

Programme document for Liberia (2008-2012)

Introduction

1. The Country Programme 2008 - 2012, is based on the national priorities identified in Liberia's interim Poverty Reduction Strategy (iPRSP) (2007) and the agreed UN priority areas of support elaborated in the United Nations Development Assistance Framework (UNDAF). The UNDAF is derived from the UN's Common Country Assessment (CCA) 2006 (www.lr.undp.org/cca/2006). The CPD, formulated through a participatory process is aligned to the UNDP draft Strategic Plan 2008-2011. The strategic areas of focus are Democratic Governance and Pro-poor Economic Growth

I. Situation Analysis

2. The peace agreement signed on 18 August 2003; the subsequent departure of Charles Taylor and the UN Security Council Resolution 1509 provided a renewed chance for peace and stability in Liberia, after many years of destructive war. The establishment of the National Transitional Government of Liberia (NTGL) and the implementation of the Results Focused Transitional Framework (RFTF) facilitated the subsequent holding of landmark national elections culminating in the accession to the Presidency of Liberia in January 2006 of Mrs. Ellen Johnson Sirleaf, the first democratically elected female President in Africa. The government and people of Liberia, with the enormous support of the international community has made tremendous progress towards achieving its vision of enhancing peace and security, revitalizing economic and social infrastructures, restoring the rule of law and democratic governance and improving basic service delivery. The government has produced an Interim-Poverty Reduction Strategy (iPRSP) which was endorsed at the Partner's Forum in Washington in February 2007. The document is founded on four strategic pillars: security, economic revitalization, governance and rule of law and basic services and infrastructure. A full Poverty Reduction Strategy (PRS) will be completed by December 2007 to cover the period 2008 – 2012 and is expected to provide a framework for medium to longer term socio-economic development infused with a strong conflict analysis as a basis for framing interventions.

3. Despite the laudable achievements realized so far, the critical issues of exclusion and marginalization, corruption, ethnic and class animosities and rivalries which were the main roots of the conflict have not been fully addressed. This situation is compounded by the lack of robust economic growth necessary for effectively addressing the widespread poverty in the country.

4. The Human Development Index for Liberia was estimated at 0.319 (NHDR 2006). The National Human Development Report (NHDR), 2006 (www.lr.undp.org/nhdr/2006), estimates that half of the estimated population of 3.6 million people, lives on less than half a US dollar per day with 86 percent living in rural areas. Unemployment in the formal sector is estimated at 80 percent, characterized by pervasive youth unemployment.

5. Liberia has begun to recover from the ravages of a 13-year civil war, but still shows social indicators that are below average for West Africa and some are among the world's lowest. According to preliminary results of the 2007 Liberia Demographic and Health Survey (LDHS) supported by USAID, UNICEF and UNFPA, the latest estimates are provided below. The most recent infant mortality rate estimate is 72 per 1,000 live births, under-five mortality estimate is 111 per 1,000 live births. The 2007 estimate on maternal mortality is 994 per 100,000 live births. Only an estimated 32 per cent of the entire population has access to safe drinking water and less than 24 per cent to adequate sanitation (World Food Program 2006). Adult literacy is 37 per cent (50 per cent male and 24 per cent female) and gross enrolment in primary school is estimated at 69.5 per cent (Ministry of Education School Census 2005/2006). HIV/AIDS sero-prevalence rates tested at antenatal care surveillance sites in urban areas is 5.7 per cent (Liberia's Global Fund Proposal), while overall the 2007 LDHS estimated the overall rate (ages 15-49) at 1.5% (1.8% women and 1.2% men). The first Liberia Millennium Development Goals Report, 2004 (www.lr.undp.org/MDGR/2004) concluded that most of the Millennium Development Goal targets may not be achieved by 2015. However, there is still a lack of nationally representative updated and disaggregated data on key socio-economic indicators to facilitate effective planning and decision-making."

6. The iPRS indicates that Liberia's economy has experienced a downward trend since the 1980s. GDP per capita declined from \$1,269 in 1980 to \$163 in 2005- an 87 per cent decline. Revenue from exports also plummeted from \$486 million in 1978 to about \$10.3 million in 2004. External debt is about \$3.7 billion (mid-2005) which is equivalent to 800 percent of

GDP and 3,000 percent of exports. Domestic debt, including salary arrears, is estimated at about \$700 million, a significant part of which is owed to the banks, including the Central Bank of Liberia.

