISS
20. Mr Mohamed Kanneh - Deputy Director National Commission for War Affected Children (NaCWAC)
21. Pietro Toigo - Economic Adviser, DFID
22. Simon Mills - Deputy Programme Manager, Justice Sector Development Programme (JSDP)
23. Momo Turay - Communications coordinator, JSDP
24. Mathew Dingie - Director of Budgets, Ministry of Finance
25. Rashid Sesay - Poverty Coordinator, Development Assistance Coordinating Office, (DACO)
26. Mohamed Bizimanga - Project Manager, Promoting a Culture of equal Representation (PACER) project, Oxfam
27. Dr Katsuya Kuge - Resident Officer, Japanese International Cooperation Agency (JICA)
28. Miki Motomura - JICA staff
29. Marc de Bruycker - Head of Operations, European Union (EU)

- 30. Markus Handke - Head of Section Social Services, Governance & Institutional Strengthening, EU
- 31. Mark Mahmoud Kalokoh - Civil Society Movement, Sierra Leone (CSM-SL)
- 32. Juliet Anderson - Bambara Town Womens' Organisation
- 33. Eddie Bockarie - Movement for the Restoration of Democracy
- 34. Amara Sesay Association - Movement of Peace, Democracy and Development
- 35. Suliman Kallon - Photographers Union
- 36. Joseph Kanu - Children Poverty Awareness Discipline
- 37. Bockarie Ensa - Commonwealth Youth Caucus
- 38. Daniel M'Bomfa Turay - CSM-SL
- 39. Ngolo Katta - Centre for the coordination of Youth Activities (CCYA)
- 40. Andrew Lavalie - Youth Adviser, ENCISS
- 41. Jane Hobson - Social Development Adviser, DFID
- 42. Jamestina King - Chair, Human Rights Commission (HRC)
- 43. Joe Stanley - Commissioner, HRC
- 44. Yasmin Jusu Sheriff - Commissioner, HRC
- 45. Reverend Moses Kanu - Commissioner, HRC
- 46. Edward Sam - Commissioner, HRC
- 47. Emmanuel Gaima - Director, Decentralisation Secretariat
- 48. Kadi Jackson Waterloo - District Coordinator, ENCISS - Western Rural District,
- 49. Moses Musa Nyambe - Chair, Western Rural District Youth Committee
- 50. Alhaji Bangura - Chief Administrator, Western Rural District Council (WRDC)
- 51. Mustapha Koroma - Finance Officer, WRDC
- 52. Reverend Koker - Education Officer, WRDC
- 53. Musa Lahai - Accountant, WRDC
- 54. Arthur Wilson - Water division, WRDC
- 55. John Magbity - Primary Justice Sector Coordinator, JSDP

Annex A Terms of reference

**Strengthening the poverty impact of the Paris Declaration:
Aid effectiveness evidence gathering project on gender equality, human rights and social exclusion:**

Terms of reference for Phase Two, July 2007

Background and rationale

1. In March 2005 over one hundred official agency donors and developing countries established global commitments to support more effective aid in the context of significant scaling up of aid. The result, the *Paris Declaration on Aid Effectiveness (PD)*, marks an unprecedented level of consensus and resolve to reform aid. These reforms are intended *'to increase the impact of aid...in reducing poverty and inequality, increasing growth, building capacity and accelerating the achievement of the MDGs'* (Paris Declaration para 2).

2. The PD framework agreed five overarching principles or partnership commitments – ownership, alignment, harmonization, managing for development results and mutual accountability. It goes beyond previous agreements and lays down a practical, action-oriented roadmap to improve the quality of aid and its impact on development. Donor and partner countries agreed a set of indicators, targets, timetables and processes to monitor the implementation of the PD up to 2010. This includes the **Third High Level Forum to take place in Ghana in September 2008**.

