Republic of Sierra Leone

India-Brazil-South Africa (IBSA) Project on Leadership Development and Institutional Capacity Building for Human Development and Poverty Reduction in Sierra Leone

Final Project Document

June 2011

Towards enhanced institutional capacity of the Office of the President, the Ministry of Foreign Affairs and International Cooperation and the Cabinet Secretariat, as well as strengthened leadership and management skills and enhanced results-based management in the public sector
Project Title: Leadership Development and Institutional Capacity Building for Human Development and Poverty Reduction in Sierra Leone.

Overall Strategic Goal: To promote a systematic approach to supporting institutional capacity development so as to reduce poverty, achieve the MDGs and support human development in Sierra Leone within the framework of South-South Co-operation.

Expected Outcomes and Outputs:

- The Presidency, Ministers and other senior government officials in key Ministries, Departments and Agencies (MDAs) have the capacity for strategic and modern management and decision-making techniques linked to the Agenda for Change.
  - Outputs: A senior leadership and management in targeted MDAs able to lead and manage change in Sierra Leone’s public sector; ii) staff appraisal systems improved through adoption of competency-based systems; ii) staff performance improved through adoption of RBM and exposure to best practice.

- Sierra Leone’s international image is enhanced through a re-capacitated Ministry of Foreign Affairs and International Co-operation (MFAIC).
  - Outputs: MFAIC’s policy research and planning capability improved through a functional, Policy and Research Unit; ii) MFAIC’s internal and external communication improved through an enhanced ICT platform; iii) MFAIC’s staff capacities enhanced through the design and roll-out of tailor-made training courses conducted by a fully functional Training Unit

- A Results-based Management platform is further enhanced, a system of performance monitoring and HR management strengthened, and the capacity of public officials improved.
  - Outputs: Results-orientation amongst selected MDAs enhanced through training of key staff and installation of RBM systems and procedures; ii) RBM further devolved and expanded via a network of RBM resource persons across key MDAs;

- The Cabinet Secretariat’s technical and advisory functions are strengthened and its strategic positioning enhanced.
  - Outputs: The Cabinet is better able to address its key priorities and make more informed decisions through a revamped secretariat with access to best practice; ii) Cab Sec’s data and information management capacity improved through design and installation of IT-enabled systems and procedures

- Partnerships within South-South Co-operation in general, and with IBSA in particular, forged and strengthened.
  - Outputs: Sierra Leone PSR programme adopts modern and innovative practices and procedures through increased knowledge networking and exposure to best practice within a S-S framework; ii) connectivity improved and data management capability on IBSA established and functional

Executing Agency: UNDP

Implementing Partners: SPU/OP, MOFAIC, Cabinet Secretariat

Main Cooperating agencies: PSRU, SPU, HRMO, PSC, MOFED, CAB SEC, partners
Narrative

The lack of capacity is the single most compelling development challenge facing Sierra Leone. Capacity constraints are a serious impediment to the design and implementation of growth-oriented poverty reducing policies and programmes, as well as the government's quest to consolidate peace and security as well as promote good governance. Since being elected in 2007, however, the Government of Sierra Leone has been pursuing a robust strategy - the Agenda for Change - that seeks to lift the country out of poverty and bring about shared growth and societal transformation. In line with the Agenda for Change, and consistent with the India-Brazil-South Africa (IBSA) partnership strategy designed to assist developing countries with the fight against poverty, a new project entitled "Leadership Development and Institutional Capacity Building for Human Development and Poverty Reduction in Sierra Leone" is proposed which focuses on strengthening institutional delivery capacity to improve planning for and the delivery of services to the people of Sierra Leone that would result in sustainable human development and poverty reduction.

Specifically, the project seeks to strengthen the capacity of key state institutions in Sierra Leone, namely the Office of the President and the Ministry of Foreign Affairs and the Cabinet Secretariat to spearhead the on-going reforms in order to deliver the objectives of the Agenda for Change. It seeks to contribute to tackling critical strategic capacity gaps/priorities of these institutions which includes supporting the design and implementation of robust systems and procedures for human resource and financial management, acquisition of modern systems and tools, as well as strengthening their planning, strategy and policy development as well as monitoring and evaluation capability. The project is anchored within the framework of post-conflict reconstruction so as to contribute to the delivery of peace dividend and enhancement of the socio-economic status of the people of Sierra Leone.

The project will also improve the way capacity development interventions are conceptualized, designed, implemented and monitored in Sierra Leone, and will thus help to improve the linkage between agency outputs and outcomes and the broader goals of the Agenda for Change. As it is developed within the framework of IBSA, it will also enhance knowledge networking including sharing of best practice, and thus become an important element for mainstreaming South-South co-operation. The project will be limited to the MFAIC, the Presidency including the Cabinet Secretariat, senior leadership and enhanced Results-Based Management training of select MDAs. In total, this constitutes only about 3-5% of the public service. However, it is a highly strategic and influential 3-5%. Therefore, the systems put in place by the project will benefit the entire public service in terms of more efficient management and guidance to the public service. The project would be implemented over a 24-month period.

| Programme Period: | 24 Months (2011-2012) |
| Project Title: Leadership Development and Institutional Capacity Building for Human Development and Poverty Reduction in Sierra Leone. |
| Atlas Award ID: | |
| Start date: June 2011 |
| End Date: June 2013 |
| Total resources required: US$1,000,000 |
| Total IBSA contribution: US$1,000,000 |
| Other: |
| Donor: UNDP** |
| Donor: Government (in-kind contribution) |
| ** UNDP has committed $600,000 to Public Sector Reform under its 2011 Annual Work Plan signed with Government. |

Agreed by (Executing Entity): UNDP

On behalf of Signature Date Name/Title

UNDP

GoSL:

Agreed by (Executing Entity): UNDP

On behalf of Signature Date Name/Title

UNDP

GoSL:

Agreed by (Executing Entity): UNDP

On behalf of Signature Date Name/Title

UNDP

GoSL:
Abbreviations

DFID  Department for International Development (UK)
EC    European Commission
EU    European Union
IBSA  India-Brazil-South Africa Partnership Strategy
MDA   Ministry, Department, Agency
MDG   Millennium Development Goals
MFRs  Management and Functional Reviews
MOFAIC Ministry of Foreign Affairs and International Co-operation
PRSP  Poverty Reduction Strategy
PSRU  Public Sector Reform Unit
SLAAH Sierra Leone Alliance Against Hunger
SPU   Strategy and Policy Unit
UNDP  United Nations Development Programme
WB    World Bank
HRMO  Human Resource Management Office
PSC   Public Service Commission
1. Introduction

This project seeks to bolster strategic leadership and strengthen institutional and management capacity of key state agencies so as to achieve the goals and objectives of the Agenda for Change in Sierra Leone. While it will have as its primary focus the Office of the President and the Ministry of Foreign Affairs, it will seek to tackle key cross-cutting capacity gaps including support to the design and implementation of robust systems and procedures for resource management, acquisition of modern systems and tools, as well as strengthening policy and planning, as well as monitoring and evaluation capability. The project is anchored within the framework of post-conflict reconstruction so as to contribute to the delivery of the peace dividend in Sierra Leone. By enhancing the overall capacity of key state institutions, and by tackling the most pressing areas of their functions, the proposed project will make a major contribution to Sierra Leone’s overall post-war reconstruction and development. Similarly as the project is developed within the framework of the India-Brazil-South Africa (IBSA) South-South co-operation, it will also enhance knowledge networking including sharing of best practice, and thus become an important element for mainstreaming South-South co-operation in general.

2. Background

Sierra Leone emerged from a decade long brutal civil war in 2002, and has since conducted two general elections internationally-acclaimed as free, fair and peaceful. The last elections in 2007 produced a change of government enabling the current leadership to assume power after being in the opposition for several years. The country lost much of its skilled personnel in the years preceding the war and during the conflict itself. The government therefore finds itself severely constrained through dependence on institutions that had been weakened by the conflict, low level of skills in leadership positions, and overall shortcomings in the management of the public sector. Thus the Government of Sierra Leone finds itself hamstrung in delivering on its electoral promises and in meeting the fundamental human rights, such as human development and freedom from the tyranny of poverty of its citizens.