7. Sustaining the current governance reforms will be crucial to the consolidation of peace and stability, revitalizing the economy and fighting poverty. To this end, the Armed Forces of Liberia and the Liberia National Police are undergoing restructuring with assistance from the international community. The Government has produced, through UNDP support, a national security strategy. However, success in the security sector reform process will also be contingent on the necessary legal, judicial and constitutional reforms as well as the effective completion of the Rehabilitation and Reintegration components of the Disarmament, Demobilization, Rehabilitation and Reintegration programme which operationally ends in September 2007.

8. Liberia suffers from enormous institutional and human capacity constraints. The public service and other state enterprises are decimated, civil servants are inadequately remunerated, have poor morale, and in the overall, ill-equipped to support the delivery of basic services to the people. The skilled human resources required to steer the reforms reside outside the country as there is not yet an enabling environment and incentives to attract them back. Donor resource utilization is not optimum. Rebuilding Liberia requires a holistic capacity building agenda targeting individuals, institutions and the entire society.

II. Past cooperation and lessons learned

9. UNDP Country Programme 2004-2007 focused on six strategic programme areas, namely, i) Disarmament, Demobilization, Reintegration and Rehabilitation (DDRR); ii) democratic governance, iii) community based recovery, iv) human rights, protection and gender; v) capacity building for HIV/AIDS response; and vii environmental management. The combined effect of these programme areas contributed immensely to the national objectives of achieving peace and security and to UNDP's corporate (MYFF) goals of reducing poverty and achieving the MDGs. A total of \$119.356 million was expended in support of national programmes and projects.

10 UNDP's assistance during the past Country Programme includes. (see <http://www.lr.undp.org>) the following: disarmament, demobilization, rehabilitation and re-integration of 103,019 ex-combatants under the direction of the National Commission on DDRR, support to the National Elections Commission that facilitated the holding of peaceful, free and fair elections of October and November 2005 and support to the Truth and Reconciliation Commission (TRC). Through the provision of financial and technical support to communities across the country using the District Development Committees (DDCs) as the basis for a new local governance structure, new avenues for intervention emerged. These include micro-credit with a focus on women groups and community arms collection for development. The support to communities in the form of human rights, education, gender training, health centers and bridges and roads across the country has facilitated the recovery process in rural Liberia. UNDP support also contributed to enhancing transparency in Governance, especially, promoting the forging of national strategy on governance reform, including a census on the civil service, review of the functions, mandates and structures of 18 government ministries and 3 agencies, Code of Conduct for Public Servants, National Anti-Corruption Strategy and security sector reform.

11 Several evaluations and programme assessments of UNDP-supported programmes reveal significant efforts in addressing systemic capacity and institutional deficiencies, most notably in the legislature, civil service and civil society. The mid-term evaluation of the DDRR programme in 2006, for example, concluded that "the challenge of effectively reintegrating ex-combatants in an economy facing sanctions on diamond and timber trade, with an unemployment rate of 86 per cent is simply enormous". Notwithstanding this conclusion, however, this evaluation concluded that "DDRRP has performed to satisfactory levels of implementation towards the achievement of its immediate objective of consolidating national security".

12. The following lessons can be drawn from the implementation of UNDP's 2004-2007 programmes executed in cooperation with Government, civil society and other development partners: (a) Liberia's post crisis situation during the programme implementation adversely affected the programme results. This, together with a large number of inadequately capacitated implementing partners reduced the expected impact of the programme. In future, the new programme component will seek to build the capacity of national institutions by setting up more robust partnership arrangements, increasing networking with partners, and streamlining execution and implementation modalities of programmes in line with UN reform. (b) The use of national and international UNVs provided capacity support to the CO in the six programme areas and should continue in the new CPD. (c) Building on the gains of the DDRR, the Early Recovery

programmatic approach proved to be a unifying process for all sectors and brought development closer to the people. The new country programme needs to lay emphasis on county revitalization, community development and local development to support broad-based, preventive development. (d) A DDR Programme must never be started if all the stakeholders are not operationally prepared and the management information system (MIS) is not up and running before the first reception centre is opened. Where technically feasible, and depending on the size of the country, the MIS should be decentralized to allow for quick discharge from the cantonment centers. (e) Adequate human, financial and logistical resources should be provided for the systematic monitoring and supervision of reintegration assistance to ex-combatants and the tracking of the beneficiaries in the reintegration programmes. Failure to do so could have consequences which could prevent the programme from achieving its intended objective of consolidating national security.