3. To date attention by donors and partner governments has primarily focused on aid and agency effectiveness, in particular improvements in aid delivery to increase the efficiency of financial and administrative arrangements; harmonisation of donor procedures and activities, and strengthening partner government leadership and ownership with alignment behind national development plans. The Paris Declaration itself and the indicators for monitoring focus on mechanisms and processes, and does not monitor substantive issues such as the development of content and outcomes. The focus on aid delivery mechanisms is much needed. However, on their own, they will not lead to the envisaged development effectiveness or sustainable benefits for poor women and men unless issues of substance such as gender equality, rights and inclusion are addressed in parallel.

4. However, a more complete reading of the PD locates the commitments more clearly within the ultimate goal of reducing poverty and inequality and requires an assessment of wider outcomes and impacts on poor and excluded women and men. The partnership commitments are major reference points for strengthening broad based ownership, guiding policy dialogue, shaping the contents of development co-operation programmes and bringing about institutional and budgetary changes required to improve poverty outcomes and empower poor and excluded groups. More attention needs to be paid to ends as well as means of channelling aid, and to processes necessary for poverty reduction, particularly those concerned with human rights, social exclusion and gender if the aims of the PD and the MDGs are to be realised. These reforms provide an opportunity to improve current practice of donor agencies, recipient governments and civil society in pursuit of gender, rights and inclusion to the betterment of women, men, girls and boys (Gaynor 2007).

5. In September 2008 the **Third High Level Forum on AE**, in Accra Ghana, will review progress in implementing the PD and set a pathway to 2010 and beyond. This is likely to be a high profile event, attracting far greater scrutiny from the media, civil society and partner governments than in Paris 2005. It is an opportunity to reaffirm, accelerate and deepen the Paris Agenda and to

mark its transformation into a country-led framework for aid relationships and aid effectiveness. It also is an opportunity to strengthen the focus on poverty outcomes in the implementation of the PD, including through greater integration of cross cutting issues.

6. To ensure the HLF recognises the relevance of cross cutting issues in operationalising the Aid Effectiveness agenda, more systematic evidence is required on how, and to what extent, cross-cutting issues of gender equality, human rights and social exclusion are analysed, captured and monitored in the evolving new approaches to aid delivery and partnerships. In discussion with the Gendernet, Govnet, the Working Party on Aid Effectiveness (WP-EFF) and Nordic + colleagues, DFID proposed an evidence gathering exercise on aid effectiveness and gender, rights and exclusion to fill this identified gap.

7. In the spirit of the Paris principles, this work is jointly funded by a number of Nordic + partners including the Irish, DFID and the possibly the Dutch. It builds on the momentum created by the Dublin Workshop in April 2007 which brought together the WP-EFF, Gendernet, Govnet and Environet.²⁰ It seeks to complement on ongoing cross-cutting work to strengthen the evidence base such as the Unifem project on Building Capacity and Improving Accountability for Gender Equality in Development, Peace and Security, and also Irish Aid's desk study on Gender and Joint Assistance Strategies. It should also complement other efforts in monitoring progress such as the Baseline Survey and the DAC joint evaluation on Aid Effectiveness. Overall this work should contribute to the development of shared messages and agreed outcomes for the HLF3 for a strengthened focus on social outcomes especially gender outcomes beyond Ghana.

8. A scoping study (phase 1) funded by DFID was undertaken as a first step towards developing this evidence base. This produced a synthesis of relevant literature on aid effectiveness and cross cutting approaches; a synthesis of civil society perspectives; an initial analytical framework and approach for evidence gathering; and a partnership and influencing strategy which maps key opportunities, partners and processes leading up to Ghana 2008. Building partnerships and influencing is an important component of the work.

9. The initial **analytical framework** is described in the main body of the Phase 1 report²¹. It builds on the synergies between the cross-cutting issues of gender equality, human rights and social exclusion, and that of the PD. It maps change processes in both onto key areas of the policy cycle and enables a matching of opportunities and risks as well as good practice in both the aid effectiveness and cross-cutting agendas.