Upon taking over the reigns of power, the government formulated a medium term plan covering the period 2007-2012 designed to lift the country out of poverty and bring about shared growth and societal transformation. Fashioned as the Agenda for Change, and representing the country’s second Poverty Reduction Strategy Paper, the strategy and focuses on four strategic priority areas: i) enhancing national electricity; ii) developing the national transportation network; iii) enhancing productivity in agriculture and fisheries, and; iv) sustaining human development, notably health, education and water.

Specifically, the Agenda for Change seeks to i) re-invigorate the economy and its social infrastructure and generate growth rate through the private sector, which will in turn; ii) reduce the massive unemployment, particularly amongst the youth; iii) improve the level of social service delivery, and; iv) drastically improve the very low social indicators for the country. Realizing these objectives is in turn anchored on four core principles identified as key in achieving the strategic priorities, namely i) peace, security and good governance; ii) macro-economic stability; iii) growing the private sector; and iv) effective management of natural resources. Sierra Leone has made some progress in achieving these strategic objectives as outlined below.

3. Progress under the Agenda for Change

Unlike previous planning frameworks, the PRSP II or Agenda for Change lays out a comprehensive framework and a realistic road-map to full national and economic recovery. With the central objective of faster growth and poverty elimination, it gives priority to investments in energy, transport, health, and education. The growth and poverty reduction strategy is based on a foundation of good governance that includes strengthening the civil service, decentralization and local government, fighting corruption and strengthening public financial management. It also outlines clear priorities
and includes both a full cost estimate and resource mobilization strategy, thus serving as a blue print for the emergence of a stable democratic state in Sierra Leone.

Since the introduction of the Agenda for Change, significant strides have been made in advancing reforms in both its socio-economic arena as well as in building the capacity of its institutions to bring about efficiencies and effectiveness in service delivery. On the latter, which is the primary concern of this project, significant work has been undertaken to lay the foundations for effective governance and overall institutional capacity building. Among key initiatives undertaken include management and functional reviews to rationalize structures, functions, procedures and staffing in MDAs. Other activities have included the introduction of new regulations and rules and a Civil Service Code, a comprehensive pay and grading reform, and the development of an overarching Public Sector Reform Programme with an objective of building a sustainable institutional capacity to strengthen and improve the public sector’s ability to deliver efficient, effective and accountable services, in order to improve the socio-economic status of the poor. [Agenda for Change pp 158]

Following Cabinet approval of a Public Sector Pay Policy Framework in January 2007 significant investments have been made in advancing a revised pay and grading system including a revised pay structure for the entire public service. This has yielded some positive results as the 2010 Budget Speech by the Minister of Finance included among other things, a reaffirmation of the government’s commitment to the public sector pay reform through the development of a comprehensive multi-year pay reform programme to facilitate salary adjustments starting in 2011. To signal the importance of the reforms in the public sector, the government took a decision to establish key institutions around the Presidency to spearhead the process, providing technical coordination, ensuring policy coherence and support in prescriptive guidance to MDAs in all aspects of service delivery. These include the Public Sector Reform Unit, the Strategy and Policy Unit and the Human Resource Management Office. Senior government officials heading these institutions act on delegated responsibility from the Presidency so as to fast-track the reform of the public sector.

In terms of international support for the Agenda for Change, Sierra Leone has benefitted tremendously. There has been consistent and satisfactory level of consultation between donors and government on a wide range of issues as well as a growing coordination amongst key partners. The UN Country Team, for example is working within the framework of a Joint Vision which lays out the coordination objectives and spells out specific measures for all UN agencies operating in and from Sierra Leone. The EC and DFID have in place a joint Assistance Strategy while the ADB and the World Bank are operating on the basis of a joint Strategy donor support which has resulted in major reforms in public financial management.

1 See details in Box
4. Outstanding Challenges

4.1 Challenges of governance and economic management: Despite the gains outlined above together with the resource endowment, Sierra Leone faces significant challenges in realizing its reform objectives in a robust and timely manner so as to enhance the delivery of essential services to the people and consolidate the trust between the state and society. Besides the challenges brought about by the global and domestic economic problems which are impeding the country’s progress towards meeting the MDGs and in meetings its human development aspirations, governance reform and economic management present serious obstacles to rapid change. This is manifested in lack of ownership and poor alignment of aid has tended to reinforce a vicious cycle of external dependence. Making aid useful delivering country-led reforms and bolstering government capacity to control and distribute resources in an effective and equitable manner across the country is a key challenge faced by the government.

4.2. Lack of a comprehensive civil service reform: In addition, efforts to reform the public sector have not been very successful and the lack of a comprehensive civil service reform programme continues to pose a serious challenge to government, as the required capacity to implement, monitor and evaluate programmes is still lacking in line ministries. The recommendations of the Management and functional reviews have not been implemented by many MDAs. In addition, fighting corruption is considered one other key challenge facing Sierra Leone and where action is needed to win confidence in the role and capacity of the government. For many decades, government performance was viewed inadequate in dealing with this problem, bringing a great deal of distrust between the people and government.

4.3. Systemic and institutional bottlenecks: More specifically, with regard to the implementation of the Agenda for Change, a systematic review of the progress reveals systemic institutional gaps across a majority of sectors which has caused slow implementation of projects and programs. Many MDAs are faced with a dearth of strategic leadership, management and the institutional systems in addition to a widespread shortage of skilled personnel brought about by the flight of her skilled manpower as a result of the prolonged conflict which substantially weakened government capacity in delivering its reconstruction and development goals. In other words, Sierra Leon’s capacity challenge manifests itself at various levels - the individual (low learning outcomes and poor skills profiles; brain-drain); institutional (erosion of public systems; loss of competence, authority and effectiveness of public institutions; weak non-state institutions); societal (depressed economy, low productive capacity, widespread poverty and disempowerment). To ensure that key institutions can carry out their mandates, the government has relied heavily on a system of external incentives paid to civil servants, PIUs and other parallel structures and arrangements for public policy formulation and implementation. While it is accepted that this practice was necessary in the past, many people feel that government must now take control of revenue management including the setting of pay and incentive systems in the public service so as to address the problem of exclusion and marginalization.

5. Efforts at Addressing the Challenges

5.1 Short-term measures, long-term strategy: Conscious of the enormity of the capacity gap and the risk it poses to the effective implementation of the Agenda for Change and the attainment of the MDGs, the Sierra Leone Government has been addressing the problem using a two-pronged approach: addressing the short-term capacity needs through the quick infusions of skilled expertise, both national and international, with the concomitant incentives systems, while advancing a long-term institutional and capacity building agenda that integrates technical expertise with capacities to plan, manage and deliver, as well as the ‘soft’ skills that promote dialogue, trust and long-term consensus-building. In doing so, however, the government is conscious to maintain a conflict-sensitive approach that ensures advancing the reforms does not result in the resurgence of old cleavages but is instead promoting horizontal equity, gender equality and regional balance.
5.2 President’s Performance Contracts: In addition, the President’s Performance Contracts with the Cabinet ministers reflect an attempt to address inherent delivery bottlenecks by MDAs. The introduction of performance contracts based on the attainment of development results and targets set at the beginning of a reporting period has exposed the low level of performance in most ministries and the absence of accountability for development results. The results from the management and functional reviews point to the urgency to address these capacity challenges starting with installation of basic systems and tools, introduction of new management practices together with building the staff capacity to cope with the reforms and deliver the objectives of the Agenda for Change. It is this objective that underlies this project.