III Proposed Programme

13. The Government of Liberia, at the very highest level, fully recognizes the enormous challenges that remain, and has expressed its full commitment to rebuilding capacity as the foundation for a successful reconstruction and development agenda. The UNDP 2008 – 2012 programme is in congruence with this commitment and with the national priorities identified in the iPRS and the MDGs and aims to contribute to the realization of the UNDAF for the period 2008 – 2012 (www.lr.undp.org/undaf). The overall objective of the programme is to promote an integrated approach to peace building, recovery, reconstruction, sustainable economic growth and development of Liberia with the view of accelerating progress towards the MDGs. Capacity development remains the strategic foundation on which all UNDP support will be built, in line with the UN reforms and the imperatives of UNDP's region-wide strategy of promoting local capacity development for pro-poor growth and accountability. The two priority areas of focus for the proposed programme are: i) Democratic Governance and ii) Pro-Poor Economic Growth. The shift from six strategic areas in 2004 – 2007 to two in the new programme is premised on the desire to consolidate and to ensure alignment with UNDP's corporate strategic direction.

To ensure effectiveness and sustainability of all UNDP areas of support within the programme, three over-arching themes, namely, gender equality and women's empowerment, the fight against HIV-AIDS, and developing responses to climate change, will orient programme formulation and implementation. Gender will be mainstreamed through all the programme components, focusing on creating awareness, and developing capacity for policy formulation and implementation. This will provide a means through which women are involved in decision-making at all levels, and consequently contribute towards gender equality. HIV/AIDS concerns will also be mainstreamed into all programme interventions, focusing on national capacity to galvanize all the actors in coordinating responses, including prevention, treatment and mitigation measures. With respect to managing environmental and ecosystem services, UNDP, will draw on the UNEP/UNDP partnership frameworks, i.e., Poverty and Environment Facility for mainstreaming environment and energy into national plans and the Nairobi Framework for climate change adaptation and mitigation. In addition, opportunities will be explored to enable the country to mobilize additional resources and promote private sector development in Clean Development Mechanism.

A. Component One: Democratic Governance

14. The expected outcome of this programme is enhanced national and local capacity to articulate, formulate and implement policies and programmes in a participatory, gender sensitive and accountable manner, for the promotion of democracy, growth and sustainable development. This component, divided into two sub-components, Institutional Capacity Strengthening and Support to the process of Political Consolidation, will assist Liberia deepen its democratic process, while strengthening the effectiveness and promotion of accountability and professionalism of governance institutions. Institutional Capacity Strengthening will include i) strengthening of the legislature, ii) public sector reforms, iii) electoral administration and management, iv) local decentralization and local development and v) governance of HIV/ADS programmes. The second sub-component, namely, support to the process of political consolidation includes i) human rights, rule of law, and national visioning, ii) security and peace consolidation, and iii) youth and leadership development.

B. Component Two: Pro-Poor Economic Growth

15. UNDP will focus its assistance on capacity development for pro-poor growth and with specific attention to mainstreaming MDGs and establishing links to human development and pro-poor, human rights-based, and gender-focused approaches. In addition, it will provide a mix of policy level support as well as downstream interventions that will expand income opportunities and sustainable livelihoods for the poor and marginalized. The components of this programme will include i) Policy support, ii) economic management; iii) aid coordination and strategic partnerships iii) local economic development (LED), iv) sustainable energy and environment, v) micro-finance and employment creation.

IV. Management, Monitoring and Evaluation

A. Execution and implementation

16. Increased government and civil society ownership and performance will be addressed by applying the National Execution modality (NEX). However, this will be preceded by assessment of the capacity of Government and civil society organizations called upon to implement UNDP-funded programmes and projects.

B. Monitoring and Evaluation

17. Quarterly, Mid Term and Annual programme reviews will be conducted in line with the Country Office Monitoring & Evaluation plan. In addition, monitoring and evaluation will be linked to the PRSP M&E framework. UNDP will assist in building local monitoring and evaluation capacity, on an ongoing basis.