10. The **partnership and influencing strategy** is set out in the main body of the Phase 1 report²². It is integral to the selection and implementation of the case studies and the dissemination of findings. The aim is for the project to be carried out in such a way as to maximise opportunities for joint work among a range of partners, and to influence key stakeholders in the lead-up to the Ghana HLF and beyond.

²⁰ The Dublin workshop looked at environmental issues. We recognise that HIV/Aids is seen as a cross cutting issue. This work will however, focus on gender, rights and exclusion only.

²¹ Aid effectiveness and cross cutting issues – gender equality, human rights and social exclusion: Strengthening the poverty impact of the Paris Declaration. By S. Fleming, M. Cox, Kasturi Sen, Katie Wright-Revollo. 31 March 2007.

²² Ibid

Goal

11. Cross-cutting issues of gender equality, rights and exclusion firmly on the Ghana HLF agenda and analysed and captured in the implementation and review of the Paris Declaration on Aid Effectiveness, in order to strengthen the focus and impact on poor women and men.

Purpose

12. To generate an evidence base, build support among Paris Declaration stakeholders and provide practical recommendations for strengthening the focus on the cross-cutting issues of human rights, social exclusion and gender equality, and poverty outcomes, for the Third High Level Forum in Ghana (2008) and beyond.

13. Specifically the research should be able to answer how effectively the policy areas of gender, rights and social exclusion are addressed in:-

- Budget support processes, structures and mechanisms; Sector Wide Approaches
- New aid effectiveness mechanisms for operationalising the Paris Declaration at country level e.g. Performance Assessment frameworks, Joint Assistance Strategies, Aid Policy frameworks; national planning processes and plans, PRS monitoring frameworks
- The country level dialogue, relationships and decision making related to the new aid environment. Including the relationships and dialogue between donors, partner governments and civil society, and the spaces and processes for dialogue and decision making e.g. harmonisation groups, results and resources groups/ consultative groups, mutual accountability mechanisms.

Outputs and timing

14. The outputs for the project will include:

- i) An inception report detailing methodology, locations and partners, with rationale; a work plan with timetable; and a partnership and influencing plan: by end of month 1, to be discussed and agreed and updated as required
- ii) A series of approximately 6 in-depth case studies of 10-15 pages each: finalised by December 2007
- iii) A document summarising the other, approximately, 18 relevant examples and experience from the literature and other on-going research (36-50 pages): finalised by December 2007
- iv) A synthesis report (maximum 50 pages including annexes) which presents the main lessons from the case studies, rapid assessments, and additional contemporary research and literature: finalised by January 2008. The synthesis report will include:
 - (a) Evidence on how cross-cutting social issues have been integrated into and benefit current approaches to aid effectiveness; as well as where they have been omitted
 - (b) How the PD applies to donor and partner country efforts to promote cross-cutting social issues;
 - (c) Recommendations for integrating cross cutting issues into PD implementation, monitoring and evaluation.

- (d) Recommendation for 2 – 3 high level strategic key messages and concrete outcomes for the HLF
- v) An influencing strategy with identification of alliances and influencing opportunities supported by a short presentation paper (4-6 pages) to present the results of the study and its principal recommendations to senior policy makers and other stakeholders at the Accra HLF: finalised by March 2008
- vi) A series of briefs and/or presentations on emerging findings. These outputs should be tailored to specific events and audiences outlined in the partnership and influencing strategy: on-going and responsive
- vii) Series of workshops and presentation materials for final events in the in-depth case study countries and for the project as a whole: on-going and responsive
- viii) Quarterly progress reports