6. Project Purpose and Objectives

6.1 Overall Purpose and Objective: The overall objective of this project is to provide the leadership in government with key institutions, systems, processes and skills for managing the country’s resources and meeting the targets set under the Agenda for Change. However, as this objective can realistically only be achieved in the medium to long term (3-5) years, the project is for a two-year period (2011-2012) to be implemented with support from the India-Brazil-South Africa (IBSA) Trust Fund. The project will have as its primary focus, the Office of the President (Cabinet Secretariat), seeking to strengthen its technical and advisory services to the rest of the public service, as well as the Ministry of Foreign Affairs and International Co-operation in building its institutional capacity in order to advance a new brand of diplomacy and improve its image as the country’s window to the rest of the world. It will also seek to strengthen the leadership and managerial capacity of select government institutions including rolling out an enhanced results-based management system.

6.2 Specific Project Objectives: The specific objectives of the project are to:

- Strengthen MFAIC’s overall capacity by identifying and implementing select recommendations from its management and functional review and especially those linked to enhancing its role in international co-operation;
- In close consultation with key stakeholders, identify high impact training programmes, focusing on leadership and managerial capacity and targeting senior MDA staff;
- Design and implement a capacity development programme for Cabinet Secretariat so as to enhance its role in providing technical and operational support services to the Cabinet and in monitoring the implementation of the Agenda for Change;
- Secure technical and operational support to enhance the current RBM platform to support a more robust reporting and performance monitoring, including HR management across MDAs.

7. Rationale for the Project

A critical success factor to achieving the objectives of the Agenda for Change is a state and government which has the capacity to interpret and implement its key policy objectives. Its rationale is looked at from two points of view, firstly, its potential replicability, synergies and complementarities with other on-going reform initiatives in Sierra Leone, and secondly, extent to which it correlates with the IBSA Trust Fund Framework.

7.1 Replication, Synergies and Complementarities: By seeking to augment the capacity of key government entities for strategic management, coordination, and implementation, the project reinforces the very objectives of the Agenda for Change and therein lies its greatest value and justification. While the primary is the Presidency and the Ministry of Foreign Affairs and International Co-operation (MOFAIC), the potential exists to replicate its results across many MDAs in addressing the problems of capacity gaps and low worker motivation which has resulted in slow service delivery rates. The project’s focus on strengthening management and leadership capacity, installing new systems and tools, strengthening procedures and protocols for HR, financial management as well as enhancing diagnostic and M&E systems and introducing change management approaches will benefit from and contribute to the work undertaken by key government agencies such
as the Human Resource Management Office (HRMO), the Public Service Commission (PSC), the Strategy and Policy Unit (SPU) as well as the Public Sector Reform Unit (PSRU) thus establishing system-wide synergies and complementarities. This should also help to foster institutional collaboration and coordination in advancing reforms in line with the Agenda for Change. The project is also aimed at enhancing Sierra Leone’s capacity to comply with international protocols as well as its ability to engage with regional and international partners to access resources for sustainable development.

7.2 Correlation with the IBSA Trust Fund Framework: The objectives that underlie the IBSA Dialogue Forum include the following:

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

Given the problem statement informing the proposal, it is evident that support to the government of Sierra Leone will advance multi-lateral issues of importance to IBSA such as post-conflict reconstruction, strengthening of democracy and good governance and co-operation between South-South nations. The project endeavors to harness IBSA’s resources, technical and financial to enhance its human resource development and institutional delivery capacity such that the government of Sierra Leone is able to lift its human development and index and social economic profile, and reduce poverty in Sierra Leone. While it is recognized that the project proposal does not have to subscribe to all the criteria set by the IBSA Trust Fund, the project outcomes would normally be considered in line with a criteria built around a 10-points i) Reduction of Poverty; 2) National Ownership; 3) South-South Co-operation; 4) Use of IBSA Country Capacity; 5) Strengthening local capacity; 6) Ownership; 7) Sustainability; 8) Identifiable Impact; 9) Replicability; and 10) Innovation (See detailed outline in Annex I)

8. Elaboration on the Expected Outcomes of the Project

The expected outcomes and corresponding outputs are presented below. The specific programme activities are outlined in the results and resources matrix.

8.1 Outcome 1: The Presidency, Ministers and senior government officials in key MDAs have the capacity for strategic leadership and modern management techniques linked to the Agenda for Change

The introduction and enforcement of performance standards and performance targets for sectors, MDAs and individuals, within the broader context of Results-based Management is well pronounced within the Agenda for Change and the Public Sector Reform Programme. Yet senior officials of government have not been adequately armed with the tools, skills and aptitudes to enable them to engage more strategically and in a manner that yields results. This outcome seeks to build the capacity of ministers and other senior government to ensure the highest level of accountability at the individual and institutional levels, bringing about an understanding of how MDAs are expected to
plan, monitor and report on their results, showing how MDA and individual staff work plans are to be aligned. This will also ensure that public service leadership is transformative, is driven by ethical values and that management is relied on to advance bold and creative ideas and solutions that inspire support for change amongst the citizens.

8.2 Outcome two: Sierra Leone’s international image is enhanced through a recapacitated Ministry of Foreign Affairs and International Co-operation (MFAIC)

The Ministry of Foreign Affairs and International Co-operation is Sierra Leone’s principal international voice and window to the rest of the world, as such, has responsibility for the pursuit of the Government’s aims and objectives in relations with international partners, as well as the promotion of the country’s image in global and regional fora. In addition, while by definition, the Ministry retains a dual role, up until now however, its ‘foreign affairs component’ has been the primary focus, with inadequate attention given to ‘international cooperation’. As it is now, and as confirmed by a Management and Functional Review, the Ministry is not functioning optimally and therefore not delivering for Sierra Leone. Its key deficiencies include an ineffective organisational structure, a chronic lack of resources, an absence of up-to-date procedures, poor staff management, absence of effective communications, weak internal and external co-ordination, to name but a few.

An examination of its key overseas missions suggested the urgency to overhaul its foreign service. The Government believes that by enhancing MFAIC’s overall capacity, and by targeting specific areas most relevant to international cooperation, the proposed project will help to re-position the Ministry anew in order to play a more strategic role within the rapidly changing global diplomatic landscape. In this respect, the Ministry wishes to focus on three key areas identified on the basis of their potential high-impact and multiplier effect in triggering the much needed institutional change. These include:

1. Strategic Planning and Policy Development – The Ministry is keen to establish a Planning, Policy and Research Unit (PPRU) to act as its own ‘think tank’ providing a range of policy and research services on regional and global issues and supporting coordination between divisions and missions abroad to constantly refine and update Sierra Leone’s strategic Foreign Policy. The PPRU will advance the Ministry’s international cooperation’ mandate as well as act as the focal point for South-South Cooperation issues. In addition, it will facilitate the Ministry’s dialogue within Agenda for Change, ensuring interface and coordination with other MDAs and thus promoting the goals of the Agenda for Change (See annex 2 for a detailed profile and proposed programme of work for the PPRU). Through this project therefore, MFAIC seeks to establish the PPRU including providing short-term but dedicated technical and advisory support to define programme of work, operational modalities and build capacity of core staff.

2. Establishment of an enhanced ICT platform for MFAIC - MFAIC is the country’s window to the world. In this context it must be capable of an accurate representation of what is in the country. This calls for carefully organised information on the country, its needs, its goals, and its positive characteristics. Coordinating the information flows with its missions abroad would demand a fully developed system for receiving, distributing and archiving information that can be readily accessed at the levels relevant for decision-making. In all this, modern communication technology is critical if the Ministry is to achieve its goals effectively. Despite support and spending over a number of years MFAIC currently suffers from chronic ICT deficiencies, the most glaring of which is the lack of a functioning internet connection. It is imperative that measures are urgently put in place to ensure that ICT solutions are sustainable for the long term. MFAIC has been expending considerable effort in seeking to address its own ICT issues, and has instituted a basic ICT project funded by the government. This would greatly benefit from further upgrades and scaling up to ensure a sustainable ICT platform. Through this project therefore, MFAIC seeks to enhance its ICT platform through further procurement of or upgrade to its IT tools and systems as well as capacity building to its staff.
3. **Establishment of an in-house Training Unit** – The Ministry’s long-term plan is to establish an Institute of Foreign and Diplomatic Studies that will, possibly in collaboration with Fourah Bay College and/or IPAM, provide comprehensive training for diplomats in the proposed Foreign and Diplomatic Service. The first step, however, is to create an in-house training unit within the Ministry that will coordinate and provide training on basic topics relevant to its staff. This will encompass a wide range of areas, including such areas as languages; computing; diplomacy; protocol and etiquette; writing note verbales and policy briefs; lectures on global issues and events; financial and management training for leadership roles and heads of missions, among others. Through this project, MFAIC seeks to establish and equip an in-house Training Unit including the design and roll-out basic training programmes for Ministry staff.