C. Partnerships and Resource mobilization

18. Strong linkages with UN agencies will be forged. Joint programming with the UN system within the context of the UNDAF will be vigorously pursued to advance common objectives such as gender equality, combating HIV/AIDS, and employment and income generation for women and the youth. The expertise and resources of UNDP regional service centers and HQs will be tapped and strategic linkages built. The continued involvement of UNDP in the various donor coordination structures will be maintained and strengthened so as to promote complementarity and synergies in support of national priorities.

19. Resource mobilization will be pursued with International Financial Institutions, regional and bilateral partners. The Liberia Reconstruction and Development Committee (LRDC) will provide overall donor coordination and resource mobilization. In this respect, UNDP will advocate for a hybrid resource mobilization mechanism co-hosted by the World Bank and UNDP, and which incorporates the Roundtable Mechanism and the Consultative Group Mechanism. The identified resource mobilization mechanisms will build on the relationships with donors over the years to supplement UNDP core resources

Annex: RESULTS AND RESOURCE FRAMEWORK FOR LIBERIA CPD 2008-2011

National priority or goal/MDGs Pillar 3: Strengthening Governance and the Rule of Law and the promotion of peace, security and human rights					
Intended UNDAF outcome 3--: By 2012 democratic, accountable and transparent governance advanced in a participatory and inclusive manner and in accordance with human rights standards					
Programme Component Key Result Area	Country Programme outcomes, including outcome indicators, baselines and targets	Country Programme outputs	Output indicators, baselines and targets	Role of partners¹	Indicative Resources by Goal
Responsive governing institutions that reflect and serve the needs, priorities, and interests of all people, including women, the poor, youth,; promoting the core governing institutions of representation and accountability at the national, regional and local levels.	Public Institutions effectively delivering on new mandates Indicators: Pro-MDG policies developed and implemented, laws enacted and structures reformed. Baseline: Weak laws and structures and non-existent policies Target: Well- functioning governance institutions and respect for rule of law.	1)By 2012, new civil service established with re-defined roles, mandates and functions to promote accountability, transparency and probity. 2)Decentralization policy and strategy developed and fully operational.3) Capacities of Ministry of Gender and Development and CSOs developed to guide formulation of Gender policy and implementation.	Indicator: # of government ministries implementing revised roles and mandates;2) Framework for Decentralization adopted by legislature, and capacity for implementation developed.3) capacities of intuitions and civil society developed, Gender equality advanced, and the rights of women and girls promoted and protected # of policy and strategy documents reflecting gender. Baseline: 1) Revised roles and mandates for three ministries and one agency completed;2) absence of a framework for decentralization;3) no comprehensive gender policy, inadequate capacities for gender planning and promotion of rights of women and men Target: Draft Revised Roles and mandates for 15 ministries and agencies of government completed and implemented;2) decentralization implemented nationwide;3) Capacities developed at national and local levels to implement National Gender Policy	Governance Reform Commission; Civil Service Agency, Ministry of Planning and Economic Affairs provides an enabling environment and leadership. EC, USAID, under GEMAP to provide supplementary resources and technical assistance. UN Gender Theme Group will guide the process of developing the policy under the leadership of the Ministry of Gender and Development	Regular resources TRAC 1 \$3.5M Other resources \$5 m
Fostering inclusive participation: empowering the poor, women, youth, indigenous peoples, and other marginalized groups, through expanding the core channels of civic engagement, at national, regional and local levels.	Strengthened capacity of legislature to enhance effective participation and accountability Indicators: Public opinion of the performance of the legislature and the National Elections Commission(NEC Baseline: The legislative branch lacks the capacity to cooperate, support and balance the executive effectively. Target: An impartial independent and transparent legislature representing all constituents in the country; and able to exercise human rights and fiscal control, monitoring, and oversight, by end 2011.	NEC and other National Institutions developed and assisted to implement their individual mandates in a participatory, transparent and accountable manner.	Indicator: 1).# of bills passed into law Surveys/opinion polls to measure public opinion. 2) : Improved capacity of NEC to plan and implement elections in a democratic and accountable manner Baseline: Inexperienced legislators, undeveloped systems for processing legislation and managing house affairs Target: Free and fair municipal and chieftaincy elections in 2008 and 2012 respectively	Governance Reform Commission; Civil Service Agency; Ministry of Planning and Economic Affairs; NEC; the Legislature and line ministries provides an enabling environment and leadership for efficiency and accountability (integrity and ethics)	Regular resources TRAC 1 \$ 1.5M Other resources \$ 10 M
Strengthening governance	Strengthened capacity of the National AIDS	National AIDS Council	Indicators: # of NAC meetings held. Level of	GOL: technical support,	Regular

¹ The list should focus on strategic partnership for the achievement of the outcome.