Tasks

15. The tasks are outlined below:

- i) Finalise a work plan and a partnership and influencing plan, detailing roles of collaborating donors and country government, civil society and research partners. Outline types and timetable of products for DAC, donor, country government and civil society audiences, including proposals for feedback at country level, and final presentation and discussion. Some flexibility will be needed to respond to changing priorities and opportunities for building partnerships and exercising influence as they arise. Guidance for the plan is in the method section of these TORs.
- ii) Develop a methodology to assess how gender, rights and exclusion in relation to the Paris Declaration are addressed in budget support processes, structures and mechanisms; new aid effectiveness mechanisms for operationalising the Paris Declaration and country level dialogue, relationships and decision making in the new aid environment. A suggested list of study questions and an overall conceptual framework for these studies are included in the phase 1 scoping report²³ as a guide
- iii) Carry out approximately 6 in-depth country case studies and 18 rapid assessments. Criteria for choice of case studies are in the method section of these TORs.
- iii) Monitor and brief joint donor steering group on key processes, events and developments in preparation for Accra, amongst the DAC WP-EFF, the donor community and key civil society actors.
- iv) Organise feed back of results in the case study countries, and a series of workshops to present the findings and recommendations to a diverse group of key stakeholders e.g. donors, civil society, WP-EFF, North and South.

Method and principles

16. Study principles and design:

²³ Ibid

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- The PD principles and commitments and their relationship with the cross-cutting issues of gender, human rights and social exclusion, are the central focus of the study;
- Aid instruments (e.g. Poverty Reduction Budget Support, Sector Wide Approaches), modalities (e.g. gender and participatory budget / monitoring and evaluation initiatives, PRS processes) and management frameworks (e.g. Joint Assistance Strategies, Performance Assessment Frameworks, harmonisation groups, national planning cycles) and systems for dialogue and decision making (donor working groups etc.) should provide concrete examples of the PD commitments and issues;
- The case studies will focus on practical lessons and experience, particularly of emerging good practice, that could act as a guide for policy makers and practitioners (both aid effectiveness generalists as well as cross cutting specialists);
- The study design and implementation should adhere as far as possible to the spirit of the PD principles of i) broad-based country ownership (the issue could be of importance to either sector ministries, regional and local government, parliaments and assemblies, or civil society organisations), ii) alignment with research strategies of in-country actors (through consultation and possible direct participation with southern researchers), iii) harmonisation with other donor efforts on cross-cutting issues, iv) consultation with both government and civil society in country-specific design, open and transparent with study results, ensuring accessibility, enabling feedback to the range of in-country partners;
- The two levels of research are a) in-depth studies, using secondary data, individual and focus group interviews with stakeholders and where appropriate use of the relevant research in the area and b) rapid assessments using secondary data, telephone interviews as needed, as well as findings from other research and studies;
- Involve government and civil society in the preparation of individual case studies, work with southern researchers and/or research institutions, and in-country partners, as far as possible.

17. Suggested criteria for selection of case study countries and rapid assessment examples. These are to be chosen to provide a range of different country contexts :

- regional spread across e.g. Asia, Africa, Middle East and South America
- country capacity/ context (good performer, fragile and non-fragile, post conflict)
- degree of dependency (HIPC/MICS/LICS)
- Mixture of budget support and non-budget support countries
- presence of best practice examples and/or risks and opportunities (across the principles)
- where implementation of the Paris principles is making a clear difference (for the better or otherwise)
- relevant issue, owned by partner country governments (central and local) and/or civil society
- preferably non duplication with Unifem country case studies²⁴ but possible complementarity with some country case studies from the AE evaluation
- Countries where DFID offices are keen to engage and can provide a strong country case study e.g. Cambodia

²⁴ Unifem country case studies include Ghana, Ethiopia, Honduras, Cameroon, Ukraine, Kyrgyzstan, Papua New Guinea – possibly Nepal and DRC; AE evaluation include Bangladesh, Bolivia, Mali, Philippines, Senegal, South Africa, Sri Lanka, Uganda, Vietnam, and Zambia.

18. Partnership and influencing strategy

- The project will be carried out in such a way so as to maximise opportunities for joint work among a range of partners, and to influence key stakeholders in the lead-up to the Accra HLF.
- Briefing and dissemination may need to tailor different messages to different audiences, described in the partnership and influencing strategy.
- Briefing and dissemination of evidence will be carried out throughout the life of the project, in order to build awareness of and receptivity to project evidence and recommendations.
- The project will use a range of events and processes as opportunities for disseminating its findings, including international fora and Northern and Southern civil society networks, in the lead up to Ghana.