8.3 **Outcome three: A Results-based Management platform is enhanced, a system of performance management strengthened and public officers trained in its use**

The effective implementation of the Agenda for Change calls for a strong results-oriented approach supported by institutional mechanisms for risk management and accountability. Result-Based Management (RBM) has been adopted in many countries as a means to bring about a more results-oriented and accountable management in the public service. It is views as a management strategy by which an organization ensures that its processes, products and services contribute to the achievement of desired results (outputs, outcomes and impacts). RBM rests on clearly defined accountability for results, and requires monitoring and self-assessment of progress towards results, and reporting on performance. In Sierra Leone, the introduction and enforcement of performance standards and performance targets for sectors, MDAs and individuals, within the broader context of RBM is well pronounced within the Agenda for Change and the Public Sector Reform Programme. Currently, all ministers appointed sign annual Performance Contracts (PC) that monitors their performance in delivering agreed targets that contribute towards the achievement of key GOSL priorities. Efforts are being made to cascade this to the lower levels so as to establish a holistic and integrated results-based performance management system in the civil service.

Under this outcome therefore, the project will seek to take the RBM methodology to the next level beyond reporting to link it to monitoring and HR performance management in the public sector, using it as tool to ensure that all public servants account for the formulation, implementation and monitoring of their results.

8.4 **Outcome four: The Cabinet Secretariat’s technical and advisory functions are strengthened**

As a concrete illustration of synergy with the public sector reform, many of the goals articulated in the Agenda for Change are either directly associated with members of the cabinet as leaders of the MDAs and who therefore require strengthened supervision and backstopping to achieve their deliverables. Given that the Agenda for Change serves as the blueprint for Sierra Leone’s reconstruction and development, it is the most concrete foundation from which efforts to improve service delivery should be anchored. The Cabinet Secretariat is well placed to monitor and evaluate the progress of its implementation, ensuring the unity of purpose within the Cabinet in delivery but also identifying and addressing the capacity gaps that hinder implementation. It also needs to keep both the Cabinet and the Presidency well informed of the trends in public service, working closely with the SPU and other entities. Yet as it is, this important arm of the government lacks adequate capacity to fulfill these important functions. It therefore needs capacity strengthening to conduct basic research, prepare briefs and manage information and data relevant to its functions.

8.5. **Outcome five: Partnerships within South-South Co-operation in general, and with IBSA in particular, forged and strengthened**

This project seeks to forge a working relationship and co-operation between the IBSA members and Sierra Leone and within the broader framework of advancing South-South Co-operation. Having recognized the limitations of Sierra Leone to for example, deliver on its national and international obligations to reduce poverty and meet the targets of the MDGs, particularly in light of its recent
internal conflict, IBSA will seek to provide support in exploring options including financial resources to address these challenges. For example, given SA’s experience of emerging from an apartheid legacy which institutionalized the oppression and underdevelopment of the black majority, and the experiences of other IBSA member states, governments have drawn lessons from both its successes and failures, and best practices it is able to share with Sierra Leone as it makes progress in its post-war reconstruction and development.

9. Project Outputs and Corresponding Activities

The outputs and corresponding activities are presented below.

Specific Outputs under Outcome 1: i) A senior leadership and management in targeted MDAs able to lead and manage change in Sierra Leone’s public sector; ii) staff appraisal systems improved through adoption of competency-based systems; iii) staff performance improved through adoption of RBM and exposure to best practice.

Among the key activities corresponding to this output include:

- Review and identify leadership development-related recommendations from the management and functional reviews of select MDAs, develop detailed implementation plan and roll-out the training;
- Undertake senior staff orientation/induction to the new Civil Service Rules and Regulations/Code of Conduct and develop a work plan for cascading the orientation to the lower levels of MDAs;
- Design and roll-out a refresher training for senior staff on modern appraisal systems for staff including results and competence-based assessment methodology and their application;
- Conduct an orientation on RBM toolkit for senior staff and undertake a benchmarking tour within the IBSA framework.

Specific Outputs under Outcome two: i) MFAIC’s policy research and planning capability improved through a functional, Policy and Research Unit; ii) MFAIC’s internal and external communication improved through an enhanced ICT platform; iii) MFAIC’s staff capacities enhanced through the design and roll-out of tailor-made training courses conducted by a fully functional Training Unit

Among the key activities corresponding to this output include:

- Mount an expert consultancy to develop a blueprint for launching a Planning, Policy and Research Unit entailing a programme of work, operational modalities and institutional linkages;
- Assess the current ICT environment with a view to implementing an enhanced ICT platform for the Ministry covering the installation or upgrade of a LAN system, web-site, internet/email system as well as training for staff on relevant operating systems and databases;
- Establish, equip and launch an in-house training unit within MFAIC and through it, roll-out a series of targeted training and skills development workshops and seminars for ministry staff.

Specific Outputs under Outcome three: i) Results-orientation amongst selected MDAs enhanced through training of key staff and installation of RBM systems and procedures; ii) RBM further devolved and expanded via a network of RBM resource persons across key MDAs;

Among the key activities corresponding to this output include:
- Provide a dedicated consultant/adviser to provide technical support in basic research and analysis as well as writing skills, including developing policy briefs and cabinet papers;
- Provide basic logistical support for the Cabinet Secretariat (supplies, IT equipment, etc);
- Facilitate the exchange programmes, study tours and learning missions linked to the IBSA programme by selected members of the secretariat and the cabinet;
- Hire consultant to design an information and data management system and conduct training for key staff in its use.

**Specific Outputs under Outcome four:** The Cabinet is better able to address its key priorities and make more informed decisions through a revamped secretariat with access to best practice; ii) Cabinet Secretariat's data and information management capacity improved through design and installation of IT-enabled systems and procedures.

Among the key activities under this output include the following:
- Undertake a quick stock-taking exercise on the RBM uptake to better inform the process of adapting and support roll-out;
- With support from consultants adapt the RBM tools to support monitoring and HR performance management;
- Hold training of trainers (TOT) workshops to establish an RBM pool of resource persons across MDAs to support downstream roll-out.

**Specific Outputs under Outcome five:** i) Sierra Leone PSR programme adopts modern and innovative practices and procedures through increased knowledge networking and exposure to best practice within a S-S framework; ii) connectivity improved and data management capability on IBSA established and functional.

Among the activities here include the following:
- Conduct study tours, exchange visits and exposure missions focusing on public sector capacity development within the IBSA framework;
- Identify and deploy needed consultants and advisers from within IBSA countries to support specific outputs defined in this project;
- Establish and on-line knowledge repository for the IBSA project for ease of storage and retrieval of project documents, review and evaluation reports, roster of technical consultants, focal points across countries, CVs, and other projects, with links to relevant country web-sites.