<p>of AIDS responses: promoting effective coordination of broad-based responses and improved implementation of AIDS programmes and funds</p>	<p>Control Programme and the Ministry of Health and Social Welfare to lead and coordinate AIDS responses Indicator: Global Fund selects MoH/NACP as Principal Recipient Baseline: MoH Sub-recipient of Global Fund Targets: MoH becomes Principal Recipient</p>	<p>Revitalized and National HIV/AIDS Control Program restructured and strengthened</p>	<p>coordination and effectiveness in national response to HIV/AIDS. Baseline: 1 non-functional NAC, 1 in-effective National Program Target: - NAC operational and functioning. and NACP functioning effectively.</p>	<p>UNAIDS: technical, supervisory and financial support NACP: Coordination UN Agencies: technical and financial support</p>	<p>resources TRAC 1 \$ 0.5 M Other resources SGFTAMS 7.9 M UNAIDS \$33,410</p>
<p>National priority or goal/MDGs: Ensure broad-based growth through revitalizing traditional economic sectors and stimulate private sector development Intended UNDAF outcome 2: National economic policies and programmes implemented to support equitable, inclusive and sustainable socio-economic development</p>					
<p>1) Supporting the participatory preparation and implementation of MDG-based national development strategies;</p>	<p>1) National management and coordination capacity for pro-poor policy planning, analysis and monitoring. Indicator: national capacity available for aid coordination and formulation of MDG –based strategies Baseline: Inadequate capacities; limited participation and weak MGD awareness initiatives. Target: Well -functioning Aid coordination and management system; full PRSP; capacities for policy planning, analysis and monitoring.</p> <p>2) Expanded income opportunities and sustainable livelihoods for the poor and marginalized.</p> <p>3) Management and coordination of environmental and ecosystems services and change adaptation strategies.</p>	<p>1) Aid coordination and development management system to promote MDG based strategies strengthened</p> <p>2) Capacity developed for formulation and implementation of Microfinance policy to promote socially responsible business enterprises with emphasis on SMEs</p> <p>3) Energy, environment and climate change adaptation mainstreamed into PRSP and MDG-based strategies.</p>	<p>Indicator: 1) Required policies, legislation, regulations and mechanisms in place .2) social dialogue at national and sectoral levels, operational/available Baseline: mapping paper on donor coordination mechanisms; iPRSP document; GEMAP; Targets: 1) Donor coordination mechanisms established and Sector working groups for full PRS process created.2) MDGs awareness strengthened at national and local levels.</p> <p>Indicator: 22,000 active clients; Baseline: Lack of policy and institutional framework; Target: Microfinance policy framework in place and provision of microfinance services to 50,000 clients</p> <p>Indicator: Energy and environment fully integrated in PRSP and strategy documents.; capacity of Environment Ministry developed to drive and promote environmental and energy concerns Baseline: Very little capacity for environment and energy mainstreaming Target: Capacity of sector institution and relevant CSOs at national and local level strengthened for mainstreaming and awareness raising.</p>	<p>MPEA, MOF, MOL, Trade Unions and Employees Associations; coordination, direction and supervision -WB, USAID, EC; provide technical support</p> <p>Central Bank of Liberia, Ministry of Finance, Ministry of Planning: policy development, regulation and supervision</p> <p>UNDP/UNCDF: Technical support and funding grants and loans to MFIs.</p> <p>Ministry of Finance Ministry of Planning: policy development to provide enabling environment , mobilize resources</p> <p>Regional Programme for Africa to provide technical support, and seed resource.</p>	<p>Regular resources TRAC 1 \$2.046 M Other resources \$17 M Regular resources TRAC 1 \$1 M Other resources \$5 M TRAC 1 \$0 25M</p>