Reporting

19. The project will be led by the CLEAR and Equity and Rights teams in DFID with reporting to Katja Jobes (CLEAR team) and Clare Castillejo (Equity and Rights Team), who will chair a joint donor management group with Irish aid. The exact composition and roles will be determined at the time of awarding contracts. The consultants will submit quarterly progress reports.

Competencies

20. The team will have skills and experience in the following areas:

- Multidisciplinary team covering the technical areas of mainstreaming cross cutting approaches – gender, human rights, social exclusion *and* aid effectiveness; current knowledge and experience of both areas
- Policy aptitude and experience in multi-donor fora, and with policy engagement on cross cutting issues and aid effectiveness
- Understanding and experience of the Paris Agenda, the process and the OECD/DAC machinery for effective influencing
- Research/communication skills and experience, experience of managing different research sites, working in partnership with a range of government, civil society and southern research partners
- Qualitative and participatory research skills
- Wide geographic experience, with country coverage in the team across Asia, Africa, Middle East and Latin America

Department for International Development

Annex B Multi Donor Budget Support Progress Assessment Framework for 2007

Priority area	Agreed actions	Source	Proposed indicators/ Evidence of progress	Target	Accountable MDA
Pillar 1: Promoting Security, Peace and Good Governance					
Anti-Corruption	Law Reform Task Force to review Anti-Corruption Act (2000) and agree on changes to Act in conformity with UNCAC and AU convention including provisions regarding declaration of assets of all public officials by end 2006 and draft bill prepared by end April 2007	DFID	Minutes of the Task Force meetings and draft bill produced by end April		Anti-Corruption Commission
Civil Service Reform	By end 2006 agree with donors on a "Roadmap" for civil service reform including details of plans for training, pay and grading including implementation of the SES and operationalisation of HRMO and demonstrate reasonable progress in its implementation by end April 2007 Government will replace the Establishment Secretary's Office with a stronger Human Resource Management Office	DFID	"Roadmap" agreed with donors and Progress Report presented to donors giving evidence of progress up to April 2007		Secretary to the President Establishment Secretary
		WB	Official letter announcing the change, head of HRMO selected; procedures underway for initial staffing		Gov. Reform Secretariat
Risk to BSL and Government	The Government will agree on an acceptable plan that minimizes adverse fiscal and monetary consequences for converting non-interest bearing securities held by BSL to interest bearing assets	WB	MOU between MOF and BOSL augmented by implementation plan and sensitivity analysis of fiscal and monetary impact		Ministry of Finance - PDU Bank of Sierra Leone
Fiduciary Standards	Adoption and implementation of new regulations in conformance with the new Government Budgeting and Accountability Act and supporting regulations	WB	Copy of statutory instrument and evidence that at least some training to Alert MDA staff about key changes and how to implement them		Ministry of Finance-PFMR Unit, Budget Bureau and Accountant General
Budget execution	Government will ensure that the weighted aggregate variance between planned and actual spending for HIPC/PRSP priorities, excluding wages, donor finances development expenditures and debt service will improve relative to the 2005 baseline of 11% Actual spending as a share of budgeted allocations for health and education will meet or exceed the benchmarks set for each year	WB	Actual spending as a share of budgeted allocations for Priority and Poverty-related expenditures to be less than baseline for 2005	<11%	Financial Secretary-Budget Bureau
		EC	Actual spending as a share of budgeted allocations for health and education related expenditure and eventual outcome	88%	Financial Secretary-Budget Bureau
Priority area	Agreed actions	Source	Proposed indicators/ Evidence of progress	Target	Accountable MDA
Internal Audit	Government acts to ensure that the number of internal audit units in central governments ministries and agencies is increased each year to benchmark level or better	EC	Number of internal audit units in central government ministries and agencies meeting minimum criteria: adequately staffed, reporting to Vote Controller, independent or finance function/not involved in pre-audit, issues of regular reports, copies to OAG, evidence of management follow up	10	Ministry of Finance-Internal Audit Unit
Records Management	Records management will improve annually in the MOF to benchmark percentage or better Government will improve annually the percentage of a random selection of health personnel files containing 'complete' records	EC	Percentage of a list of payment vouchers (randomly selected) that GOSL can produce within 24 hours	75%	Accountant General
		EC	Percentage of random selection of health personnel files containing 'complete' records	60%	Establishment Secretary Accountant General