10. Implementation Strategy

Anchored in the overarching goal of capacity development, this project aims to respond to Sierra Leone's development challenges from a South-South perspective by focusing on four strategic priorities outlined in the Government's blue-print for reconstruction and development, the Agenda for Change: i) enhancing national electricity; ii) developing the national transportation network; iii) enhancing productivity in agriculture and fisheries; and; iv) sustaining human development, notably health, education and water. The project will support Sierra Leone's efforts in reducing poverty and achieving the MDGs. The interventions outlined in the project will seek to bolster institutional delivery capacity to improve planning for and the delivery of services to the people of Sierra Leone that would result in sustainable human development and poverty reduction.
Its ultimate objective is to strengthen the capacity of key state institutions in Sierra Leone, primarily the Office of the President and the Ministry of Foreign Affairs and International Co-operation, to implement macro-economic reforms and good governance practices for poverty reduction. These agencies will therefore approve and sign off on the outputs for which they are responsible for implementation, thus making them the key implementing partners. For UNDP, the project’s outputs and outcomes are aligned with the Agenda for Change and the UN Joint Vision both of which stress institutional capacity development as panacea for improved governance, service delivery and overall state accountability.

The project will be implemented over a two-year period (2011-2012) with in-built mechanisms and milestones for reporting, evaluating progress, drawing lessons learnt. Further, its design will be characterized by a) the concentration of the project’s resources on institutional capacity development in critical areas of the mandates of selected agencies; b) maximization of the benefits of South-South co-operation through knowledge management and exchange of best practices within IBSA; c) integration of gender equality considerations during implementation, monitoring and reporting; and d) adoption of robust results-based management, monitoring and evaluation.

It order to ensure that the project’s South-South characteristics in general, and IBSA principles in particular, are reflected and permeate its overall implementation, an effort will be made to utilize resources and capacities within that realm, including sourcing of expertise, institutional linkages and twinning arrangements as well as peer-to-peer learning, experience sharing and knowledge networking, among others.

11. Management Arrangements

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

A Project Steering Committee (SC) or Project Board will be established composed of key stakeholders, namely, Office of the President, MFAIC, HRMO, SPU, PSRU, and UNDP. Key donors such as the World Bank, DFID and EU will also be invited to the Steering Committee or Project Board which will exercise overall authority and policy guidance for the project, including its strategic links with the public sector reform programme, the broader goals of the Agenda for Change, and that it reflects both the IBSA and South-South principles in its implementation. As study tours and exchange visits will be an important component of the project, the SC will vet and approve the purpose, participants and ensure that the learning value is attained. The SC will be chaired by the Chief of Staff, Office of the President and will be Co-Chaired by the UNDP Country Director. To ensure coordination and institutional synergies, the project will seek to benefit from and contribute to the work undertaken by other key government agencies such as the Human Resource Management Office (HRMO), the Public Service Commission (PSC), the Strategy and Policy Unit (SPU) as well as the Public Sector Reform Unit (PSRU) thus establishing system-wide synergies and complementarities.

UNDP will act as the executing agency for the project. A UNDP funded Civil Service Reform Adviser based at the HRMO will act as focal point for the project. He will ensure that the project realizes the results described in the project document working closely with focal points at the respective implementing partners, namely, MFAIC, SPU and the Cab Sec. He will also work with

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2 Or his designate if his schedule becomes prohibitive.
other specialist teams and consultants ensuring that project documentation is set up and maintained and that relevant project reports, minutes of meetings, etc are recorded and kept. He will also support and facilitate progress reporting to the SC, working with the implanting partners. UNDP CO will ensure overall project quality assurance as well as compliance with the applicable rules and procedures.

12. Monitoring and Evaluation Framework

The project will also establish a monitoring framework and evaluation plan, which will measure progress and report on results on a quarterly and annual basis to the SC, to the Special Unit for South-South Cooperation (SU/SSC) in UNDP as IBSA Trust Fund Secretariat and Board of Directors’ Secretariat, and to other relevant organs as appropriate. The UNDP CSR Adviser will work with the implementation partners to prepare both these reports. In turn, these bodies will deliberate and take action on any key emerging issues. In addition to this, an issues log shall be activated in ATLAS and updated regularly by UNDP’s focal point, to facilitate tracking and resolution of potential problems or requests for change, as well as a risk log to show how the external environment that may affect the project implementation.

The CSR Adviser will work with the IPs to prepare an Annual Progress Report, to be shared with the Steering Committee, the SU/SS and IBSA Board, which will provide a summary of results achieved against annual targets at the output level. Based this report, the SC will hold an annual project review shall be held during the fourth quarter of the year or soon after, to assess the performance of the project and if appraise the plan the following year. In the second and final year of the project year, this review will be a final assessment. This review which is driven by the Project Steering Committee may involve other stakeholders and will focus on the extent to which has realized its objectives, a review of best practice, if any and the lessons learnt. A Project Completion Report will be prepared in two months prior to the completion of the project.

13. Partnerships and Resource Mobilization Strategy

The Project will foster South-South co-operation. This will be realized through various means, including possible joint activities with IBSA programmes and projects, recruiting experts and consultants from within IBSA and sharing experience, lessons learnt and best practices with countries and organizations within this framework and elsewhere. The main partners involved in implementing activities or components of the Project are the IBSA member countries together with UNDP, UNECA and the Government of Sierra Leone.

The total cost of the project is estimated to US$1,000,000 million over 24 months, which cover salaries, travel, workshops and seminars, operating costs, grants, sub-contracts and M&E. This is IBSA’s contribution. Under its 2011 Annual Work Plan for support to Public Sector Reform already signed with Government, UNDP has committed some $600,000 to which the IBSA project will be a major complement in bringing about tangible results in Sierra Leone’s reform efforts. Strategic linkages will therefore be established to maximize on joined up activities. In addition, a resource mobilization strategy will be mounted to mobilize additional resources during project implementation. In this connection, besides direct financing, efforts will be made to develop parallel financing and build partnership with bilateral and multilateral donors providing TA/Capacity Building. UNDP will use the annual review meetings of the project to engage a dialogue with the donor community in support of the project. Other avenues will be explored to make more effective the resource mobilization efforts.

All stakeholders in this project will be given due credit for their engagement in this initiative. IBSA partners will be provided with visibility and recognition for their instrumental role supporting this project. Credit will be given to IBSA partners during public engagements by the project, particularly in interactions with the media, public and academic appearances and presentations, relations with the local community, the government of Sierra Leone, project visitors and other
institutions. Other efforts will be made where appropriate to provide visibility to IBSA and the South-South cooperation elements of this project.

14. Risks Assessment

The nature, scope and complexity of Sierra Leone’s post-conflict capacity building in general and public sector reform programme in particular exposes this project to certain inevitable risks which might have an effect on its success and for which regular attention is called for. Different categories of risks are likely to hamper the implementation of the project and the achievement of its objectives. These are outlined below together with suggestions on some possible risk mitigation measures.

<table>
<thead>
<tr>
<th>Risk</th>
<th>Level of Intensity</th>
<th>Mitigation Measures</th>
</tr>
</thead>
</table>
| Fragmentation, duplication, and incoherence in capacity building and public sector reform initiatives | Moderate           | • Existing leadership and coordination structures will be leveraged to champion and guide the project. In particular, the Office of the President, through the CoS supported by the Project Board is the optimal mechanism for monitoring its progress.  
• Strengthened M&E, reporting and communication mechanisms will help avoid duplication and overlaps |
| Demand for leadership and institutional capacity building support services is greater than supply | High               | • Ensure sustained resource commitments to the institutions responsible for capacity building and public sector reform;  
• Maintain prioritization in delivering Agenda for Change with emphasis on institutional capacity support for priority MDAs  
• Systematic and continued efforts to strengthen and monitoring leadership |
| Ensuring quality and consistency in capacity assessment approaches and quality of response strategies and interventions | Moderate           | • Build consensus around the need to define a consistent and coherent approach for institutional capacity assessment and organizational change management.  
• Articulate clear guidelines and institutional requirements for providing institutional leadership and capacity building services.  
• Develop a roster of pre-approved technical experts and management consultants to provide technical support. |
| Ensuring that the project is nationally-driven and not externally (donor) driven | Moderate           | • Maintain institutional leadership arrangements as outlined in the project document.  
• Align all leadership and capacity building initiatives behind the AfC and relevant sector reform strategies.  
• Explore resource mobilization strategies that may facilitate greater agenda setting authority within Sierra Leonean institutions.  
• Strengthen coordination with regular government/partner coordination meetings. |
| Proximity to election season might result in politicization of the project | High               | • Maintain leadership of the project in a technical institution.  
• Maintain link with and delivery of the AfC as the overriding objective underlying the project. |
| Sustainability of resources dedicated to the project and overall capacity building agenda uncertain | Moderate           | • Ensure counterpart GoSL contribution (matching funds) to those provided by IBSA.  
• Ensure multi-year resource commitments behind public sector reform and capacity building initiatives are outlined in specific program and project design parameters.  
• Compel donors to commit for medium and long-term horizons. |
15. Legal Context

This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the SBAA and all CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP’s property in the implementing partner’s custody, rests with the implementing partner.