Auditor General and PAC Reports	By end April 2007, agreement by all parties concerned (GoSL, OAG and donors) on procedures to accelerate the publication of AG reports	DFID	Report containing identification of blockages and remedial actions to be taken by responsible authorities to accelerate publication of AG reports	10 by Dec. 2006	Auditor General Chairman Public Accounts Committee of Parliament Auditor General
	Number of MDAs audited is increased to benchmark, or above, each year	EC	Number of MDAs audited from which INTOSAI standard report and a Management Letter is produced		
Procurement	Procurement plans for 2007 published by end March 2007 and tender opportunities and information on contracts awarded made public on quarterly basis through NPPA website, notice boards and published bulletin Government will meet, or will have made acceptable progress towards, the following three criteria for 2006 procurement for the ministries responsible for agriculture, defence, education and works as well as the Sierra Leone Police and the SLRA	DFID	Evidence of publication of Procurement Plans for 2007, tender opportunities and contracts awarded as stated	≥65% ≥65% ≥50%	NPPA NPPA MOF- Budget Bureau NPPA MOF- Budget Bureau NPPA MOF- Budget Bureau
		WB	Percentage of expenditures for goods and services that are used for the purposes stated in the approved procurement plans		
		WB	Percentage of all procurement costs that are no higher than 15% of the amounts in approved plans		
Priority area	Agreed actions	Source	Proposed indicators/ Evidence of progress	Target	Accountable MDA
Decentralisation	Funds for Local Councils will be released in full no later than the last day of each quarter such that the cumulative amounts released will meet the following targets: 100% of the amount due in 2006 by 31 st December 2006 and 25% of the amount due in 2007 by 31 st March 2007	WB DFID	Percentage of funds due in 2006 transferred by end December 2006	100%	MOF-LGFD and Budget Bureau
			Percentage of funds due in 2007 transferred by end March 2007	25%	MOF-LGFD and Budget Bureau
Pillar 2: Promoting Pro-Poor growth for Food Security and Job Creation					
EITI	In collaboration with development partners and Civil Society, EITI implementation framework adopted by Government by end April 2007 The general fiscal regime for the mining sector reflected in the Mines and Minerals Act, the Customs Tariff Act and other relevant legislation would be updated in line with 2005 recommendations from the IMF Fiscal Affairs Department, regulate coltan mining and taxations and introduce elements of EITI principles	DFID	Evidence of adoption agreed implementation framework		Ministry of Presidential Affairs Ministry of Mineral Resources Ministry of Presidential Affairs
		WB	Acceptable revised Acts approved by Parliament		
Investment climate	Government will submit to Parliament an acceptable package or revised financial sector legislation informed by FSAP findings. The proposed minimum package would include the Companies Act and the Payment Systems Act. Government will ensure that all mining licenses will be administered through the cadastral system with monthly reports issued to the MOF, NRA, chiefdoms, local councils and the environmental agency.	WB	Acceptable Acts laid before Parliament		Bank of Sierra Leone Ministry of Trade and Industry Ministry of Mineral Resources (Mines Division) NRA
		WB	Examination of licenses issued and random audit of licenses held		
Rural Roads	The percentage of feeder roads in good condition will meet or exceed the agreed benchmark for the year	EC	Percent of rural feeder roads in good condition	45%	SLRA (Feeder Roads Dept)
Pillar 3: Promoting Human Development					
Basic Services	Results of PETS to demonstrate significant improvements in delivery of basic services including increases in percentage of teaching and learning materials and essential drugs arriving at destination	DFID	% of essential drugs transferred from DMOs to PHUs in FY2006 increases on 2005	>75%	Ministry of Health; EPRU (PETS Team) Ministry of Education; EPRU (PETS Team)
			% of teaching and learning materials transferred from District Inspectors to schools in FY2006 increases on 2005	>68%	

Sierra Leone Case Study

Priority area	Agreed actions	Source	Proposed indicators/ Evidence of progress	Target	Accountable MDA
	<p>Notices detailing the transfer of financial resources (including school fees subsidies) and teaching and learning materials posted on school notice boards by end April 2007</p> <p>Notices detailing the transfer of essential drugs and financial resources posted on hospital and health centre notice boards by end April 2007</p> <p>Percentage of SDPS respondents who agree that provision of public services in health and education have improved over last 12 months increases compared to baseline for 2006</p>	<p>DFID</p> <p>DFID</p> <p>DFID</p>	<p>Percentage of school notice boards with information of financial transfers and teaching and learning materials as verified by independent survey conducted in April 2007</p> <p>Percentage of hospital and health centre notice boards with information of financial transfers and essential drugs as verified by independent survey conducted in April 2008</p> <p>Percentage of respondents who agree education services have improved over last 12 months</p> <p>Percentage of respondents who agree health services have improved over last 12 months</p>	<p>>50%</p> <p>>44%</p>	<p>LGFD CESPA (independent surveyor)</p> <p>MOH</p> <p>Min. of Education and CESPA</p> <p>MOH and CESPA</p>
Education	<p>The number of National Primary School Examination passes will increase annually to the benchmark levels or better</p> <p>The number of National Primary School Examination passes for girls will increase annually to the benchmark levels or better</p> <p>The ratio of core text school books to primary school pupils in Kailahun, Kono, Kambia, Tonkolili and Koinadugu will be increased to the benchmark percentages or better</p> <p>The percentage of non-salary, non-interest recurrent expenditures of the consolidated Government budget spent on education will increase to the benchmark percentages or better</p>	<p>EC</p> <p>EC</p> <p>EC</p> <p>EC</p>	<p>Number of National Primary School Examination passes</p> <p>Number of National Primary School Examination passes for girls</p> <p>Ratio of core text books to primary school pupils in Kailahun, Kono, Kambia, Tonkolili and Koinadugu</p> <p>Percent of non-salary, non-interest recurrent expenditures of the consolidated Government budget spent on education</p>	<p>60,000</p> <p>21,600</p> <p>1:4</p> <p>22.3</p>	<p>Min. of Education</p> <p>Min. of Education</p> <p>Min. of Education</p> <p>Min. of Education Financial Secretary – Budget Bureau</p>
Priority area	Agreed actions	Source	Proposed indicators/ Evidence of progress	Target	Accountable MDA
Health	<p>The percentage of children under one year of age who are vaccinated with third dose of DPT vaccine will increase annually to the benchmark percentages or better</p> <p>The percentage of children with weight to age ratio below 80th percentile will decrease annually to the benchmark percentages or lower</p> <p>The number of bed nets distributed annually with long-lasting insecticide will increase annually to the benchmark levels or better</p> <p>The percentage of non-salary, non-interest recurrent expenditures of the consolidated Government budget spent on health will increase to the benchmark percentages or better</p>	<p>EC</p> <p>EC</p> <p>EC</p> <p>EC</p>	<p>Percentage of children under one year of age who are vaccinated with the third dose of DPT vaccine</p> <p>Percent of children with weight to age ratio below 80th percentile</p> <p>Number of bed nets distributed annually with long-lasting insecticide</p> <p>Percent of non-salary, non-interest recurrent expenditures of the consolidated Government budget spent on health</p>	<p>64%</p> <p>22.5</p> <p>180,000</p> <p>13.1</p>	<p>Min. of Health (Primary Health Care)</p> <p>Min. of Health (Nutrition)</p> <p>Min. of Health</p> <p>Financial Secretary – Budget Bureau</p>

Source: Eurodad (2008)