The implementing partner shall:

a) Put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

b) Assume all risks and liabilities related to the implementing partner’s security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing agencies agree to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Programme Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via internet using the following link: http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm. This provision must be included in all sub-contracts or sub-agreements entered into under this Programme Document, including the country-specific project documents that will form part of the annex to this document.
RESULTS AND RESOURCES FRAMEWORK


**Intended Outcomes:**
- Ministers and senior government officials have the capacity for strategic and modern management and decision-making techniques linked to the AFC;
- MOFAIC’s institutional and functional capacity is enhanced, a Planning and Policy as well as an in-house Training unit established and its ICT platform enhanced;
- A Results-based Management platform is enhanced, a system of performance monitoring strengthened designed public officers trained in its use;
- The Cabinet Secretariat’s technical and advisory functions are enhanced and its position more strategically placed;
- Strategic partnerships within the framework South-South Co-operation in general, and with IBSA in particular, forged and strengthened.

**Outcome indicators:**
1. Number, and level of competency of senior officials (m/f) adopting strategic and modern management and decision-making techniques;
2. Proportion of MOFAIC’s operation and organization structure operates as per MFR recommendations, and profile and work programmes of the PPRU and Training Unit;
3. Number of MDAs adopting RBM tools and number and competency level of staff (m/f) trained in RBM methodology;
4. Proportion of Cabinet Secretariat’s work programmes reflects the use of modern business processes including IT, communication;
5. Number of type of exchange programmes within IBSA framework implemented and number and competency level of staff (m/f) benefitting.

**Targets:**
- At least 50 senior Officials are trained in leadership and management skills including sensitization on the Code of Conduct in 2011;
- A functional PPRU, Training Unit as well as enhanced ICT platform at MFAIC and enhanced capacity of the Cabinet Secretariat;
- Strategic partnerships with IBSA forged and sustained, and resources mobilized to support leadership development and capacity development;
- Tools and methods on RBM programming rolled-out, adapted and tested for use by government to support the planning and implementation of interventions;
- At least 5 exchange visits conducted within the IBSA countries and Sierra Leone.

**Baseline:**
1. Weak delivery capacity within the public service in Sierra Leone and limited capacity to design and implement long-term strategies to address socio-economic development challenges;
2. Poor integration of Sierra Leone in the regional and global economies and thus not benefiting from both S-S Co-operation and globalization;
3. Many ministries, departments and agencies conducted MFRs but not translated them into implementation plans (this includes MFAIC and the presidency);
4. RBM methodology introduced to MDAs, including its use for reporting for Ministers under the performance contracting.

**Partnership Strategy:**
A key partnership objective will be to strengthen linkages and mobilize resources within the IBSA framework to bring to bear on Sierra Leone’s efforts to design and implement effective leadership and capacity building policies and programmes and to ensure that available knowledge, tools, best practices and research within and outside the IBSA framework is used to support GoSL’s efforts. By framing the partnership strategy in this manner, the project will enhance its relevance and chances of success.

**Project Title and ID (ATLAS Award ID):**
**WORKPLAN & BUDGET: 2011-2012**

**Expected Outcome 1:** The Presidency, key ministers and other senior government officials have the capacity for strategic and modern management and decision-making techniques linked to the Agenda for Change.

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Planned Activities</th>
<th>TIMEFRAME</th>
<th>Responsible party and key partners</th>
<th>PLANNED BUDGET Amount (US$)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>i) A senior leadership and management in targeted MDAs able to lead and manage change in Sierra Leone’s public sector; ii) staff appraisal systems improved through adoption of competency-based systems; ii) staff performance improved through adoption of RBM and exposure to best practice</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Baseline:</strong> No detailed capacity assessment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Indicators:</strong> Number of MDAs mapped, type and quality of capacity development programme</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Target:</strong> Some 200 senior leaders over the project period</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>1.1 Identify leadership development-related for select MDAs, develop detailed implementation plan and roll-out the training:</strong></td>
<td>2011: X</td>
<td>SPU lead, PSRU, HRMO</td>
<td>30,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2012: X</td>
<td></td>
<td>20,000 10,000</td>
</tr>
<tr>
<td></td>
<td><strong>1.2 Undertake senior staff orientation/ induction to the new Civil Service Rules and Regulations/Code of Conduct and develop a work plan for cascading the orientation to the lower levels of MDAs:</strong></td>
<td>2011: X</td>
<td>HRMO lead, HRMO, PSC, HRMO, Cab Sec</td>
<td>15,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2012: X</td>
<td></td>
<td>10,000 5,000</td>
</tr>
<tr>
<td></td>
<td><strong>1.3 Design and roll-out a refresher training for senior staff on modern appraisal systems for staff including results and competence-based assessment methodology and their application:</strong></td>
<td>2011: X</td>
<td>HRMO Lead, HRMO, PSC</td>
<td>20,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2012: X</td>
<td></td>
<td>20,000</td>
</tr>
<tr>
<td></td>
<td><strong>1.4 Conduct an orientation on RBM toolkit for senior staff and undertake a benchmarking tour within the IBSA framework:</strong></td>
<td>2011: X</td>
<td>SPU Lead, HRMO, PSRU</td>
<td>15,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2012: X</td>
<td></td>
<td>10,000 5,000</td>
</tr>
<tr>
<td></td>
<td><strong>1.5 Facilitate study tours and exposure missions for at least 10 senior officials to IBSA/S-S countries</strong></td>
<td>2011: X</td>
<td>SPU Lead, HRMO, PSRU, PSC</td>
<td>60,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2012: X</td>
<td></td>
<td>30,000 30,000</td>
</tr>
<tr>
<td></td>
<td><strong>Total against outcome 1</strong></td>
<td></td>
<td></td>
<td>140,000 70,000 70,000</td>
</tr>
</tbody>
</table>

**Budget Code:**
- 71200; 71300, 71400: (Local consultants Workshops/materials and goods)
- 71305; 74500 (Local consultants/workshops)
- 72510 71300 (Professional services/Workshop)
- 72510 71300 (Professional services/workshops)
- 71620 (Travel/DSA/International)
Expected Outcome 2: Sierra Leone’s international image is enhanced through a re-capacitated Ministry of Foreign Affairs and International Co-operation (MFAIC):

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Planned Activities</th>
<th>TIMEFRAME</th>
<th>Responsible party and key partners</th>
<th>Total</th>
<th>PLANNED BUDGET</th>
<th>Budget Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) MFAIC’s policy research and planning capability improved through a functional, Policy and Research Unit; ii) MFAIC’s internal and external communication improved through an enhanced ICT platform; iii) MFAIC’s staff capacities enhanced through the design and roll-out of tailor-made training courses conducted by a fully functional Training Unit</td>
<td>2.1 Commission the services of two consultants (national/international) to develop a blueprint for the establishment of the Planning, Policy and Research Unit; 2.2: Procure needed office equipment and supplies for the PPRU including computers, printer, scanner, modems, generator, furniture, etc.; 2.3 Install a LAN system, secure an ISP, procure needed software and hardware, conduct training on relevant computer applications; 2.4 Secure the services of an IT officer to conduct training, support infrastructure, maintain facilities, updating the web-site; 2.5 Support procurement of learning materials and equipment including textbooks, furniture, LCD, language training programmes, computers, etc.; 2.6 Conduct eight one-day training sessions on development-oriented diplomacy/protocol &amp; etiquette /management for key staff; 2.7 Facilitate learning tours and exposure missions within IBSA focusing on trends in modern diplomacy, etc.</td>
<td>2011: X X X</td>
<td>MFAIC lead, PSRU, SPU, HRMO</td>
<td>85,000</td>
<td>40,000</td>
<td>45,000</td>
</tr>
<tr>
<td>Baseline: MFR Report available but ministry has insufficient capacity to implement its recommendations</td>
<td></td>
<td>2012: X X X</td>
<td>MFAIC</td>
<td>60,000</td>
<td>60,000</td>
<td>-</td>
</tr>
<tr>
<td>Indicators: i) proportion of MOFAIC’s business processes placed under an ICT platform; ii) number and profile of staff being trained and training modules; ii) % of MFAIC; number and type of policy and research papers generated by the PPU</td>
<td>2011: X X X</td>
<td>MFAIC, UNDP</td>
<td>80,000</td>
<td>70,000</td>
<td>10,000</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>2012: X X</td>
<td>MFAIC, HRMO, SPU</td>
<td>40,000</td>
<td>40,000</td>
<td>-</td>
<td>72300/74500 (Materials, goods/shops)</td>
</tr>
<tr>
<td></td>
<td>2011: X X X</td>
<td>MFAIC, HRMO, etc</td>
<td>25,000</td>
<td>10,000</td>
<td>15,000</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>2012: X X</td>
<td>MFAIC, CoS, PSRU</td>
<td>40,000</td>
<td>10,000</td>
<td>30,000</td>
<td>-</td>
</tr>
<tr>
<td>Total against outcome 2:</td>
<td></td>
<td></td>
<td></td>
<td>340,000</td>
<td>240,000</td>
<td>100,000</td>
</tr>
</tbody>
</table>
### Expected Outcome 3: A Results-based Management platform is further enhanced, a system of performance monitoring and HR management strengthened, and the capacity of public officials improved

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Planned Activities</th>
<th>TIMEFRAME</th>
<th>Responsible party and key partners</th>
<th>PLANNED BUDGET</th>
<th>Budget Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) Results-orientation amongst selected MDAs enhanced through training of key staff and installation of RBM systems and procedures; ii) RBM further devolved and expanded via a network of RBM resource persons across key MDAs;</td>
<td>3.1 Undertake a quick stock-taking exercise on the RBM uptake to better inform the process of adapting and support roll-out;</td>
<td>2011</td>
<td>2012</td>
<td>Total Budget</td>
<td>PLANNED BUDGET</td>
</tr>
<tr>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>Baseline: Tools developed do not necessarily reflect adequate assessment of readiness; RBM introduced but not championed;</td>
<td>3.2 With support from consultants adapt the RBM tools to support monitoring and HR performance management;</td>
<td></td>
<td></td>
<td>SPU lead, PSRU, HRMO</td>
<td>40,000</td>
</tr>
<tr>
<td>Indicators i) type of RBM tools designed and in use, ii) Number and type of MDAs adopting RBM methodology; and iii) number and profile of staff trained in the use of RBM and their MDAs;</td>
<td>3.3 Hold training of trainers (TOT) workshops to establish an RBM pool of resource persons across MDAs to support downstream roll-out;</td>
<td></td>
<td></td>
<td>SPU lead, PSRU, HRMO</td>
<td>50,000</td>
</tr>
<tr>
<td></td>
<td>3.4 Create a web-based interactive training programme and mutual learning platform on RBM tools and “best practices.”</td>
<td></td>
<td></td>
<td>SPU, PSRU, etc</td>
<td>40,000</td>
</tr>
</tbody>
</table>

Total against outcome 3 | 200,000 | 95,000 | 105,000 |

### Expected Outcome 4: The Cabinet Secretariat’s technical and advisory functions are strengthened and its strategic positioning enhanced

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Planned Activities</th>
<th>TIMEFRAME</th>
<th>Responsible party and key partners</th>
<th>PLANNED BUDGET</th>
<th>Budget Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) The Cabinet is better able to address its key priorities and make more informed decisions through a revamped secretariat with access to</td>
<td></td>
<td>2011</td>
<td>2012</td>
<td>Total budget</td>
<td>PLANNED BUDGET</td>
</tr>
</tbody>
</table>
### Baseline

The baseline for the project is Cabinet Secretariat operational but weak.

### Indicators

- **Proportion of Cabinet Secretariat’s work programmes reflecting adoption of modern business processes including IT, communication; number, type and destination of study tour made and profile of staff (m/f) participating**

#### Activity Details

<table>
<thead>
<tr>
<th>Activity</th>
<th>Timeframe</th>
<th>Responsible</th>
<th>Total Budget 2011</th>
<th>Total Budget 2012</th>
<th>Budget Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1 Augment the capacity of the Cabinet Secretariat through a dedicated consultant/advisor to build capacity for research, writing policy briefs, etc.</td>
<td>X X X X</td>
<td>Cab Sec, PSRU, HRMO, SPU, COMU</td>
<td>20,000</td>
<td>10,000</td>
<td>72300/74500 (W/shops)</td>
</tr>
<tr>
<td>4.2 Provide basic logistical support for the Cabinet Secretariat (supplies, IT equipment, etc.);</td>
<td>X X</td>
<td>Cab Sec, COMU</td>
<td>50,000</td>
<td>50,000</td>
<td>74100 (publication, materials and supplies)</td>
</tr>
<tr>
<td>4.3 Facilitate the exchange programmes, study tours and exchange visits (preferably within IBSA) by key staff and select cabinet members;</td>
<td>X X X</td>
<td>Cab Sec, PSRU, HRMO, SPU, COMU</td>
<td>30,000</td>
<td>20,000</td>
<td>71300, 716200, (mission costs, Intl &amp; local Consultants)</td>
</tr>
<tr>
<td>4.4 Engage the services of a webmaster/database expert to develop an on-line database and information management system to facilitate storage, retrieval sharing of key documents.</td>
<td>X X X</td>
<td>Cab Sec, COMU</td>
<td>20,000</td>
<td>15,000</td>
<td>72300/74500 (short-term technical consultant in information management)</td>
</tr>
</tbody>
</table>

**Total against outcome:** 120,000

### Expected Outcome 5: Partnerships within South-South Co-operation in general, and with IBSA in particular, forged and strengthened

#### Outputs

1. Sierra Leone PSR programme adopts modern and innovative practices and procedures through increased knowledge networking and exposure to best practice within a S-S framework; ii) connectivity improved and data management capability on IBSA established and functional

#### Baseline

None

#### Indicators

- Number, type and destination of...
| Study tour made and profile of staff (m/f) participating; iii) number and type of consultancies mounted and origin of consultants; number and type of reports generated out of the project |
|---|---|---|---|---|
| 5.3 Commission consultant to create an on-line knowledge repository at Office of the President for the IBSA project for ease of storage and retrieval of project information (reports, roster of experts, CVs, etc) with links to relevant websites. | X | X | X | \begin{align*} & \text{PSRU, SPU, HRMO,} \\ & \text{20,000} \end{align*} | 10,000-10,000 |
| Total against outcome 5: | 100,000 | 25,000 | 75,000 |
| Sub-total (programmable funds) against all outcomes | 900,000 | 525,000 | 375,000 |
| General Management Services (7%) | 65,420 |
| UNDP Implementation Support Services (ISS, 2%) | 18,325 |
| Programme support (Stationery, communication, printing, etc) | 1,255 |
| Final Project Evaluation | 15,000 |
| Grand total | 1,000,000 |
Annexes

Annex I: IBSA Funding Criteria

Key considerations for support under the IBSA framework are outlined below:

1. **Reduction of poverty and hunger**: The primary focus of this proposal is to establish the GoSL to transform the poverty profile of the country such as the fact that 70% of the population live in poverty: more than 26% of the population is food poor, and cannot afford a basic diet and that poverty in Sierra Leone has defined spatial dimensions with more than 66% of the population 4,963,000 living in rural areas and three quarters of the poor being rural.

2. **National ownership and leadership**: The project is aimed at enhancing the institutional capacity of the Government of Sierra Leone and will be piloted in the Presidency and the Ministry of Foreign Affairs and International Co-operation. Inherent to the project plan will be the strengthening and creation of local capacity and expertise to manage subsequent phases the programme. The project will be located in the Presidency.

3. **South-South Co-operation**: The project has its roots in a working relationship and cooperation between the IBSA members and Sierra Leone. Having recognized the limitations of Sierra Leone to, for example, deliver on its national and international obligations to reduce poverty and meet the targets of the MDGs, particularly in light of its recent internal conflict, IBSA sought to understand the difficulties and to propose ways in which it could support correction of inherent challenges. For example, given SA’s experience of emerging from an apartheid legacy which institutionalized the oppression and underdevelopment of the black majority, and the experiences of other IBSA member states, governments have drawn lessons from both its successes and failures, and best practices it is able to share with Sierra Leone, a fellow developing country.

4. **Use of IBSA Country Capacities**: Resources for the project are available in South Africa and other IBSA member states. Through the IBSA Working Groups additional support will be generated from India and Brazil.

5. **Strengthening Local Capacity**: Strengthening local capacity is inherent to the proposal as stated above. The GoSL will also be encouraged to draw on its own institutions such as IPAM, SLAAH, etc. Additionally, a critical mass of Sierra Leone’s skilled professionals is located in the Diaspora. In this regard, the principles of SA’s ‘Coming Back Home’ Campaign, to lure back its professionals in the Diaspora, will be shared with Sierra Leone.

6. **Ownership**: This project is supported by the President and the MFAIC of Sierra Leone. Their offices will serve as the sites for project. As Sierra Leone is dealing with post-conflict reconstruction, it needs to reconfigure and rebuild government institutions and systems. The project will reinforce the Cabinet Secretariat as well as the MFAIC that will continue with the activities in the future. In subsequent phases of the post-conflict
reconstruction institutions such as the Institute of Public Administration and an Institute for Foreign Service might be considered.

7. **Sustainability:** Sustainability poses and inherent risk to delivery capacity building programmes as once an official’s capacity and experience have been enhanced, they are likely to be considered for a different post, creating a vacancy and the need to retrain in the new incumbent. This challenge can be addressed in a number of ways. Firstly, the baseline study, which will inform the project could provide for tracking the career progression of participants. Secondly, the project could endorse the principle that as long as the individual remains in the public service in Sierra Leone, the skills are not lost to the country. Thirdly, the programme design should provide greater reliance on in-house and on-the-job training in subsequent years and reduced inputs from external expertise.

It has been proposed that upon completion of the project the two entities referred to in 5f above could perform the services listed in their mandates. The effectiveness and efficiency with which this will be done depends largely on the systems in place for the functioning and operation of these and other institutions and processes of governance. The use of results management system will help to maintain the level of performance achieved during the project’s lifetime.

8. **Identifiable Impact:** The development impact of the project activities will be the successful implementation of the Government’s Agenda for Change in general and the particular targets it seeks to achieve. The successful management of the AGENDA will be attributable to the support from IBSA in strengthening the leadership, coordination and guidance for the programme. In addition at an operational level, the training manuals and other project materials could be branded as the IBSA Trust Fund products. Training courses would be linked to accredited institutions in SA or IBSA and other countries and certificates issued jointly by the IBSA Trust Fund and the institution. Thus international best practice in this regard abound.

9. **Replicability:** Phase 1 of the project is a pilot and can be replicated, in an improved form in other departments in Sierra Leone. By the end of a process, it would be able to stand up to public scrutiny, replication and as a case study in South-South solutions for problems of the South.

10. **Innovation:** Innovation is a new way of doing something and it may refer to incremental emergent or radical and revolutionary changes in thinking, products and processes. In addition, scholars typically distinguish between inventions, i.e. ideas made manifest, and innovation, ideas applied successfully in practice. And finally, innovation is also considered a major driver of the economy, especially when it leads to new product categories or increasing productivity, the factors that lead to innovation are considered to be critical to policy makers. In particular, followers of innovation economics stress using public policy to spur innovation and growth. These definition and approaches to innovation are inherent to the project proposal. For example, the transfer of skills/practices from IBSA member states would be an innovation and the project could establish a benchmark in post-conflict reconstruction, with particular reference to building and managing a post-conflict economy.
Annex 2:
Ministry of Foreign Affairs and International Co-operation

Strengthening Strategic Planning and Policy Development –

Case for the Establishment of a Planning, Policy and Research Unit

The Planning, Policy and Research Unit (PPRU) within MFAIC is to be created imminently, and will be operational before the proposed project begins. The details are being finalised, but an office has been identified and the unit will be created from current Ministry employees. Without any experience of running such a unit, it is anticipated that difficulties will be encountered, and that capacity will be insufficient to deal with certain issues and projects. With that in mind, it is proposed that funds be set aside for short-term consultancies, which can be used to boost capacity at key instances, or for capacity building as and when the need arises.

The PPRU will also require highly effective communications systems and tools and computing equipment. Much of this need will be addressed by the general overhaul of the Ministry’s computing systems and internet provision (see below), and all efforts will be made to source the necessary hardware internally, but the proposed project may be able to provide additional funding for certain items that will be necessary but difficult to provide quickly. When properly staffed and equipped, the PPRU will offer an immense range of services to MFAIC. As it grows into its role, it will begin to develop its own opportunities to serve MFAIC, but some of its roles, which will be clear from the outset, will include:

- Coordination between divisions and missions abroad to constantly refine and update Sierra Leone’s strategic Foreign Policy.
- Coordination of research on specific global issues and preparation of briefing folders and documents for the Hon. Minister and H.E The President.
- Drafting of speeches, policy and strategy papers, cabinet papers and other materials on a wide range of issues, in conjunction with divisions.
- Design of systems for performance tracking and monitoring and evaluation.
- Monitoring the execution of Hon. Minister’s Performance Contract with H.E. The President.
- Creation and management of databases to track specific items within MFAIC, such as attendance at conferences and the subsequent filing of reports.
- Design of systems for filing and storing these reports and other MFAIC documents in a way that makes them accessible and useful, and allows MFAIC to build up institutional knowledge and benefit from the significant expenditure that attendance at international conferences entails.
- Production of a Strategy Paper detailing all this is required to run an efficient Foreign Service.
- Oversight of South-South Coordination.
- Oversight of coordination with other Ministries, Departments and Agencies (MDAs).
The last two items on this partial list deserve particular mention, as they begin to address two major areas of concern and opportunity for improvement. **By attaching the South-South Cooperation Unit to the PPRU, MFAIC will provide it with the resources and prestige it requires to become a central part of all MFAIC thinking.** As both units cut across all divisions, their combination will greatly improve the effectiveness of each, and ensure that MFAIC the ‘international cooperation’ portion of its mandate, as stated above. By overseeing coordination with other MDAs, an area in which there is much room for improvement, the PPRU will greatly increase the extent to which MFAIC is able to focus on the Agenda for Change.

MFAIC can only work effectively to promote the goals of the Agenda for Change through **constant collaboration with MDAs that engage with the particular areas of focus**, including especially electricity, transport, agriculture, fisheries, health, education and water. The fact that MFAIC is organised by regional divisions means that no individual has the remit or opportunity to build a relationship with a particular MDA on an issue. The PPRU, however, will be able to coordinate with the Ministry of Health, for example, whether the potential engagement on a health-related issue happens to be with a country in Africa, Asia, Europe or the Americas, and thus gain the understanding of Sierra Leone’s overall needs and goals, and the opportunities for MFAIC to support and promote them, that will be impossible for any particular division.